



# HOUSING ELEMENT

Effective 2007-2014



*“There’s no place like home.”* —Dorothy

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## INTRODUCTION

In 1980, the State legislature enacted AB 2853 requiring all cities and counties to adopt a Housing Element pursuant to Government Code Section 65583 and which specifies the scope and content of the document. The Housing Element must be revised at least every five years and the revisions must include a review of the Town's progress toward fulfilling programmatic objectives. In general, the State legislature requires a Housing Element to include: (1) an assessment of housing needs and an inventory of resources and constraints, including the estimate of community housing needs prepared by the Association of Bay Area Governments pursuant to Section 65584(a); (2) a statement of community goals and policies; (3) a statement of quantified objectives relative to the maintenance, improvement and development of housing; and (4) a five-year implementation or action program.

In March 2009, the Town of Woodside began the process of preparing a comprehensive update of the General Plan, last updated in 1988. The process is expected to be complete by mid-2010 and will include the Housing Element adopted in mid-2009.

On April 22, 2003 the Town adopted the most recent update to the Housing Element to address State requirements to provide for the Town of Woodside's share of regional housing needs in that time period.

For cities and towns (such as Woodside) within the purview of the Association of Bay Area Governments (ABAG), a deadline of June 2009 was set for the adoption and amendment of the housing element of the General Plan for the planning period from 2007 through 2014 (ABAG Resolution No. 02-07).

### **PUBLIC PARTICIPATION.**

Government Code §65583(c)(7) requires the Town to "make a diligent effort to achieve public participation of all economic segments of the community in the development of the housing element." In order to meet this requirement, the Town notified all residents within the Town of Woodside using different methods. The Town provided notices in the local newspaper of all Planning

Commission and Town Council meetings. In addition to the newspaper advertising, the Town mailed a postcard to all residents within the Town of Woodside providing notification of the Planning Commission and Town Council meetings.

A Negative Declaration was prepared for the Housing Element consistent with California Environmental Quality Act (CEQA). The Negative Declaration was sent to the California State Clearing House for a 30-day review period. The newspaper notices and the postcard mailed to all residents provided notification of the CEQA review period and the location where the document could be reviewed. The Town of Woodside has provided all water and sewer providers a copy of the Draft Housing Element Update during the CEQA review process. The Town did not receive any comments from the public or from any agencies during the CEQA public review period.

Town Hall staff received phone calls regarding proposed changes in the element. Staff answered all questions that came in by phone from members of the public and invited them to the Planning Commission and Town Council meetings. Most questions related to specific development standards for residential construction. Once residents learned that the revised Housing Element would not include any program objectives that would restrict the amount of development than currently exists, they were satisfied with the proposed revisions.

Minimal comments were received from the public at the Planning Commission and Town Council meetings. At both the Planning Commission and Town Council meetings, a representative from the Housing Our People Effectively (HOPE) program presented the different services they provide. HOPE is a San Mateo based program aimed to end homelessness within the County.

The Town will circulate the Housing Element and/or a memo describing the key programs for special needs residents to organizations that represent lower income households and special needs populations. After receiving feedback from the various organizations, the Town will host a meeting with housing advocate organizations

to discuss opportunities and available incentives to encourage the development of housing for persons with special needs. Based on the recommendations of those organizations the Town will distribute materials to the public to raise awareness of such opportunities and incentives.

Town staff participated in the coordinated San Mateo countywide efforts of *21 Elements*. The *21 Elements* group brought together all of the jurisdictions in San Mateo County to exchange ideas and provide support for each other to ensure that each municipality obtained certification by the State. *21 Elements* maintained a website ([www.21elements.com](http://www.21elements.com)) that provided the public with various resources related to Housing Elements, and advertised the dates of all hearings related to the Woodside Housing Element update.

#### HOUSING ELEMENT LEGAL UPDATES 2000-2008

**SB 520.** In 2001, the Legislature adopted SB 520 requiring that the housing element analyze potential governmental constraints to the development, improvement and maintenance of housing for persons with disabilities, demonstrate local efforts to remove any such constraints, and provide for reasonable accommodations for persons with disabilities through programs that remove constraints. The analysis is required to cover Zoning and Land-Use Policies and Practices, Evaluation of the Permit and Processing Procedures, Review of Building Codes, Review for Reasonable Accommodation Procedure, and a Review for Programs to assist in meeting identified needs.

**AB 2138.** In 2004, the Legislature passed AB 2138, which made amendments clarifying the required contents of a housing element, including clarification of the land inventory and site identification program requirements.

**AB 2158.** In 2004, the Legislature passed AB 2158. This bill made reforms to the process and standards for determination of the regional housing needs allocation (RHNA) to each community to meet the regional needs

for very low, low, moderate and above moderate income housing.

**AB 1233.** In 2005, the Legislature passed AB 1233. A jurisdiction's RHNA from the previous housing element cycle is not required to be carried-over to the 2007-2014 planning period if the current element was found in compliance by HCD and the inventory of sites required by Section 65583(a)(3) identified adequate sites, or the program actions to rezone or provide adequate sites was fully implemented. Any communities that failed to comply with requirements to make available sufficient sites to meet their regional housing needs in the previous planning period must, within the first year of the new planning period, zone or rezone enough sites to accommodate the RHNA that was not accommodated from the previous planning period.

**SB 1087.** In 2005, SB 1087 was adopted. This bill requires local governments to provide a copy of the adopted housing element to water and sewer providers. In addition, water and sewer providers must grant priority for service allocations to proposed developments that include housing units affordable to lower income households. The bill requires all cities and counties to immediately deliver the adopted housing elements of the local general plan and any amendments to water and sewer service providers. Water and sewer providers are required to adopt written policies and procedures that grant priority to proposed development that includes housing affordable to lower income households. Such providers are also prohibited from denying or conditioning the approval or reducing the amount of service for an application for development that includes housing affordable to lower income households, unless specific written findings are made. Finally, all Urban Water Management Plans are required to include projected water use for single-family and multifamily housing needed for lower income households.

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**AB 2511.** In 2006, AB2511 was adopted by the Legislature to allow courts to grant sanctions against jurisdictions that fail to substantially comply with the annual reporting requirements for local jurisdictions. Local governments are required to provide an annual report to the State indicating the progress made for various goals and policies within certified housing elements.

**AB 2634.** In 2006, the Legislature ensured local jurisdictions would assess the needs of extremely low income households. The legislation mandates that local jurisdictions calculate the subset of the very low income need allocation the regional Council of Governments (COG) that constitutes extremely low income and to plan for the specific needs of those households.

**SB 2.** In 2007, SB 2 was adopted to increase planning requirements for emergency shelters to require, at a minimum and regardless of the need, that all jurisdictions have a zone in place to permit at least one year-round emergency shelter without a conditional use permit or any discretionary permit requirements. If such zoning does not exist, a local government is required to designate zoning within one year of the adoption of the housing element. In addition, SB 2 amended the Housing Accountability Act (formerly known as anti-NIMBY law) to include emergency shelters, transitional housing, and supportive housing. Transitional housing and supportive housing must be considered a residential use of property, and be subject only to those restrictions that apply to other residential dwellings of the same type in the same zone. If these conditions do not currently apply, a programmatic action must be included to address the constraint. As appropriate, efforts to remove governmental constraints, especially relating to single-room occupancy units, supportive housing, transitional housing, and emergency shelters should be included.

## REVIEW OF PROGRESS SINCE 2003 HOUSING ELEMENT

The Town of Woodside has made progress in implementation of many of the objectives of the 2003 Housing Element, including exceeding our numerical objectives. The primary programs outlined in the previous Element were intended to 1) provide additional flexibility and incentives for the development of Accessory Living Quarters (ALQ), and 2) create and apply an Affordable Housing Overlay zone for potential development of affordable senior housing at Cañada College.

In particular, the Town produced 58 new residential units in the period of 1999-2006 (only 41 units were required to meet the previous Regional Housing Needs Allocation (RHNA) number), the timeframe addressed by the previous Housing Element. Of these, 22 were “above moderate” income (market rate) single-family homes, while the remainder (36) were “accessory living quarters,” or second units. These second units provided a variety of housing types in the community, and an opportunity for more affordable housing. The units are smaller than main residences and in some cases as small as 600 square feet, and are often rented, used for on-site employees, or for family members, such as parents who no longer wish to maintain a residence or are in poor health. During the last Housing Element update, the Town conducted a survey of second units to help determine their affordability. In addition to the survey that was previously conducted, a report prepared by Baird and Driskell Community Planning on October 24, 2008, titled “Affordability of Second Units in San Mateo County” helped determine the affordability of units in the county. Based on the report, the Town conservatively assumes that 75% of the second units are affordable to lower income households. The report also shows that rents have remained very close to the levels they were since the last Housing Element cycle. Using the survey from the last cycle it is assumed that out of the 75% of the units that are affordable to low and extremely low income groups, 1/6 go to extremely low income 1/6 go to very low income houses, 1/3 go to low income households and 1/3 go to moderate income households.

Table H1 summarizes the Town’s housing production in the study period.

In 2008, the Town entered into an agreement with Cañada College and Redwood City to detach two parcels from the Town’s jurisdiction so they could be annexed by Redwood City. Other housing actions to provide low-income residents with opportunities for using County programs (such as housing rehabilitation or home sharing) were not fully implemented, but it appears there is little interest in those programs in Woodside. A detailed analysis of all of the programs proposed in the 2003 Housing Element is included in the attached Appendix A.

According to the 2006 American Community Survey completed by the U.S. Census Bureau and as adjusted by the Department of Housing and Urban Development (HUD), the median income for a family of four in San Mateo County was \$92,721. Based on the 2006 median income, households with an income of \$33,930 or less would qualify as extremely-low income, households with a maximum of \$56,550 would qualify as very-low income, households with a maximum of \$90,500 would qualify as low income and households with a maximum income of \$114,000 would qualify as moderate income. (Source: San Mateo County Department of Housing 2007 San Mateo County Income Limits – as defined by HUD and the State of California. May 2007)

**Table H1: Progress in Meeting Quantified Housing Objectives 1999-2006**

	Above Moderate Income	Moderate Income	Low Income	Very Low Income <sup>3</sup>
ABAG Regional Housing Needs 1999-2006	25	8	3	5
Units Constructed 1999-2006 <sup>1</sup>	31 <sup>2</sup>	9	9	9
Housing Need Met	124% (31/25)	113% (9/8)	300% (9/3)	180% (9/5)

<sup>1</sup> Assumes that 75% of second units built between 1999-2006 were affordable to very-low (1/3), low (1/3), and moderate (1/3) income households, based on 1999 Second Unit Survey and “Affordability of Second Units in San Mateo County” report prepared by Baird and Driskell Community Planning on October 24, 2008.

<sup>2</sup> Includes 22 main residences and 9 accessory living quarters in the above moderate income range.

<sup>3</sup> Extremely low income is assumed to be 50% of very low income households. Extremely low income is less than 30% of the Area Median Income.

# HOUSING NEEDS ASSESSMENT

The following information describes the setting in which the Town's housing needs occur and provides a foundation for assessing housing needs.

## POPULATION

### Population Trends

The Town of Woodside experienced a modest increase in the rate of growth between 2000 and 2008 (1.6%) while previous decades experienced losses or larger gains. In 1980 – 1990 there was a loss of 0.8% in population and in 1990 – 2000 there was a growth of 2.0%. This decrease in the growth rate (between 2000 – 2008) was much less than the growth rate in the Bay Area as a whole (4.6%), and somewhat less than San Mateo County's growth rate over the same period (2.0%). Population growth has not kept pace with the estimates prepared by the Association of Bay Area Governments (ABAG), which forecast a population of 6,700 by the year 2005 (ABAG Projections 2007). That Map also includes the Town's sphere of influence, however. Table H2 indicates the population growth over the past 28 years.

The fundamental reasons for the decline in the growth rate are: (a) declining household size, due partly to the aging of the population, (b) a diminution of existing housing market opportunities because of the high cost of land, and (b) a characteristic land maturation in which most of the relatively easily developed land has been built out.

The Town's current population is 0.8% (including the sphere of influence areas) of the County's total population of 721,900.

**Table H2: Town of Woodside  
Population Growth 1980-2008**

	1980	1990	2000	2008
Woodside Population	5,291	5,247	5,352	5,439
Percentage Growth		-0.80%	2.00%	1.60%
County Growth		12.80%	3.90%	2%

Source: U.S. Census 2000 & Claritas 2008- from Housing Needs Data by San Mateo County, July 18, 2008

## Age

The Town's age distribution has been gradually shifting toward the older age categories (see Table H3), although the past decade saw some increase in school age and younger children. While the population under the age of 18 has increased from 19.1% in 1990 to 23.3% in 2000, there was a substantial decline in the 18-34 age group between 1990 and 2000. At the same time, there were upward trends in the 35-65 age group and in the number of persons over 65 years of age.

The Town's median age reflects the above percentages. The median age in Woodside increased from approximately 38 years in 1980 to 43 years in 1990, and has stayed steady, at approximately 44.4 years in 2000 and 2008. As the age of Woodside's population has increased, average household size decreased from 3.17 persons per household in 1980 to 2.78 persons per household in 1990, 2.74 persons per household in 2000 and 2.16 persons per household in 2008.

The County as a whole continued to experience an increase in the 65+ age group from 10.5% in 1980 to 12.3% in 1990, 12.5% in 2000, and 13% in 2008. The County's median age increased from approximately 33 years in 1980, 35 years in 1990, and stayed at approximately 37 years in 2000 and 2008.

**Table H3: Town of Woodside  
Population Age Distribution 1980-2008**

	1980	1990	2000	2008
Under 5 years of Age	4.4%	5.4%	6.1%	6.5%
5-17 years of age	17.9%	13.7%	17.2%	17.1%
18-34 years of age	22.9%	17.2%	11.5%	12.6%
35-64 years of age	45.6%	49.1%	50.1%	46.7%
Over 65 years of age	9.2%	14.6%	16.0%	17.1%
Median Age	37.9	43	44.4	44.3
Average household Income	3.17	2.78	2.74	2.16

Source: U.S. Census 2000 & Claritas 2008- from Housing Needs Data by San Mateo County, July 18, 2008

## Racial/Ethnic Composition

The Town's non-white population has increased, from 3.68% in 1980 to 4.9% in 1990, 7.1% in 2000 and 11% in 2008, not including Hispanic population. The Town's Asian population accounted for most of the increase as that ethnic group increased from 3.9% of the 1990 population to 6.1% in 2000 and 2008. Black and African American population decreased slightly from 0.5% in 1990 to 0.4% in 2000 and 2008. Persons of Hispanic origin comprise 4.3% of the Town's population, a slight increase from 3.7% in 1990. These Maps differ substantially from the County wide composition as the County's white population decreased from 78.1% in 1980, 71.9% in 1990 to 59.5 in 2000 and 55.3% in 2008. Approximately 32.1% of the County's 2008 population is Hispanic (most of whom are included as white), and 23.6% is Asian. Black or African Americans account for 3.0% of the County population and approximately 16% are listed as other.

## EMPLOYMENT

A community's employment characteristics can significantly influence housing demand. The relationship between economic growth and increased housing demand is usually reflected in the ratio of households to jobs. The Association of Bay Area Governments (ABAG) estimates that the jobs-housing ratio in the Bay Area continues to increase to approximately 1.6 jobs per housing unit in 2005, up from approximately 1.4 jobs per housing unit in 2000, and about 1.1 jobs per housing unit in 1990.

The household-per-job ratio and other housing-employment concepts are more meaningful for economic regions, sub-regions and large self-contained areas than for small rural communities that have little or no industrial or commercial development.

### Employment within Woodside

ABAG estimates that in 2005 there were approximately 2,450 jobs within the Town and its sphere of influence, a slight increase over the 2,420 jobs estimated for 2000 and the 1,420 jobs estimated for 1990. Most of these

jobs are classified as service jobs (653), social service (457), professional (631), and industrial (340). Retail jobs (168), construction jobs (173) and agricultural jobs (28) make up the remainder. Service and retail employment would include retail commercial and professional service activities located in the Town Center and the Skylonda Commercial Area, professional services and support at Cañada College, and home offices. It is not anticipated that there will be changes in the Town's General Plan which would provide for additional employment opportunities in the near future.

In addition to conventional retail and service employment opportunities, the Town provides employment for a number of private household workers, such as caretakers and equestrian managers. Many people who are employed on a regular basis in these categories receive housing as part of their remuneration, some in accessory living quarters on the site.

### Employment Characteristics

According to 2000 census estimates, approximately 69% of employed residents of the Town were classified as having management or professional occupations. In 1980 (52%) and 1990 (53.9%), over half of the employed residents of the Town were classified as professional and technical workers or managers and administrators. This percentage was significantly greater than for San Mateo County where in 2000 approximately 43% of employed residents were classified as having management or professional occupations. In 1980 that Map was 27.2% and in 1990 31.5% for the County.

Of the 2,118 employed Woodside residents (16 years of age and over) in 2000 who commuted to work (303 reported working from home), approximately 61% reported travel times of less than 29 minutes. Presumably most of these residents worked in San Mateo County. Of the 32% of employed persons with travel times of between 30 to 59 minutes, it is presumed that they work in other counties, such as, the County of San Francisco or nearby Santa Clara County.

An additional 7% reported travel times of more than one hour. While ABAG currently estimated that 2,450 jobs were provided in Woodside in 2005, approximately 2,421 residents were employed. Woodside is therefore providing housing for approximately the same number employed within the Town.

In summary, employment opportunities in the Town of Woodside, as well as in nearby communities, such as Portola Valley and Atherton, are extremely limited. It appears that at least 83% of Woodside workers work outside the community, based on 2000 Census information.

### PROJECTED HOUSING NEEDS

The State’s housing element guidelines and State Planning Law (Government Code Section 65583) require that each community provide for its “fair share” of the region’s total housing need. As provided by Government Code Section 65584, the Association of Bay Area Governments (ABAG) has determined the projected need for all of the region’s cities and counties. The Town of Woodside has agreed to provide a realistic and good faith effort to accommodate housing to meet ABAG’s projections as shown in Table H4, for the 2007-2014 planning period.

Appendix D of the Housing Element lists all of the parcels in Town that are assessed for having \$0.00 improvements within residential districts. Many of the sites can accommodate a main residence and some of the sites can also accommodate up to two Accessory Living Quarters.

**Table H4: Town of Woodside  
Regional Housing Needs Allocation (RHNA)**

Income Level	Projected Need 2007-2014
Very low (< 50% of County median income)	10 units
Low (50-80% of County median income)	7 units
Moderate (80-120% of County median income)	8 units
Above-moderate (>120% of County median income)	16 units
Total	41 units <sup>1</sup>

Source: ABAG, San Francisco Bay Area Housing Needs Plan, June, 2008

<sup>1</sup> Adjusted down 24 units from 65 units via de-annexation of Cañada College housing site to Redwood City.

Section 153.026(B)(1)(e) of the Municipal Code permits one ALQ on parcels that are less than one acre in size or within an R-1 district, and up to two ALQs on parcels that are equal to or greater than one acre in size. Based on the vacant lot information in Appendix D, the R-1 district can potentially accommodate a maximum of 33 main residences and 33 ALQs for a total of 66 units; the SR district can potentially accommodate a maximum of 52 main residences and 85 ALQs for a total of 137 units; the RR district can potentially accommodate a maximum of 48 main residences and 86 ALQs for a total of 134 units; the SCP-5 district can potentially accommodate a maximum of 42 main residences and 75 ALQs for a total of 117 units; the SCP-7.5 district can potentially accommodate a maximum of 89 main residences and 151 ALQs for a total of 240 units; and the SCP-10 district can potentially accommodate a maximum of 13 main residences and 25 ALQs for a total of 38 units.

It is likely that many of the parcels that have \$0.00 improvements have constraints, including but not limited to, steep slopes, lack of access roads, sensitive habitats, lack of access to water, lack of good soil percolation or lack of room for septic systems, or the shape of the parcel. Although many parcels with \$0.00 improvements have constraints to development, the parcels which do not will help toward meeting the RHNA goals for this planning period.

In addition to the lots that have \$0.00 improvements there are many improved parcels that do not currently contain the one or two ALQs that are permitted on the parcel. As families grow, the “baby boom” generation ages, and the need for on-site workers living on properties remains consistent, ALQs will continue to be constructed. As discussed in Section 2625 of the Housing Element and shown in Table H5, 50% of the ALQs will be for very low and low income households. Based on the information from California Water Service Company (Town’s primary water service provider), there is more than adequate water capacity to serve the new residential units to meet the Town’s need for additional ALQs. Since most of the Town

does not have access to sewer each site is reviewed on a case by case basis to determine septic feasibility on the parcel.

Table H5 provides information on the number and affordability of housing units approved or built in Woodside between 2007-2008 (see attached Tables A-1 and A-2). These numbers are subtracted from the "2007-2014 Housing Need" column to determine the "New Housing Needed" 2009-2014.

**Table H5: Town of Woodside Progress Towards 2007-2014 RHNA**

Income Category <sup>1</sup>	2007-2014 Housing Need	Units Added 2007	Units Added 2008	Sum Added	New Housing Needed 2009-2014
Very Low	10	1	1	2	8
Low	7	1	1	2	5
Moderate	8	1	1	2	6
Above Moderate	16	0	5	5	11
Total	41	3	8	11	30

<sup>1</sup>Assumes that 75% of second units built between 2007-2008 were affordable to very-low (1/3), low (1/3), and moderate (1/3) income households, based on 1999 Second Unit Survey and "Affordability of Second Units in San Mateo County" report prepared by Baird and Driskell Community Planning on October 24, 2008.

Source: Town of Woodside building records (1999-2006).

**Second Units/Accessory Living Quarters**

Since 1987, State law (Government Code §65852.2(a) (1); §65852.2(b)(1)) has allowed cities to adopt an ordinance permitting and regulating second units or to permit such units without any discretionary review and in accordance with State regulations.

The Town of Woodside labels what is commonly referred to as a second unit or in-law unit, an Accessory Living Quarter (ALQ). An ALQ is a smaller but independent unit on the same site as a single family house. The ALQ can be part of the main house or it can be located in a detached building. The Woodside Municipal Code defines an ALQ as, "A living area that is: (1) within or attached to a main dwelling or within or attached

to a detached building or structure, subordinate to the main dwelling; and (2) designed, built or used for human habitation. ACCESSORY LIVING QUARTERS shall include, but not be limited to, a rental unit as defined in this section." An ALQ designed for human habitation must have facilities for living, sleeping, eating, food preparation and storage, bathing and sanitation.

The Woodside Municipal Code permits up to two ALQs as accessory uses to a primary use (i.e. main residence) without approval of any discretionary permits (discretionary permits may be required for the construction of additions or structures to accommodate an ALQ, but not for the use itself). Parcels over one and one-half acres in size may have any combination of attached and detached ALQs, but no more than two total per parcel. Parcels that are equal to or greater than one acre in size, but less than one and one-half acres in size, may have a maximum of one detached and one attached ALQ, for a total of two. For parcels less than one acre in size, no more than one ALQ shall be permitted, whether attached or detached. Parcels in the R-1 (Parcels in the R-1 districts are generally around 20,000 square feet or less) may have one attached ALQ, but no detached ALQs are permitted. ALQs vary in size, but may not exceed 1,500 square feet under existing Municipal Code regulations.

An ALQ may not be sold separately from the primary dwelling. Parking requirements for ALQs are two parking spaces per unit, but they are not required to be covered or within a garage, they must simply be on-site. Most roads in Woodside are too narrow for street parking, and most parcels are large enough to accommodate the parking requirements.

In June of 2000, the Town of Woodside conducted an accessory living quarters (second unit) survey with mailings to each individual household in the Town (about 3,000 surveys), soliciting input on guest houses, domestic quarters, family quarters, and rental units. Approximately 560 responses were received (18.7%), a considerably better response than a similar 1992 survey,

**Table H6: ALQ Survey, June 2000 & Actual ALQ Units Constructed Between 1999-2008**

I. Use of Accessory Living Quarters					
Total Respondents	Rental	Caretaker	Guests	Family	Other
242*	49	55	68	60	16
II. Interest in Building New Accessory Living Quarters					
Total Respondents	Rental	Caretaker	Guests	Family	Other
160*	57	50	55	83	3
III. Size of Accessory Living Quarters					
Total Respondents	< 720 sf	720-1200 sf	1,200-1,500 sf	> 1,500 sf	
242*	115	98	23	4	
IV. NUMBER of Bedrooms in Accessory Living Quarters					
Studio			57		
1 Bedroom			122		
2 Bedrooms			54		
3+ Bedrooms			3		
V. Monthly Rental Rates (Rental Units Only)					
Rents		Number of Units			
Less than \$500		5			
\$500 - \$750		11			
\$750 - \$1,000		10			
\$1,000 - \$1,500		27			
More than \$1,500		10			
VI. Accessory Living Quarters Constructed Between 1999-2008					
January 1999-December 2006		36			
January 2007-December 2008		8			

\*Numbers may not total due to multiple or omitted responses.

Source: Town of Woodside Accessory Living Quarters Survey, June, 2000, and Building Permit Records

**Table H7: Monthly Housing Cost Limits San Mateo County 2008**

	Number of Persons in Family			
	1 (70%)	2 (80%)	3 (90%)	4 (base)
Median Income in San Mateo County	\$66,500	\$76,000	\$85,500	95,000
Extremely Low Income (under 30% of median)*	\$594	\$679	\$764	\$849
Very Low Income (30-50% of median)*	\$990	\$1,131	\$1,273	\$1,414
Lower Income (50-80% of median)*	\$1,584	\$1,810	\$2,036	\$2,263
Moderate Income (80-120% of median)*	\$1,995	\$2,280	\$2,565	\$2,850

\*Based on 30% of Annual Income Divided by 12, according to income limits set by the State Department of Housing and Community Development, based on the median income (95,000 for family of four) for San Mateo County for the year 2008.

which had 150 responses. The key survey findings are summarized in Table H6, and a complete summary of the survey with supporting documentation is attached as Appendix B.

Of the 560 respondents, 209 (37.3%) indicated that they have at least one existing accessory living quarters on their site. Thirty-one (31) of those stated that they have more than one existing living quarters, so that a total of 242 accessory living quarters were identified. Approximately 42% of the units are used either for rental or for caretakers quarters, so they are potential sources of affordable housing. Family quarters, especially for aging parents, may also provide affordable housing, but it is difficult to estimate how many units are truly built or intended for that purpose, as well as the income level of the occupants. Guest quarters are not considered to be available as affordable housing units. Also, of those interested in possibly building an accessory living quarters, about 43% said they would like to use the unit for rental or caretaker purposes.

The survey results indicate that, of the 62 rental units identified, there was a close linkage between the unit size (and to a lesser extent the unit's age) and the rent charged. Approximately 25% of those units were rented at \$750 or less, about 15% at rates of \$750-\$1,000 per month, about 40% at \$1,000-\$1,500 per month, and about 15% at in excess of \$1,500 per month. According to State "affordability" criteria, it appears that, for smaller household size (1-2 persons), about 40% of the units would be available to "low income" households and another 40% available to "moderate income" households. For families (3-4 persons), it is likely that the larger units would meet "moderate income" limits, but is unclear whether any might be affordable to "low income" households.

The 2000 Census indicates that there are a total of 223 rental units in Woodside, including homes. It should also be noted that rents have increased since the survey was conducted, and that new units will rent for higher rates than older existing units.

Another key element of the survey was a focus on the allowance of living quarters in barns, particularly for housing equestrian caretakers. Of the 242 living quarters noted, 57 are attached to the main residence, 176 are detached and separate from the residence, and 11 are located within barns, which was not previously legal in the Town. Sixty-six (66) respondents indicated an interest in possibly building a living quarters in a barn, which is now permitted via the adoption of a Municipal Code amendment since the last Housing Element period.

The survey data lend support to the assumption that some of the Town's accessory living units are available for caretakers or as rentals and that a portion of those units are rented at rates affordable to "low" to "moderate" income households. For the purposes of Housing Element new construction projections, it is assumed (based on the survey results) that 40% of new accessory living quarters will be available as separate units for rent or in lieu of salary, and that 50% of those units will be affordable to "moderate" income households.

From 1999 through 2006, Woodside issued permits for 62 new ALQ of which 36 were new units while the remainder were demolished and rebuilt. An additional 8 units were built from January 2007 to December 2008. These new units are substantially smaller and more affordable than the new single-family dwellings built during the same period.

ALQs in the Town of Woodside provide affordable housing for residents, including on-site staff of many large estates. A report prepared in 2008 by Baird and Driskell for San Mateo County examined the rental ranges in existing second units and extrapolated the range of affordability (see Appendix G). Conservatively, using the middle of the range, 85 percent of existing San Mateo County second units are affordable to lower income households, as follows: 55 percent are free and are therefore affordable to extremely low income households; an additional 10 percent are affordable to very low income households; and an additional 20

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percent are affordable to low income households. The report found that second units are less expensive, on average, than apartment complex rental units with the same number of bedrooms. Except for Woodside's ALQs, it is extremely unlikely that housing affordable to low and moderate income households can be provided in Woodside under any circumstances without considerable subsidy, public or private.

ALQs are a valuable addition to Woodside's housing stock, adding flexibility, affordability and diversity. They are a sustainable way to add housing options for a town such as Woodside without using additional vacant parcels. Advantages of ALQs include: affordable rents, income assistance for homeowners, housing for low income groups (such as seniors, multigenerational accommodations, workforce housing) and the preservation of neighborhood character.

As a way to obtain basic information about the uses of second units in the community, staff has prepared, for use in connection with future second unit applications, a one-page questionnaire to ascertain the owner's initial intent for use of the unit (e.g., intergenerational family, housing for domestic workers, rental income, guest quarters, etc.).

The Town has started to collect rental and use information related to new Accessory Living Quarters (ALQ) through a voluntary survey that is provided to all applicants constructing new ALQs. The results of the new survey will help the Town understand the intended use of new ALQs and how we may need to adjust our procedures and or regulations to encourage more affordable units. In addition to tracking the use of ALQs, the Town has included a program to explore ways to encourage affordable deed restricted ALQs within the Town.

## HOUSEHOLD CHARACTERISTICS

### Number of Households

The number of households in the Town of Woodside increased at a faster rate (7.5%) than the population of the Town as a whole, for the period between 1990 to 2000 (2.0%). However, during the period of 2000 to 2008 the Town experienced a slower household growth rate (1.4%),

similar to the population growth (1.6%) for the same period of 2000 to 2008. This is due to the decreasing size of the average household. Table H8 indicates household growth over the past 28 years.

### Household Size

The average number of persons per occupied housing unit (household size) has decreased in Woodside from 2.86 persons per household in 1980 to 2.78 in 1990 and to 2.74 in 2000 (U.S. Census). County-wide, household size has increased from 2.58 in 1980 to 2.64 in 1990 and 2.74 in 2000. Woodside's average household size is now equal to the County average, likely reflecting the need elsewhere in the County to house more people in the same space, due to affordability concerns.

The Association of Bay Area Governments has estimated that the average household size in Woodside will rise slightly over the next 10-20 years.

### Household Composition

The Town of Woodside continues to be primarily a community of traditional nuclear families. In 2000, 1,341 households, or 68.8% of the 1,949 total, were married-couple families with or without children. The remaining 31.2% of the households are characterized as shown in the Table H9.

The Town of Woodside has a greater percentage of married couple households than exists County-wide. There are fewer female heads of households, non-family households, and one person household in Woodside than in the County. This is probably due to the large home size and cost of housing in Woodside.

Historically, household income in the Town has greatly exceeded the average household income within the Bay Area and San Mateo County. The median household income in Woodside has increased from about \$46,000 in 1980 to \$93,109 in 1990 and \$171,126 in 2000. While the County's median income increased from almost \$24,000 in 1980 to \$43,437 in 1990, and \$70,819 in 2000. The Town's median income has continued to rise since 2000, with 2008 estimates at \$198,988.

The 2000 Census documents that just 12 percent (236 households) of Woodside’s households earned lower incomes (<80% AMI), with five percent (89 households) earning extremely low incomes (<30% AMI). While limited in number, the community’s lower income households experienced a high level of overpayment, as illustrated in Table H10. Overpayment impacted 50 percent of lower income households and 60 percent of extremely low income households, indicating the important role accessory living units can play both in providing lower cost rental housing and providing supplemental rental income to lower income homeowners. The 2000 Census indicated that 173 persons (149 persons in families and 24

non-family persons) had incomes below the poverty level, representing approximately 3% of the Town’s population.

The 2000 Census indicated that 173 persons (149 persons in families and 24 non-family persons) had incomes below the poverty level in Woodside. The total 2000 Census population for Woodside was 5,352 persons. Therefore, approximately 3% of Woodside residents were living below the poverty level.

In 2000, approximately 89 extremely low-income households resided in the Town of Woodside, representing 4.7 percent of the total households. Of the total, 33 or 42.4 percent were renters and 56 or 75 percent were homeowners. Households with extremely low-incomes experience a high incidence of housing problems. For example, 62.9 percent of extremely low-income households faced housing problems (defined as cost burden greater than 30 percent of income and/or overcrowding and/or without complete kitchen or plumbing facilities). Even further, 58.4 percent of extremely low-income households paid more than 50 percent of their income toward housing costs, compared to 9.4 percent for all households.

**Table H8: Town of Woodside Number of Households**

	1980	1990	2000	2008
Woodside Households	1,853	1,813	1,949	1,978
Percentage Growth	na	-2.20%	7.50%	1.40%

Source: U.S. Census, 1980, 1990, 2000; Department of Finance E-5 from San Mateo Housing Needs Data July 18, 2008

**Table H9: Household Composition**

Household Composition	San Mateo County		Woodside	
	Total	%	Total	%
Households	707,161	100.00%	1,949	100.00%
Married Couple Households	134,739	53.00%	1,341	68.80%
Female Head of Household*	25,611	10.10%	114	5.80%
Non-Family Households	82,854	32.60%	433	22.20%
One Person Household	62,626	24.60%	309	15.90%

\*No husband present

Figures may not add up due to rounding.

Source: 2000 U.S. Census

**Table H10: Housing Problems for Extremely Low-Income Households CHAS Data Book**

	Total Renters	Total Owners	Total Households
Household Income <=30% MFI	33	56	89
% with any housing problems	42.40%	75%	62.90%
% Cost Burden >50%	30.30%	75%	58.4

Source: State of the Cities Data Systems: Comprehensive Housing Affordability Strategy (CHAS) Data

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## OTHER HOUSING AND HOUSEHOLD CHARACTERISTICS

The following is a summary of selected additional housing and household characteristics that are relevant to the Housing Element.

### **Growth Rate**

The most intense housing unit growth in the Town was during the decade of the 1950s when 577 units were constructed. This doubled the number of units in the community.

The number of new single family units constructed from 1960-1979 was 604. This represents an average construction rate of 30 units per year. Between 1980 and 1990, the construction rate dipped to 20 units per year. This decline appears to correspond with similar reductions experienced within San Mateo County. Construction between 1990 and 2000, especially the last five years of the decade, was rapid, but did not add significantly to the number of housing units, as many new homes replaced previously existing homes. According to Woodside building permit records, the Town averaged 8-12 new residential units per year between 1999 and 2006. Due to the declining nationwide economic situation of 2008 and beyond, it is likely that housing numbers may not significantly increase until an economic recovery takes place.

### **Size**

Housing units constructed within the Town tend to be much larger than the County-wide average in terms of number of rooms and square footage. The median number of rooms per dwelling unit within the Town was 7.4 in 2000, while the County's median was 5 rooms. In comparison, the median in the Town of Portola Valley was 6.9 rooms per dwelling unit, more similar to the Town's. The approximate median size of housing units was 4,000 square feet in 1990, but for the past two decades has been increasing and currently homes sizes range by zoning district from approximately 2,000 square feet to 8,000 square feet. This larger average home size is due primarily to the larger lot sizes required in the Town, where typical lot sizes county-wide would be smaller.

### **Overcrowding**

The Federal Census provides information on persons-per-room in housing units within a community. Housing units with 1.01 or more persons per room are frequently considered to be overcrowded. This rule of thumb can be misleading in communities which have particularly large dwelling units, such as Woodside. Woodside units are usually 50 to 100 percent larger than the County-wide average.

The 2000 Census indicated that 33 units in Woodside had 1.01 or more persons per room, approximately 1.8 percent of the housing stock. Given that Woodside housing units have a significantly greater size, Town officials do not consider the number of persons per room an accurate measure of overcrowding, and do not feel that overcrowding is an issue in the Town of Woodside.

### **Tenure (Owner/Renter)**

Woodside has a higher percentage of owner-occupied housing units than is experienced County-wide. The 2000 Census indicates that 1,726 residences, or 88.6% of the Town's 1,949 occupied housing units, are owner-occupied. The remaining 223 occupied units, 11.4% of the total, are rented. An additional 81 units were vacant at the time of the 2000 Census survey. Owner-occupancy has declined slightly since 1990, when 91.2% of all units were owner-occupied. In comparison, however, County-wide owner-occupied units represent 61.4% of all occupied units, and renter units 38.6%.

In 2000, the mean household income for owner-occupied households (\$190,654) was significantly greater than for renter-occupied units (\$66,042).

### Substandard Units

The 2000 Census showed that the majority of housing units in Woodside, 76%, were built between 1940 to 1989. Approximately 17% of units were built prior to 1939. Therefore, the overall age of the housing stock is fairly recent. Because of this fact, combined with the building inspection and code enforcement practices of the Town, as well as incomes which are sufficient to maintain housing, it is not anticipated that there is a problem of substandard units in Woodside. In April 2009, the Town had only one active code enforcement case dealing with issues of substandard units (substandard meaning not safe for occupancy). In addition, a significant number of homes have been rehabilitated and/or added to in recent years, further upgrading the housing stock condition. From the years 1999-2006, for example, a total of 957 building permits were issued to rehabilitate, remodel, or add to existing residences, while an additional 230 permits were issued between 2007 and 2008 for the same purpose.

### Contract Rent

In 2000, according to the Census, the median contract rent in Woodside was \$1,557 and the median contract rent in San Mateo County was \$1,144. The 2000 Census indicated that the majority (43%) of rental units in Woodside rent for more than \$1,500 dollars per month and an additional 25% of rental units rent for between \$1,000 and \$1,499, but the 2000 Census data is not entirely reflective of the market, as it does not provide information for rents data above \$1,500. Market rents in Woodside, as available during March 2009, indicate average rents of \$7,500 to \$9,500 for a 4 bedroom 3 bathroom home. Prices for rentals available on Craigslist in March 2009 include a total of eleven properties ranging in monthly rents for 1 bedroom 1 bath cottages for \$975 to \$2,250, to \$3,950 to \$7,500 for 3 bedroom 2 bath homes and up to \$15,000 for two estate properties available. Rental prices for homes available in 2008 were of similar ranges (Source: Doji Llamas Real Property Management Mid-Peninsula). These Maps represent a significant increase in rents from the 2000 census and

reflect homes available in Woodside only, not taking portions of Redwood City into account which have the same zip code as the Census data does. The accessory living quarters survey (discussed in detail previously) indicated a range of approximately \$750 to \$1,500 for rental quarters in Town in June of 2000. Many of these units are probably affordable to moderate and, in some cases, to low income households, though many others exceed those ranges. The Census indicated that no cash rent was paid for the use of 32 units in 2000, making up over 15% of the total rental units. These units are usually provided for caretakers or others working on private properties within the Town. Rents for Woodside homes generally exceed 4,000 per month, and as such are not likely to be affordable to other than "above moderate" income households.

## Overpayment for Housing

Affordability problems occur when housing costs become so high in relation to income that households have to pay an excessive proportion of their income for housing. State and federal standards for “housing overpayment” are when households spend more than 30 percent of income on housing; severe overpayment is spending greater than 50 percent. Table H11 shows the incidence of overpayment in Woodside, as measured by the 2000 Census. As illustrated in this Table, 23 percent of owners and 32 percent of homeowners in Woodside were spending more than 30 percent of their total income on housing, well below the level of overpayment experienced Countywide at 32 percent for owners and 40 percent for renters. Severe overpayment impacts 18 percent of Woodside’s homeowners and 26 percent of renters.

In terms of lower income overpayment (<80% AMI), 89 lower income homeowner households and 32 lower income renter households were faced with overpayment in Woodside, indicating over half of lower income homeowners and approximately 40 percent of lower income renters were overpaying. Of these lower income households facing overpayment, 42 owners (47%) and 10 renters (31%) earned extremely low incomes (<30% AMI). No households in Woodside receive housing rental assistance and there are no assisted housing developments in the Town. Given Woodside’s unique character as an entirely single-family community, accessory living units will continue to serve as the primary means of addressing household overpayment, both by offering lower cost rental housing options and providing supplemental rental income to lower income homeowners.

Also of note, according to San Mateo County’s housing staff, there are no households in Woodside receiving housing rental assistance and there are no assisted housing developments in the Town.

**Table H11: Overpayment for Housing**

Overpayment	Households	Percent
<b>Owners</b>		
Overpayment <sup>1</sup>	377	23%
Lower Income Overpayment <sup>2</sup> (>30% income on housing)	89	56%
Severe Overpayment (>50% Income on Housing)	304	18%
<b>Total Owners</b>	1,665	
<b>Renters</b>		
Overpayment <sup>1</sup> (>30% income on housing)	66	32%
Lower Income Overpayment <sup>2</sup>	32	41%
Severe Overpayment (>50% Income on Housing)	54	26%
<b>Total Renters</b>	209	
<b>Total Overpayment</b>	443	24%

Sources: <sup>1</sup>socds.huduser.org/chas/reports; 2000 Census;

Note: The percent of lower income overpayment reflects the percent of total lower income households spending >30% of their income on housing. Severe overpayment is a subset of Overpayment .

**Value**

The value of owner-occupied housing units in Woodside has been and remains quite high. According to the 2000 Census, the mean value of a home in Woodside was over \$1,000,000 and the mean value in San Mateo County was \$469,200. However, the Census information does not provide incremental values over \$1,000,000, so Maps for both the Town and the County mean value were likely to have been low.

According to Data-Quick Information Systems, however, the median price for a home in San Mateo County was estimated at \$950,571 for all of 2008. For the 94062 zip code area (most of which comprises Woodside), the median home sales price for all of 2008 was \$1,185,000. This is lower than actual for homes within the Town limits, as the zip code includes substantial unincorporated area and a portion of Redwood City.

The current economic recession has caused the median home prices across the country to fall over the past year. In November 2007, Data-Quick reported the median home price in San Mateo County was \$780,000 and by November 2008 that Map had declined to \$580,500. However, the decline in the median price has been primarily affected by the increase in sales of foreclosed properties and slower sales of high-end properties. In Woodside, the median home price increased 7.7% in 2008 (median home price in 2007 was \$1,094,000 compared to median home price in 2008 of \$1,185,000).

Although it is difficult to make meaningful comparisons because of the inordinate growth periods in area-wide residential market values and the arbitrary cutoffs in the Census data, the information in Table H12 below is indicative of the ever-increasing home values.

**Table H12: Median Value of Owner-Occupied Housing Units**

Year	Woodside	San Mateo County
1980	\$200,000 <sup>1</sup>	\$124,400 <sup>1</sup>
1990	\$500,000 <sup>2</sup>	\$343,900 <sup>2</sup>
2001	\$820,750 <sup>3</sup>	\$537,000 <sup>3</sup>
2008	\$1,185,000 <sup>4</sup>	\$645,166 <sup>4</sup>

Sources and Notes:

<sup>1</sup>1980 U.S. Census; information does not provide incremental values over \$200,000; the \$200,000+ category reflects an artificial "cut off" used by the Federal Census.

<sup>2</sup>1990 Census; information does not provide incremental values over \$500,000; the \$500,000+ category reflects an artificial "cut off" used by the Federal Census.

<sup>3</sup>Data-Quick Information Systems; prices for Woodside are average of median sales prices for the 94062 zip code for the first four months of 2001; the value for San Mateo County is for May of 2001.

<sup>4</sup>Data-Quick Information Systems; prices for Woodside are average of median sales prices for the 94062 zip code for all of 2008.

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## SPECIAL HOUSING NEEDS

To provide adequate housing opportunities for all categories of residents, a community must consider the requirements of households with special needs, such as: (1) persons with disabilities, (2) young or large families, (3) single parents, (4) senior citizens, (5) agricultural workers, and (6) homeless families and individuals. The shelter requirements of these special groups emphasizes the need for a housing stock with special size, accessibility or affordability characteristics.

### Persons with Disabilities

The 2000 Census identified 509 non-institutionalized persons with a disability in the Town. Of those, 22 were between the ages of 5 to 20, 219 were between the ages of 21 to 64 and 268 were over the age of 65. No Maps are available for the population under 5 years of age. The 2000 Census estimates that 61.6% of the disabled residents of the Town are employed, compared to 73.1% of non-disabled residents who are employed.

Typically, disabled persons in most communities may have difficulty affording housing due to an inability to work, and may incur costs of adapting housing to meet their mobility needs. Some persons may be unable to find housing other than institutional care which is suited to their needs. The inability to find suitable housing is not considered to be a problem within Woodside because the relative affluence of the residents permits them to adapt existing housing stock for special physical needs. In addition, the County's Accessibility Modification Program addresses the needs of the mobility impaired who are of low or moderate-income levels. This program is administered by the Center for Independence of the Disabled (CID). According to their estimates, approximately 10 Woodside residents have used their program in the past 5 years. The Woodside Municipal Code also allows exceptions for the modification of existing housing units to accommodate disabled access.

The Town will explore the possibility of expanding the exceptions to development standards for people with all types of disabilities, not limited to physical disabilities.

The Town's definition of family reads, "One adult individual, or two or more persons related by blood or otherwise related by marriage or adoption, or not more than three persons not so related." The Housing Element includes a program to change the definition of family so it does not limit the amount or type of relationships between people living together. By changing the definition it will also not limit the number of disabled people living with each other to create a supportive living environment.

### Senior Citizens

There are an estimated 584 households in Woodside (about 30%) with at least one person 65 years or older, including 121 single person households with the householder 65 years or older (based on the 2000 Census). The special housing needs of the Town's senior citizens are generally satisfied because of the relatively high economic status of these households. However, one special housing need which is frequently mentioned to the Town staff is from residents who wish to remain in the community after retirement, who have small size families, and who have neither the time nor interest to maintain large family homes and properties. Related to this is the need for market rate and affordable senior assisted living development that would permit retired seniors to remain in the community and receive needed assistance and nursing care throughout their lives. Another approach to address this need is to further encourage accessory living quarters to allow seniors to remain in the Town in these smaller units while renting out the main house or living on-site with adult children. In the accessory living quarters survey, approximately one-quarter of those with existing quarters indicated they were used to house family members and about one-third of those interested in building accessory living quarters stated that they would use them for housing family members (did not specify which family members).

Community Development Block Grant funds that are distributed by San Mateo County's Housing and Community Development Department, support several programs for the elderly, including Shared Housing and

Reverse Annuity Mortgages. Other organizations in the County also offer programs relating to senior citizens' housing needs, such as Home Repair Services. These programs are available to Woodside residents, though the County indicates no records of the Town's seniors participating in recent years.

### **Housing for Single-Person & Single-Parent Households**

A third perceived special housing need is that of rental units for one-person households, and single parent families. According to 2000 Census information, there are approximately 309 single-person households in Woodside. An estimated 114 family households have a female head of household and no adult male; 61 family households have a male head of household with no adult females. Again, the income level for many of these persons is expected to be higher in Woodside than elsewhere. According to the County's Human Services Department, there were three households in Woodside receiving Temporary Aid for Needy Families (TANF) in 2007 and one family in 2008 (source Ravineeta Maharaj, Program Specialist at, San Mateo County Human Services Agency). This is attributed to both higher incomes in the Town and a substantial success rate in placing unemployed persons in jobs.

### **Large Households**

In the 2000 Census, approximately 243 housing units were estimated to have five or more persons living in a single unit. This is in contrast to the median number of persons-per-household of 2.74 in 2000. Again, large households are not considered to be a major special need group in Woodside because of the size of housing units and the high income levels in the community.

### **Agricultural Worker Housing (Property Managers, Equine Caretakers)**

A unique special housing need appears to exist in Woodside for affordable rental units for those engaged in equestrian and property management. The Town of Woodside is one of the most significant equestrian oriented communities in the Bay Area, with 579 horses maintained on residential properties based on the data collected from issued stable permits in April 2009. In addition, five commercial stables are located in Woodside. The typical equestrian residential property contains a stable and corral and many properties also contain training and boarding facilities. The larger equestrian properties require the employment of equestrian trainers and maintenance personnel (many of whom live on-site). ABAG estimates that there were 80 persons in Woodside in 2005 who worked in the agricultural and natural resources business categories. This is a decrease from 2000 where 90 persons were estimated to work in this category. The Town assumes that many of these persons are property managers or equine caretakers since no mining activity is known to exist in the Town, and little agricultural use exists.

Many of the accessory living quarters in Town provide affordable housing for these workers because the rent is lower or the units are provided as a portion of their compensation. The accessory living quarters survey included responses from 66 indicating individuals that allowing living quarters in barns would be an incentive to construct such a unit. The Town previously prohibited ALQs in barns, but in response to the survey the Town adopted an ordinance to permit ALQs in barns (subject to International Building Code requirements), which is now in effect. This has allowed flexibility in the types of ALQs that can be provided on a property, which often provide housing for the caretaker of livestock on a property.

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## Homeless Families and Individuals

Another group with special housing needs are homeless families and individuals. Recent changes in State law require each city with homeless persons to identify adequate sites for the provision of shelters and transitional housing to meet the needs of each homeless group. These sites should be made available through appropriate zoning and development standards in accordance with State law.

State requirements for Housing Elements with respect to homelessness have changed since the Town's Housing Element was certified and adopted in 2003. Effective January 1, 2008, SB 2 (Chapter 633, Statutes of 2007) requires every California city and county to assess the locality's emergency shelter needs, based on annual and seasonal need (Government Code Section 65583(a)(7)). The law now requires that every housing element identify a zone where at least one year-round emergency shelter will be allowed (Government Code Section 65583(a)(4)(A)).

State HCD may consent to allow a city to meet all or part of the new requirements by adopting and implementing a multijurisdictional agreement with up to two adjacent communities (Government Code Section 65583(a)(4)(A)). Such an agreement must allocate a portion of the new shelter capacity to each jurisdiction, and each jurisdiction must describe in its Housing Element how the capacity was allocated to each (Government Code Section 65583(d)(2)).

A subsequent section of the Government Code was also amended by SB 2 mandating such that a proposed emergency shelter, or transitional or supportive housing, cannot be denied or conditioned in a way that makes the project infeasible unless one of five findings can be made (Government Code Section 65589.5(4)(d)). The housing element must also contain a program to make transitional housing and supportive housing a residential use of property, subject only to those restrictions that apply to other residential dwellings of the same type in the same zone (Government Code Section 65583(a)(5)). Transitional housing comprises 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 a future time, but no less than six months. In general, transitional housing provides supportive services (including self-sufficiency development services) for recently homeless persons, with the goal of moving them to permanent housing as quickly as possible. Supportive housing is defined as housing with no limit on length of stay, that is occupied by a target population defined in Health and Safety Code §53260(d), and that is linked to on-site or off-site services that assist the supportive housing resident in retaining the housing, improving his or her health status, and maximizing his or her ability to live and, when possible, work in the community. In general, "target population" means low-income adults with one or more disabilities, and may include families with children, elderly persons, young adults aging out of the foster care system, individuals exiting from institutional settings, veterans, or homeless people.

In 2005-2006, a countywide group of diverse stakeholders undertook an intensive community based planning process to develop a plan to end homelessness in San Mateo County. The HOPE Plan ("Housing Our People Effectively: Ending Homelessness in San Mateo County") is the community's comprehensive policy and planning document relating to homelessness and provides the local policy framework for developing the strategies and activities required by SB2 relating to emergency shelter, transitional, and supportive housing. The HOPE Plan is built around two key strategies: increasing the supply of permanent affordable and supportive housing for people who are homeless; and preventing individuals and families from becoming homeless in the first place. The HOPE Plan recognizes that, although there is a lack of needed resources for emergency, transitional, and supportive housing, the greatest need and the most effective use of new and/or redirected resources is for creating and sustaining quality affordable housing.

The HOPE homeless census and survey conducted on the night of January 30, 2007, identified 4 unsheltered

persons spending the night in the Town that evening (out of a total of 1,094 unsheltered persons identified throughout the County). No additional information is known about these persons.

The small number of homeless persons in Woodside can be attributed to the limited public transportation in the area, and the distances from the more urban centers of the County and employment opportunities.

The Town has been a member agency for the Heart of San Mateo County since July 2005. Heart was formed in 2003 as a public/private partnership to fund construction of affordable housing in San Mateo County. Since 2005, the Town has donated \$7,628.

The Town is helping to address homeless issues on a regional basis by supporting CDBG funding of County programs that service the homeless and provides occasional funding to the County's Homeless Shelter Fund. The Town contributed \$10,000 toward construction of a new homeless shelter during 2000-01 and has continued to support the Heart of San Mateo County organization to build affordable housing in San Mateo County.

## HOUSEHOLD INCOME AND HOUSING COSTS

In determining the level of housing payments as compared to the ability to pay, the following Federal and State income categories are used to define income levels, based on the median income of the applicable county:

Very low income (Below 50% of median)

Low income (50% - 80% of median)

Moderate income (81% - 120% of median)

Above moderate income (Above 120% of median)

For the purposes of this analysis, the maximum percentage of household income to be allocated to housing is assumed to be 30% for all categories. Utilizing the San Mateo County 2008 median household income of \$ 95,000 for a family of four, Table H13 below presents the available income for monthly housing payments by income category, for a family of four.

As is evident from the tables and from the following discussion, ownership and rental housing (other than accessory living quarters/second units) in Woodside is well beyond the means of even moderate-income households.

**Table H13: Household Income by Income Category**

2008 Household Income <sup>1</sup>	Affordable Rent <sup>2</sup>	Affordable Home Price <sup>3</sup>
Extremely Low (<30%) <\$33,950	\$882	\$134,685
Very Low (< 50%) <\$56,550	< \$1,470	\$216,752
Low Income (50-80%) \$90,500	\$2,352	\$373,867
Moderate (80-120%) \$114,000	\$2,964	\$467,812

<sup>1</sup>Based on San Mateo County median income for 2001 (California Department of Finance) for family of four (\$95,000).

<sup>2</sup>Assumes 30% of income available for housing payments.

<sup>3</sup>Assumes 30-year loan at 8% interest, with 10% down payment.

## OVERALL HOUSING VALUES

Table H14 indicates a range of housing prices for several mid-Peninsula cities. This study reveals that the Town of Woodside has the fourth highest housing prices among the cities listed. Even this Map is misleading, however, as the study area for Woodside includes some portions of Redwood City and the unincorporated County. Of twenty-seven homes sold between July 2008 to December 2008, the median price was \$1,750,000 and the average price was \$2,619,370.

**Table H14: Median Housing Values of Peninsula Cities<sup>1</sup>**

City	Home Sale Prices
Atherton	3,950,000
Belmont	868,750
Burlingame	1,510,000
Menlo Park	1,699,500 <sup>2</sup>
Palo Alto	1,138,000 <sup>2</sup>
Redwood City	694,333
San Carlos	900,000
San Mateo	751,375 <sup>2</sup>
Woodside	1,118,500 <sup>3</sup>

<sup>1</sup>Based on average of median sales prices for January 1, 2008-December 31, 2008

<sup>2</sup>Combined value within all zip codes

<sup>3</sup> Includes all of 94062 zip code, including portions of Redwood City and unincorporated San Mateo County. Sources: DataQuick Information Service: Bay Area Home Sale Activity San Francisco Chronicle Chart for the Year 2008;

San Mateo County, like the rest of the State and the nation, experienced falling home sales prices and fewer sales in the recent economic downturn in 2008. This County had one of the more expensive real estate markets in the Bay Area and correspondingly had one of the lowest percentages of sales of foreclosed resale (not new) properties, at 21.8% of housing units sold (second only to San Francisco) in December of 2008 (DataQuick Information Systems 12/18/2008 based on home resales in November 2008). It is expected that due to the lowered values of homes in the current real estate market, that fewer homeowners are listing their homes for sale, in order to wait out the dip in the market. Winter home sales are also generally lower than at other times of the year. Across all the cities in the

County, in 2008, home values saw a range of decline as low as 35% in the County portion of Palo Alto (zip code 94303) and an increase as high as 49% in Atherton (zip code 94027). Woodside saw an increase of 7.7% in 2008 (Source DataQuick).

The Town has historically had some housing, particularly in two neighborhoods, that could be classified as more moderate in price than elsewhere in the Town. The Woodside Glens area, located between Cañada Road and the I-280 freeway, contains approximately 175 units. In 2006, six single-family homes sold in this neighborhood with sale prices from \$659,000 to \$3,198,000 with an average sale price of \$1,605,833. Fewer home sales occurred in the Glens neighborhood in 2008, with only four homes sold, and an average sales price of \$1,280,500 (source: Ed Kahl, Realtor Woodside). Similarly, the Emerald Lake Hills area located east of Cañada Road and the I-280 freeway in the extreme northerly portion of the Town contains approximately 130 homes, and two homes sold in 2006 averaging \$1,072,000. In 2008, four homes were sold ranging from \$1,795,000 to \$1,075,000, with an average sale price of \$1,414,500 (source: Ed Kahl, Realtor Woodside). In addition, a small amount of relatively moderately priced housing has historically been found in the area adjacent to Skyline Boulevard in the western foothills. Today, however, it is difficult to find a home anywhere in the community selling for less than \$1 million (the lowest available listing in 2008 was \$925,000 in the Emerald Lake Hills neighborhood (source: Ed Kahl, Realtor Woodside).

## ENERGY CONSERVATION

Energy conservation continues to be a significant issue in the consideration of local housing policy since energy costs have dramatically increased in recent years. The Federal and State government has provided incentives for incorporating energy saving devices into residential units. Many Woodside residents have taken advantage of these incentives by installing various conservation devices such as solar panels for hot water heating. Additionally, Title 24 of the State Building Regulations requires that all new residential units (and additions) be designed to comply with relatively stringent energy standards. These standards are rigorously enforced by the Town's building inspectors and plan checkers. In addition, the review of all non-exempt projects under the jurisdiction of the California Environmental Quality Act (CEQA) requires that energy impacts be evaluated. In April and May 2009, the Town General Plan Task Force will study the possibility of including a Sustainability Element in the new General Plan.

The Town of Woodside is aware of the need for all of its residents to conserve energy. Toward this end, the following steps have been taken in addition to the above:

1. A system for the accumulation and dissemination of energy conservation information has been established at Town Hall. Information is made available to residents through the Town Hall and the Library.
2. Technical advice on the design and construction of individual units and energy efficient site planning is available through the Town's Planning and Building Department.
3. The Town's Subdivision Ordinance includes requirements for the consideration of solar access and energy conservation.

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## INVENTORY OF UNDEVELOPED LANDS

State law requires that the Housing Element contain an inventory of land suitable for residential development, including vacant sites and sites that have a potential for subdivision development. The inventory is also to include an analysis of the relationship of zoning and public facilities to these sites.

In fulfillment of this requirement, the Town reviewed all parcels that have \$0.00 land improvement value. The inventory includes vacant parcels that could be developed, vacant parcels that could be subdivided, and developed parcels that could be subdivided to allow for additional units. Tables H15 and H16 outline the total potential housing sites that may be available under the Zoning Ordinance.

There are an estimated 277 vacant parcels available in the Town over 0.2 acre that may be developable, depending on satisfying access, geotechnical, sewage disposal, and design requirements. Lots less than 0.2 acre are likely not to be developed due to the steep terrain, streams, and geological hazards in various parts of the Town. The lots are approximately evenly divided between the various zoning districts, and cover a total of 437.67 acres of land. Table D-1 in the appendix summarizes the parcels by zoning district and acreage.

22 vacant parcels are estimated to be subdividable into a total of 47 lots, again assuming that access, geotechnical, sewage disposal, and design constraints are satisfied. More than half of these parcels are located in the Suburban Residential (SR) zone, and most of the remainder are in the Special Conservation Planning – 5 Acre (SCP-5) zone. Due to the constraints associated with subdividing these properties, the 47 lots would comprise 272 acres of currently vacant land. It should be noted that there is no assumption made that the owners of these parcels have any intent of subdividing at this time or any time in the future, or that some of the applicable constraints might not further limit development. Table D-2 in the appendix summarizes the parcels by zoning district and acreage.

There are also an estimated 60 existing developed parcels, generally with one home and related buildings on each, that might be subdivided further to yield a total of 94 new primary housing units, exclusive of the existing homes. Many of these parcels are unlikely to be divided, as the property owners prefer the larger lot size and may even be required to modify the existing home to accommodate a subdivision. Most of these parcels are located in the Rural Residential (RR) zone, with the remainder split primarily between the SR and SCP-5 zones. The subject parcels would cover a total of approximately 800 acres of land, again reflecting the significant constraints to development of remaining lands in the Town. Table D-3 in the appendix summarizes the potential new lots by zoning district and acreage.

The analysis of potential housing sites has not included an estimate of the potential for accessory living quarters (second units). Most lots in all zones except for the R-1 district have the potential for at least one accessory living quarters in addition to the main residence, and the R-1 district allows such units if they are attached to the residence. However, the potential for construction of new accessory living quarters is dependent on site constraints, especially topography and the availability of sewer service or septic drainfield area. Construction is also highly dependent on the desire of the property owner to share the site with another household. There is, however, substantial potential for accessory living quarters to be constructed on many, if not most, of the Town's 2,000 existing parcels, as well as new parcels to be created.

It has also been an assumption that no new housing construction would occur on Town-owned lands or lands owned by other public agencies. These properties are generally restricted to public uses and are not available for housing. There has been a further assumption that no commercial properties will be developed for housing, although existing buildings could be converted into uses such as transitional housing. The Town's commercially-zoned land is virtually completely developed, and includes very specific agreements for development and parking limitations in the Town Center area.

**Table H15: Maximum Potential New Housing Units on Vacant Parcels**

Potential New Units On:	R-1	SR	RR	SCP-5	SCP-7.5	SCP-10	Total
Vacant Parcels	33	52	48	42	89	13	277

Source: San Mateo County Tax Assessor records

**Table H16: Maximum Potential New Housing Units on Subdividable Parcels**

Potential New Units On:	R-1	SR	RR	SCP-5	SCP-7.5	SCP-10	Total
Vacant Subdividable Parcels (22)	0	21	4	13	9	0	47
Developed Subdividable Parcels (60)	5	26	43	18	2	0	94

Source: Town of Woodside Parcel Records

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No land is currently zoned to permit emergency shelters and transitional housing. The downtown commercial area, zoned CC, which stretches along State Route 84 from Whiskey Hill Road to one parcel past Cañada Road, is likely to be the only area with potential for such uses, in conjunction with commercial or civic uses. Only limited land is available, as most parcels are already developed, but there is some access to transit and provision of sewer service in this area, unlike most residential areas.

**Zoning Districts**

The Town’s residential zoning includes six different districts, with varying minimum lot sizes as follows:

- Residential (R-1), Minimum Lot Size: 20,000 square feet
- Suburban Residential (SR), Minimum Lot Size: 1 acre
- Rural Residential (RR), Minimum Lot Size: 3 acres
- Special Conservation Planning (SCP-5) Minimum Lot Size: (5 acres)
- (SCP-7.5), Minimum Lot Size: (7.5 acres)
- (SCP-10), Minimum Lot Size: (10 acres)

More extensive discussion of the basis for the districts and zoning constraints can be found in the section on Land Use Regulations under the Constraints analysis.

**Sewage Disposal and Water Supply**

Most of the properties in the R-1 and SR zoning districts have access to sanitary sewer systems, but those systems are limited in capacity. The feasibility of septic drainfield systems is a limitation to further development of the RR and SCP zones and unsewered portions of the R-1 and SR zones. Water is available in all areas of the Town from various water districts and mutual water companies, though water pressure improvements are needed for domestic water needs and fire protection purposes in the Emerald Lake Hills area of the Town.

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## POTENTIAL AFFORDABLE HOUSING SITES

While the Town believes that its affordable housing obligations can be met through the provision and, if necessary the restriction, of accessory living quarters, staff has also analyzed sites in Woodside to determine which, if any, might accommodate affordable housing, if such a project were to be proposed in the future. Sites were evaluated based on several key factors:

1. The site should be a minimum of 5 acres in size to accommodate the higher density but retain open space and landscaping consistent with the General Plan Policies.
2. The sites should have direct access to an arterial roadway in Town, to allow for effective traffic circulation and to minimize through traffic on neighborhood streets.
3. Sanitary sewer service should be readily available to the site.
4. Access to transit service is preferable, given the lower income levels of the persons living at the site.
5. Proximity to employment centers is preferable, to better link site residents to job concentrations.
6. Adjacent land uses should be relatively compatible with the proposed affordable housing.
7. The site should have only minimal environmental constraints, especially relative to geologic hazards, steep slopes, mature trees, etc.

The Town of Woodside does not have a large surplus of undeveloped land that meets the above criteria. As discussed above, the ALQs in the Town provide affordable housing opportunities for different income groups.

The 2003 Housing Element identified two parcels owned by, and adjacent to, Cañada College as potential affordable housing sites. At that time, Cañada College did not have plans to develop the two parcels. The College parcels were in a Suburban Residential (SR), which would allow only one unit per acre. Allowing for a greater intensity would require rezoning to a multiple-family zoning district or overlay, which does not presently exist within the Town. Since the certification of the 2003 Housing Element, the Town entered into an agreement with Cañada College and Redwood City to detach Cañada College parcels from Woodside to allow annexation by Redwood City and the development of multi-family affordable housing units.

On May 21, 2008, the Local Agency Formation Commission (LAFCO) approved the detachment from Woodside and annexation of the Cañada College parcels into Redwood City. Cañada College is proposing to construct 60 affordable housing units for faculty and staff on these parcels. As part of the agreement between Woodside and Redwood City, 24 of the 65 housing units required to be built in Woodside between 2007 and 2014 through the Regional Housing Number Allocation (RHNA) process were transferred to Redwood City's allocation. Under the agreement, Woodside's RHNA number was reduced from 65 to 41 and Redwood City's number was increased from 1,832 to 1,856. Out of the 24 required units transferred to Redwood City's RHNA number, 5 are for very low income units, 4 are for low income units, 5 are for moderate income units and 10 are for above moderate income units. The discretionary permits for the project have been approved by Redwood City and it is anticipated that the project will be constructed during the 2007-2014 planning period.

## HOUSING DEVELOPMENT CONSTRAINTS

In the development of a comprehensive housing program for the Town of Woodside, constraints to housing development must be recognized and discussed. While some constraints may be addressed in a housing program, others, such as the condition of the national economy, labor and construction material costs, and physical environmental features, are not controlled by the local community.

### NON-GOVERNMENTAL CONSTRAINTS

The non-governmental constraints to housing development can be categorized as: (1) physical or environmental characteristics; (2) housing development costs; and (3) occupancy costs.

#### Physical and Environmental Characteristics

The Woodside planning area contains several significant natural characteristics that must be recognized as severely impacting the design, construction and cost of housing. Most of these constraints are natural hazards which, if not appropriately recognized and accommodated in housing design, could endanger lives and property.

#### Earthquake Faults

The major trace of the active and potentially hazardous San Andreas Fault and a number of its subsidiary traces cut through the approximate center of the Town in a north-south direction. An additional fault trace has been mapped through the central portion of Town by the U.S. Geologic Survey. This fault, termed the "Hermit Thrust Fault," is shown on the USGS Map 1-12.57 E prepared by Brabb and Olson, 1986. The potential danger from fault movement and ground shaking has been well documented in a large number of geotechnical reports and environmental impact reports which are available for examination at Town Hall. Exposure to significant seismic events results in the increase of housing costs in that additional design precautions must be

incorporated into exposed housing units, and/or structures must be located to avoid rupture potential.

#### Unstable Soils

Approximately 20%-25% of the Town contains soils which are subject to earth movement or landsliding. Most of these unstable or potentially unstable areas have been preliminarily identified in 1976 with the completion of the Town's official Geological Hazard Map. Subsequent site specific geotechnical studies have revealed additional unstable areas or provided more detailed documentation.

In general, the majority of these unstable areas are located west of the San Andreas seismic zone in the steep western foothills area of the Town. Severe periodic landslide problems have been experienced in these areas. Frequent damage has occurred to public roads, utilities, retaining walls, patios, driveways, and occasionally to structures. The severe and extraordinary rain storms of the winter of 1982 caused significant damage to public and private property in some areas of the western foothills. These storms resulted in landslides and significant soil erosion.

Since most of the community is not served by sanitary sewer, landslide hazards can also result from introduction of effluent into soils on steep slopes from on-site septic systems.

In addition to landslides, it is estimated by Town staff and local geologists that 60%-80% of the soils within the community have moderate to severe shrink/swell characteristics. Shrink/swell soils expand when wet and contract when dry, causing damage to structural foundations, driveways and utilities.

It is necessary to provide additional design requirements for development within landslide and high shrink/swell areas. These often require the provision of pier and grade beam foundations for habitable structures, removal of incompetent soil material, additional sub-drainage improvements, additional foundation reinforcing, and engineered retaining walls and buttress

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fills. While it is not possible to determine precisely the cost of these improvements because of the wide variety of risk exposure per individual site, it is reasonable to consider that exposure to these hazards results in additional costs of between 20%-30% of the total cost of the affected structures.

### **Soils: Percolative Quality**

Because of the isolation of much of the Town from sewer services and the area's physical constraints which render the construction of new public sewage systems impractical, the majority of housing units must be served by on-site sewage disposal systems (i.e., septic tank/drainfield systems). In order for these systems to function adequately, drainfields must be constructed in soils which accept and transmit wastewater so that surfacing of effluent does not occur and micro-organisms are rapidly eliminated from the subsurface water table.

The San Mateo County Geotechnical Hazards Synthesis Map reveals that in general: (1) the western foothills portion of the Town contains large areas of Butano Claystone; (2) the Central Valley portion primarily contains soils of the Santa Clara Formation; and (3) certain portions of the northeastern part of the Town contain serpentine soils. All of these soils are generally characterized as having low intergranular permeability and are marginally acceptable for the location of septic tank drainfields.

In order to protect the area's watersheds and to provide for individual site safety, the San Mateo County Department of Environmental Health, pursuant to the regulation of the Regional Water Quality Control Board, uses a cumulative impact assessment approach to determine the number of on-site sewage disposal systems which are appropriate for the area. Because of poor soil permeability and a high water table within the valley portion of the Town, large individual housing sites therefore are necessary. It is often difficult to locate a suitable drainfield location within many of the available large building sites as the average site area required for a drainfield is approximately 10,000 - 14,000 square feet of relatively flat land.

### **Steep Slopes**

Much of the westerly portion of the Town is composed of steep heavily wooded canyons, deeply incised stream corridors and steep brush covered slopes. Approximately 25% of the total land area within the Town contains slopes of 35% (35 feet of rise in 100 feet of run) or more. Conversely only a small amount of vacant land is relatively flat (slopes of less than 10%). The majority of public agencies in the State consider ground slopes within the 25%-35% range as "difficult to develop." Projects constructed on steep slopes often require significant grading as well as additional drainage, retaining structures and access improvements. These extraordinary improvements clearly result in a significant increase in housing costs.

The Town of Woodside, along with the majority of affected communities, has taken measures to reduce the housing densities in steep areas (see Zoning Section). The principal reasons for density reduction are: (1) the protection of public safety by minimizing exposure to landslides and wildland fires and by reducing the chance of soil erosion and its attendant downstream and downslope impacts; (2) the reduction in public costs for the construction and maintenance of roads and utilities; and (3) the minimization of terrain scarring (through grading) and the retention of highly visible undisturbed areas of sloped land in order to preserve scenic and rural quality.

### **Flood Hazards**

A small quantity of land within the Town is subject to flooding. These areas are indicated on the Town's Flood Insurance Rate Maps. In general, these areas occur adjacent to stream corridors and at the terminus of natural drainage basins. Construction within these areas requires the application of flood protection design techniques in order to maintain public safety. "Flood proofing" usually requires such items as diking, the provision of adequate drainage structures, the raising of building floor levels, etc. These measures also result in additional housing costs.

## Fire Hazards

On December 11, 2007, the Town adopted Ordinance 2007-539 which adopted Fire Hazard Severity Zones (FHSZ) regulations. On June 24, 2007, the Town adopted Ordinance 2008-542 that mapped all of the areas in Town that were subject to the FHSZ regulations. These areas are prominently characterized by steep terrain, high fuel loading (highly flammable vegetation), inadequate water supply and poor road access. These areas, in an emergency, cannot be quickly reached by fire fighters and when they are reached, difficult terrain and lack of fire suppression water often create extreme difficulties for fire fighters.

These areas, similar to those within geologically hazardous areas, have a low development priority and necessary mitigation of fire suppression problems, including water supply upgrades, fire sprinklers, and on-site water storage (tanks) will result in increased housing costs.

The Town adopted Ordinance 2009-544, which became effective on April 9, 2009, which increased fire safety design standards for all parcels within the Town's jurisdiction. This ordinance requires that major remodels and new structures be constructed with increased fire safety measures.

## HOUSING DEVELOPMENT COSTS

Two of the key non-governmental constraints to the development of nearly all types of housing in the Town are the market value of real estate and the cost of residential construction.

### Land Costs

The average price of developable land within Woodside has accelerated rapidly in the past few years. Whereas the cost of an acre of vacant land typically ranged between \$500,000 to \$1,000,000 on steeper and more isolated land in the neighborhoods near Skyline Boulevard, vacant land in central Woodside ranged from \$1,800,000 to \$2,300,000 in 2008 (source: Ed Kahl,

Realtor Woodside). Land costs have so driven housing prices in recent years that it is quite common to have a site purchased with an existing home of sound condition, but then to see the home demolished and replaced by a larger home. The cost of such a site is therefore entirely comprised of the land cost. In the past few years, approximately two-thirds of the new homes constructed in Woodside have replaced housing demolitions on the site.

Whereas land values historically have tended to make up about 40% of a home's value, between 50% to 65% of today's home price is likely to comprise land value (source: Ed Kahl, Realtor Woodside). Since the availability of easily buildable sites and raw land is quite limited, it is likely that the trend toward more expensive building sites will continue in the future. Since lot sizes are larger, and hence more valuable, in Woodside, homes and other improvements are often larger and more costly in order to maintain an acceptable balance between land and housing unit values in support of financing arrangements.

### Construction Costs

While not increasing as rapidly as other housing costs, construction costs remain as a significant factor. According to local real estate and construction professional Ed Kahl, average construction costs in Woodside range from \$300 per square foot for a modest home to \$2,500 for a home with many custom details. Because of the need to accommodate the difficult terrain, geotechnical considerations, the provision of utilities and the relative isolation of many of the Town's building sites, the cost of construction within Woodside is often significantly greater than elsewhere.

### Financing Costs

Until mid 2008, home mortgage financing was readily available at attractive rates throughout San Mateo County and California. Rates vary, but ranged around six percent to seven percent from 2006-2008 for a 30 year fixed rate loan (HSH Associates Financial Publishers).

However, rates have been as high as ten or 12 percent in the last decade.

Starting in late 2008, it became harder to get a home purchase loan, but the average interest rate has fallen to around six percent. In particular, people with short credit history, lower incomes or self-employment incomes, or those with other unusual circumstances, have had trouble qualifying for a loan or were charged higher rates.

Construction loans for new housing are difficult to secure in the current market. In past years, lenders would provide up to 80 percent of the cost of new construction (loan to value ratio). In recent years, due to market conditions and government regulations, banks require larger investments by the builder.

Many builders are finding it extremely difficult to get construction loans for residential property at the current time. Complicated projects are often the hardest to finance. Non profit developers may find it especially difficult to secure funding from the private sector.

Marketing costs include the marketing of new property and resale of older properties. The marketing of new housing can add four to ten percent to the cost of housing and real estate fees can add three to six percent to the housing cost on resale. Over the years, profit percentages have increased original housing costs significantly in the community.

Property taxes are not a significant constraint to affordable housing because Proposition 13 limited property taxes to one percent, applicable throughout all communities in California. Table H17 provides an example of monthly housing costs for a typical (low end of the price range) home in the Woodside community. A hypothetical unit selling for \$1,000,000 and with a mortgage loan of \$800,000 (after 20% down payment) and an 6.0% interest rate on a thirty-year loan was assumed.

Based on the lending assumptions outlined, the household income required to purchase this particular home would approximate \$191,800, assuming that monthly mortgage payments do not exceed 30% of gross monthly income, per

State and Federal guidelines. Since this is likely close to the least expensive house price available in the Town, and the income limit for a “moderate” income household of four is \$96,100, it is evident that market-rate housing in Woodside is not available to households at affordable income levels, and adjustments to reduce land, construction, or financing costs would not appreciably alter that constraint.

**Table H17: Total Monthly Occupancy Cost of a Hypothetical Unit (\$1,000,000)**

Mortgage	\$4,796
Property Taxes	\$833
Insurance	\$250
Energy Cost	\$300
Maintenance	\$150
<b>Total Occupancy Costs</b>	<b>\$6,329</b>

## GOVERNMENTAL CONSTRAINTS

Local governmental constraints to housing development include infrastructure limitations, land use regulations, permit processing and fees, utility connection fees and building codes.

### Infrastructure

Woodside's infrastructure constraints include: public roads, transportation systems, sewer service and water service.

### Public Transportation

The Town's limited public transportation is provided by the San Mateo County Transit District (samTrans). Two bus lines provide service to different parts of Woodside. The 274 line provides weekday and Saturday service between Cañada College and the Redwood City CalTrain station. Line 85 provides weekday service between Woodside, Portola Valley and Menlo Park.

### Road Capacity

A community's road system forms the skeletal framework for community land use. Local road capacity is hence one of the prime determinants not only of land use but also of intensity or density of use. It is therefore desirable to have access to both local and arterial roads which are constructed to contemporary standards to enable the safe and efficient flow of traffic.

The majority of the roads within the Town are relatively narrow. In addition, many public roads located in the steeper hillside areas have curvilinear alignments and have steeper grades. In general, the typical local roads are designated as minor rural roads, which are two lane facilities with a paved surface width of between 16-20 feet. Some of these roads have narrow or no shoulders and street parking is precluded. Collector roads which collect and distribute traffic between neighborhoods have similar narrow pavement width and shoulder conditions. Arterial roads in general are also comparatively narrow and are limited to two-lane facilities. Roads in the hillside areas often have extremely "tight" curves, blind corners, short vertical curves and

grades exceeding 10% for long distances. In addition, many of the local roads within the Town are private roads and are not subject to future improvements by the Town which could increase their capacities. The community's substandard private and public roads eliminate the possibility of significantly increasing residential densities.

Roads in the community which are probably best able to accommodate additional traffic are Woodside Road east of the Town Center; Whiskey Hill Road, and Sand Hill Road. However, almost all of the land along these corridors is developed.

While the community's road constraints are the result of past governmental policies and actions, upgrading of the community's roadway system through the modification of governmental policies would be difficult. Not only is there a strong community consensus in support of the narrow roads, but most land in the community has already been subdivided, so there would be great difficulty in financing road widening projects. In addition, the lack of financial resources and some of the physical constraints discussed above often make significant road widening infeasible.

### Sanitary Sewage Systems

The Town is principally served by individual sewage disposal (septic) systems in the large parcel zoning districts and hillside areas west of Cañada Road. Field testing (winter testing in areas suspected of high groundwater impacts) and Environmental Health Department certification are required prior to the approval of new construction and/or additional construction which would either add to the volume of individual disposal systems or impact existing or alternate system disposal areas. If adequate percolation is not possible, new or additional construction may not be possible.

In areas not principally served by individual sewage disposal systems, mandatory connection to a collection sewage disposal system may be required, if capacity and sewer collection facilities are available. Currently,

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three collection sewage disposal systems serve areas of the Town:

1. West Bay Sanitary District -- Four residential properties on Stockbridge Avenue and several residential parcels at the end of Valley Court are served by this district. Potential service areas east of Route 280 and the District's service area boundary could be serviced by extension of the District's gravity and pressure systems. Current district policy and planning makes no provision for future expansion of its service area into the Town west of Route 280, however.
2. Fair Oaks Sewer Maintenance District -- As the result of the formation of several sewer assessment districts, the area generally south of Cañada College, east of Cañada Road and north of the crest just north of Woodside Road is within the service area of the district, which is operated by San Mateo County. As properties develop and/or require conversion from individual systems, annexation is required to the district for those properties originally assigned assessments. The ability to annex is both a function of 1) the cost to construct a local "intract" collection system and/or to extend existing facilities and 2) the availability of treatment capacity. In 1999, the Town established agreements with the City of Redwood City and the County for sewer capacity. The Town Council adopted an ordinance (1999-500) specifying that the limited capacity remaining may only be allocated to properties with prior sewer assessments and to properties in the north Cañada Road area that have experienced or are likely to experience septic system failures. Any additional sewer capacity would require concurrence by the City of Redwood City and San Mateo County, and is not likely given their current limitations.
3. Town Center Pump Station Area Assessment District -- The Town's central commercial area, designated public lands and residential properties along Woodside Road westerly to Martin Lane and

easterly of Cañada Road in the La Questa area are served by this district. The area served and extent of service have been defined by assessment proceedings. Treatment capacity was acquired for current and future use by the Town from the City of Redwood City and transport capacity is from the Fair Oaks Sewer Maintenance District. The collection system is operated by the Town.

Existing Town sewer policy is to allocate the Town's limited remaining treatment and collection capacity to serve only sites with prior sewer assessments and areas with a history of septic tank failures, especially in the north Cañada Road area.

### **Water**

While the central and easterly portions of the Town are adequately served by the California Water Company, some areas are not adequately served for water pressure and fire suppression. Town staff has contacted a representative from Cal Water and they have assured the Town that they have more than adequate water capacity to serve the additional 41 units that need to be constructed in Woodside by 2014. The Town of Woodside does not foresee any constraints to housing during this planning period related to water capacity.

Emerald Lake Hills, in particular, which is served by the Redwood City Municipal Water District, does not generally have sufficient water pressure for domestic or fire protection purposes. The City of Redwood City is gradually making some improvements to the area, but most of Emerald Lake Hills remains underserved.

The hillside areas located above the 500 foot elevation are not served by the California Water Company. In general, these areas are served by the Skyline County Water District whose jurisdiction extends along the entire length of the Skyline Boulevard Scenic Road Corridor. Currently, the entire District has available between 100-115 individual water connections which severely limits their service to Woodside.

In addition, the Woodside Fire Protection District enforces the following fire flow requirements: (a) provision of steamer type fire hydrants located no farther apart than 500 feet for a new subdivision, and no farther than 900 feet from a building site for an existing subdivision, except in the Emerald Hills area which requires a maximum of 250 feet; (b) a minimum flow of 1,000 gallons per minute with a 20 pound per square inch residual pressure for two hours duration. In Emerald Lake Hills, fire hydrants are on special water mains to maintain water pressure. Many of the isolated areas within the Town do not contain sufficient water pressure or distribution systems to meet these standards. In lieu of meeting the standards, the Fire District will permit either the installation of an 18,000 gallon water storage tank or a swimming pool with approved hose connection riser for each building site. Per City Ordinance, the Town also requires fire sprinklers for most structures in excess of 1,000 square feet.

## LAND USE REGULATIONS

### General Plan

The Town's General Plan is Woodside's official policy document. The plan establishes how, and to what intensity, land and other environmental resources will be used. The General Plan therefore significantly influences the type and extent of housing permitted within the community. The goals and policies of the Housing Element must be consistent with the policies of the General Plan. Policies of the 1988 General Plan which are most directly relevant to housing are shown below:

### Selected Woodside General Plan Policies

#### Land Use Policies

P1: Property shall be developed with minimum disturbance to the natural terrain. The natural environment should be retained or restored as much as possible.

P4: The lowest intensities of use should occur on the steep hillsides and in the mountainous areas where it

is necessary to limit storm runoff, prevent increased erosion, avoid natural hazards, protect vegetation and watersheds, and maintain scenic qualities.

P5: Intensity of use of individual parcels and buildings shall be governed by considerations of: health and safety; impact on adjoining properties because of noise, traffic, night lighting, or other disturbing conditions; and protection of natural resources.

P8: Buildings shall be of a size and scale and sited so as to be compatible with the rural atmosphere of the community.

P10: The number of lots permitted in a subdivision is dependent on the characteristics of the area, as well as the minimum lot area required by ordinance.

P27: Occupancy of land and dwellings shall be in balance with service facilities such as on-site parking, traffic capacity of access streets, and capacity of such utilities as water and sewage disposal.

P30: Residential lands are intended for use by a single household occupying a main dwelling as the principal use of a parcel, together with uses and structures customarily accessory to the main dwelling.

P32: Accessory living quarters within the main dwelling or in a separate structure are appropriate on parcels large enough for these uses.

### Seismic Safety/Safety Policies

P2: Structures shall be located so as to avoid areas which present high risk exposure. In general, areas of higher risk shall have lower human densities.

P4: In high hazard areas, subdivision of land shall not be permitted unless and until adequate mitigating measures are assured.

### Open Space/Conservation Policies

P1: The natural features of a site proposed for development shall be one of the planning factors determining the scope and magnitude of development.

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P3: Particular attention shall be given to protection of the natural water regimen in the planning, environmental review, and completion of all subdivisions, land development or land alteration projects.

P4: Conservation of the natural landscape shall be an overriding consideration in the design of any subdivision or land development project, paying particular attention to its protection and the preservation of existing native vegetation.

P8: Those areas rich in wildlife or of a fragile ecological nature (e.g., areas of rare or endangered species of plants, riparian areas, etc.) shall be avoided in land development.

### **Circulation and Scenic Highways Policies**

P2: Circulation patterns shall be designed to discourage through traffic in neighborhoods.

P5: Roads shall be designed and maintained to encourage safe, alternative forms of transportation that contribute to a rural atmosphere, such as walking, bicycling, riding, and public transportation.

P13: Off-road vehicular parking is the responsibility of the individual land owners. On-road parking is usually not appropriate.

### **Noise Policies**

P13: When new structures are built, care must be taken to assure that the future occupants of each building will enjoy appropriate levels of quiet and privacy.

(The Town, in conjunction with the General Plan Task Force, is currently undertaking a complete review and update of the General Plan with an anticipated completion date of December 2010).

### **Zoning Ordinance**

The Town's Zoning Ordinance (Chapter 153 of the Municipal Code) was conceived and formulated to implement the General Plan with particular emphasis on State mandated General Plan and Zoning consistency. The Zoning Ordinance precisely regulates land use, development and population density, the location and size of structures,

parking standards, safety provisions, landscaping standards and other design requirements.

In accordance with the General Plan and the significant development constraints of the Town, the Zoning Ordinance provides for six single family residential zones, requiring minimum lot sizes ranging from 20,000 square feet to ten acres.

The different zoning districts have been applied to different areas of the Town according to the number of physical constraints present on the land. These constraints include lying within fault zones, steep slopes, soil instability, high ground water, low soil permeability, fire hazard, as well as lack of available sanitary sewer systems. The zoning districts have been created so that densities are generally greater in the eastern portion of the Town, which is closer to the more urban areas of the Peninsula. The lowest densities are found primarily in the western portion of the Town, along the rugged Santa Cruz Mountains.

In addition to the above, some of the following specific zoning provisions directly affect the number, type and cost of housing units. These codes are considered necessary under the physical conditions that constrain the construction of housing in Woodside and do not unreasonably restrict the development of housing. The Town seeks to increase the supply of housing by allowing accessory dwelling units which are often feasible on the large parcels in Woodside.

- The maximum number of building lots which may be subdivided from a single parcel must be determined through the use of a slope/density formula if the average ground slope of the entire parcel exceeds 15%.
- All created lots with an average ground slope in excess of 12.5% must retain a specified percentage of the lot in a natural condition.
- No portion of a lot in excess of 35% ground slope may be altered in any way by grading, building construction or removal, or alteration of any natural feature such as vegetation.

- Stream corridors are protected, prohibiting structures from being located within 50 feet of the center line of a stream or within 25 feet from the top of a creek bank, whichever is greater. Also, the Town has consistently implemented a policy of requiring the dedication of conservation easements along stream corridors and within other environmentally sensitive areas.
- Maximum floor area for the larger parcels (RR and SCP zones) ranges from 2.75% to 9% depending upon the zoning district and physical constraints such as topographic, soil, geologic, and sewage constraints. The floor area for the most dense zone (R-1, 20,000 sq. ft.) depends on lot size, with a maximum potential of 36%.
- Coverage, defined as all impervious surfaces excluding building coverage, is restricted to a range of 5,000-15,000 sq. ft., depending on the lot area.
- Maximum building heights are restricted to a range of 28-30 feet; under certain circumstances an exception may be granted to permit a maximum height of 35 feet. These height limitations often create the necessity for special housing designs on difficult sites where steep slopes are present.
- Building setbacks are 50 feet for rear and side yards and 50-75 feet for front yards for the RR and SCP zones; 50 feet front, 25 feet rear, and 20 feet sides for the SR zone; and 30 feet front, 25 feet rear, and 15-22.5 feet sides for the R-1 zone. Flexibility is provided to lessen the setbacks to reflect existing construction or to protect environmental features of a site.
- Four off-road parking spaces are required for each primary housing unit because of the inability to park on the narrow public and private roads.
- Accessory buildings are limited in size to 1,500 square feet and in height to 17 feet, except that barns may be up to 2,500 square feet (3,000 square feet in the OS and SCP zones) and 24 feet in height.

### Maximum House Size

Maximum house size is limited in each of the zoning districts as follows:

R-1 Zone: 10% of lot area plus 1,000 square feet, with a maximum of 3,000 square feet

SR Zone: 4,000 square feet (excludes two-car garage)

RR Zone: 6,000 square feet (excludes three-car garage)

SCP Zones: 6,000 square feet (excludes three-car garage)

In addition, provision is made that, if the lot size exceeds 1.5 times the minimum lot size for the zoning district, an exception may be considered to approve an increase in the maximum house size to 4,000 square feet in the R-1 zone, 5,000 square feet in the SR zone, and 8,000 square feet in the RR and SCP zones. Findings are required regarding design compatibility and minimizing impacts of the development.

### Accessory Living Quarters (Second Units)

Since incorporation, the Town's Zoning Ordinance has permitted the construction of certain second or additional dwelling units on single family residential lots. The Town's Zoning Ordinance was amended in December, 1984 to permit accessory living quarters to be developed without Conditional Use Permits and to allow the construction of rental housing units.

- Accessory living quarters, defined as quarters within, attached to, or detached from the main dwelling unit, are permitted within all residential zones, except that detached units are not allowed in the R-1 zone. Accessory living quarters can be provided for guests, family members, caretakers and employees and for rental purposes, with certain limitations on the number allowed, depending on the zoning district and lot size. A single rental unit is allowed as a matter of right in all zoning districts, though it must be attached to the main residence in the R-1 zone.

- Limitations to require that accessory living quarters in the R-1 zone be attached and size limitations are needed because these areas are among the most restricted in Town in terms of lot size, steep slopes, drainage features, lack of sewer service, and narrow, winding roads that constrain access for cars and emergency vehicles. It is therefore considered necessary from a safety perspective to minimize the number and size of additional housing units in the R-1 zone.
- Accessory living quarters are limited to 1,500 square feet in size, as are other accessory buildings, but rental units are restricted to 720 square feet in size (except that caretakers/domestic quarters are not considered rentals).
- Two additional off-street parking spaces are required for each accessory living quarters, in addition to the four spaces required for the main residence. The parking spaces do not need to be covered or enclosed, however.
- Accessory living quarters may be located within a barn, main residence, or detached accessory structure.
- Design review is required for accessory living quarters, but no discretionary review, such as a conditional use permit, is needed.

The Town's regulations regarding accessory living quarters are not considered a constraint to affordable housing, however due to market forces many of these units still remain beyond the means of lower-income level households. An extensive accessory living quarters (second unit) survey was conducted in June of 2000 and a Second Unit Report for San Mateo County that was prepared in October 2008, are summarized and discussed in an earlier section of this Housing Element. Included are some suggestions for possible enhancements to the Zoning Ordinance to further facilitate the construction and affordability of accessory living quarters.

### **Emergency Shelters and Transitional Housing**

Existing zoning allows emergency shelters and transitional housing in the CC zoning district with approval of a conditional use permit. The commercial downtown, in

the CC district, is the area that could best provide for such uses, as there is some, though minimal, transit service; and close proximity to grocery and hardware stores. Although the CC district is only 22 acres, vacancies commonly exist. Many of the buildings in the CC district could be converted with relative ease to accommodate a year round shelter. The buildings in the CC district range from 2,000 to 6,000+ square feet. Most of the buildings are two stories tall with access to the upper levels from Woodside Road and access to the lower levels from the parking lot in the rear. Most buildings are divided into several tenant spaces which could be easily rearranged into a space needed for an emergency shelter without significant structural changes. Since the buildings are designed for commercial use, most already provide disabled access. Retail and even some office business often have trouble surviving due to the low level of pedestrian and vehicle traffic through Woodside. The low success rate of certain types of business often creates vacancies within the buildings. It is likely that an organization trying to locate an emergency shelter in Woodside would not have trouble locating a vacant space over an extended period of time. Changes in State law require that the Town make revisions to the Zoning Ordinance to allow at least one year round emergency shelter and transitional housing as a permitted use within one year of adoption of the Housing Element.

### **Zoning and Building Constraints to Housing for Disabled Persons**

The Town's existing zoning and building regulations do not generally constrain housing for disabled persons. Zoning in residential zones does not expressly allow group homes (of six or fewer persons), but the Town has long recognized that State regulations preempt local requirements and would not restrict such use of a residence. In order to more fully comply with State law, however, the Town proposes to amend its zoning regulations to clarify that emergency shelters and transitional housing are permitted by right in all residential zones in compliance with changes in State law. Larger group homes are not permitted due to the extensive environmental and infrastructure (particularly streets and wastewater disposal) constraints noted earlier.

Housing for disabled persons could be constrained if additions or alterations (such as a new access ramp or an expansion to a bathroom or hallway) to an existing residence or ALQ needed to encroach into a setback or would result in exceeding paved area, floor area or house size limits. Prior to 2005, a variance was required for any deviation from the code related to disability access. The Town Council approved Ordinance 2005-525, which implemented § 153.063 of the Municipal Code. This ordinance established a procedure for the Planning Director to approve exceptions for minor improvements for disabled access. The procedure allows approval for any proposal to enhance disabled access, including but not limited to, access ramps, widening of hallways, or expansion of bathrooms or closets. The Municipal Code provides criteria and finds for approval of such exceptions. The exception procedure provides relief to standards for residential development on constrained sites for the aging population.

The Town utilizes the latest (2007) version of the California Building Code and other building-related codes, and has no amendments that would impact housing for disabled persons. The Building Official enforces all of the provisions of those codes related to disabled access, though most such provisions apply to public buildings, rather than single-family residential. Most modifications for disabled access, such as ramps, bathroom or hallway expansions, etc., (except as noted in the prior paragraph) can be approved with a building permit.

### **Residential Uses in Commercial (CC) Zone**

The Zoning Code currently permits single-family residences and attached accessory dwelling units in buildings within the Commercial (CC) zoning district. Given the built out nature of the commercial district and parking and sewer limitations, more extensive “mixed use” is not considered feasible. Additionally, there is a height limitation imposed in the commercial zone by citizen initiative that prevents the placement of residential (or any other second story use) over commercial uses in downtown Woodside.

Increasing the height limit within the Town Center to allow for residential units above the commercial structures could negatively impact the historic character of the Town Center. Currently some of the buildings are also located within a designated stream corridor, which limits the expansion of those buildings. Furthermore, the Town Center is constrained by the amount of parking and limited room for additional parking that is currently available. Adding residential units or commercial above the existing commercial structures would significantly change the character of the Town Center and further exacerbate the current parking problem.

Although the height limit in the Town Center is held to 17 feet above the centerline of Highway 84 (Woodside Road), most of the buildings are two stories tall. The second stories are located at the back of the buildings which have a significantly lower grade than the front elevations. The change in grade allows for buildings to be two stories tall while still complying with the 17-foot height limit in relation to the centerline of Woodside Road. The constraints to increasing the height of the buildings in the CC district negatively impact the ability for the creation of new accessory living quarters. An increased height limit would not significantly reduce the cost of units in the Town Center since multi-family residential projects are not permitted in the Town Center. Additional height would simply give more commercial opportunities and minimal additional ALQ opportunities. Although the Town Center zoning does not permit multi-family projects, the new program for multi-family housing at Cañada College will expand the Town’s ability to accommodate different housing types and needs; therefore, helping to provide less expensive housing opportunities.

The zoning code currently allows single-family housing and accessory living quarters in the CC district to provide smaller residential units closer to Town services and transit. The CC district does not have provisions for dense multi-family development; therefore, it is

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unlikely new multi-family development will be able to be constructed in the Town Center.

### **Subdivision Regulations**

The Town's Subdivision Ordinance is adopted in accordance with the State of California Subdivision Map Act. Like most local subdivision ordinances, the Town's Ordinance is substantially procedural and its substantive content follows the mandates contained in the State act. The purpose of the ordinance is to regulate the division of land into individual building sites and to require the provision of certain improvements which are necessary in order to insure housing site development consistent with the General Plan and to promote public safety and welfare by assuring the provision of adequate and safe housing sites.

The Town's subdivision improvement standards are not considered excessive; indeed they are considered quite minimal when compared to other communities within the County. The ordinance requires the provision of relatively narrow roads (22 feet wide for arterials and 18-20 feet wide for collector and local roads). No sidewalks, street lighting, curbs and gutters or storm sewers are required.

### **Site Development Ordinance**

The Town has adopted a Site Development Ordinance which specifies standards for driveway design, grading, landscaping and erosion and sedimentation control for individual housing sites. The essential purposes of the ordinance are to ensure that site development work on individual lots harmoniously relates to adjacent lands and that physical problems which could result in safety hazards and increased maintenance costs are minimized.

The design and construction standards specified within the ordinance are generally not considered excessive.

### **Building Codes**

In 2008, the Town adopted the 2007 International Building Code (IBC) and related codes. This Code has been adopted by virtually all of the municipalities and counties in the region. Hence, there is little difference among building standards throughout the region. While building codes

could be viewed as a constraint to the production of affordable housing, the advantages of requiring minimum building safety and health standards far outweigh the disadvantages. The Town of Woodside has taken steps to preclude the use of certain building materials or construction methods which are permitted within the scope of the IBC (see fire constraints section above). Additional building requirements stipulated by the Town are a requirement for fire sprinklers in most new residences and for minimum Class A roofing materials, standards necessitated by the high fire risk associated with the Town due to topography, climate, and limited access for emergency vehicles. It is not thought that either of these requirements significantly impact the cost of housing.

### **Building Permit Processing and Fees**

The Town's development review process along with the State-mandated environmental review also plays a role in the cost of housing and the timeliness of its construction.

The normal Building Permit processing time for a new residence is 8-12 weeks, depending on the complexity of the proposed project. This average processing time assumes that no planning approvals, such as architectural review or exceptions or variances from Zoning Ordinance provisions, are required, or that such approvals have been previously obtained.

The cost of a Building Permit is determined by a schedule which is based upon the size of the dwelling unit (square footage) and/or valuation of other non-habitable construction. Table H18 shows examples of building fees for a new 6,000 square foot house with a three-car garage (660 square feet), and fees for a 1,000 square foot accessory living quarters. The new residence would require building permit fees of \$8,775, and the new second unit would require \$1,464 in building fees. These fees include plan check, permit inspections, and plan review and inspections by Planning and Engineering staff. Staff estimates that the current building fees (which have not been increased

**Table H18: Examples of Building Fees**

Building Fees <sup>1</sup>	New 6,000 Square Foot Residence w/3-Car Garage <sup>2</sup>	New 1,000 Square Foot Accessory Living Quarters
Permit Fee	\$3,900	\$650
Building Plan Check	\$2,925	\$488
Planning Review	\$975	\$163
Engineering Review	\$975	\$163
<b>Total Building Fees</b>	<b>\$8,775</b>	<b>\$1,464</b>

<sup>1</sup>Does not include impact fees (see Table 18 below for all fees).

<sup>2</sup>Assumes garage at 660 square feet

since 1995) comprise approximately 0.5-1% of the cost of a project and thus do not constrain development in the Town. However, the fees discussed do not include planning, engineering, and geotechnical review fees applicable prior to building permit review or “impact” fees for infrastructure improvements. The discussion below addresses these other fees.

### Subdivision Processing and Fees

The approvals of residential subdivisions require processing times generally ranging between three to nine months following the certification of a completed application. Applications for new land divisions and subdivisions must be reviewed by the staff Subdivision Review Committee, certain Town volunteer committees, such as the Trails and Conservation Committees, the Architectural and Site Review Board, the Planning Commission and the Town Council. The Town receives few applications for subdivisions, as large land parcels are for the most part built out.

Additional processing time may be required if the proposed project is controversial, complex or is located in an environmentally sensitive area and requires an in-depth Environmental Impact Report.

Fees for land divisions (4 lots or less) range from \$3,300 - \$3,900 with a deposit of \$2,400 - \$3,600. Fees for subdivisions (5 lots or more) are \$6,060 plus \$300 for each lot created for Tentative Map approval. Also, a deposit for Town Engineering services of \$6,000 is required. In a “worst case” scenario, a typical eight lot subdivision would therefore require a combined fee and service cost of \$14,460. To this amount an

additional fee of \$1,350 and deposit of \$1,800 for Final Subdivision Map evaluation and related services would be required, along with \$1,500 for review and approval of improvement plans and \$1,200 for subdivision construction inspection and monitoring.

In addition to the subdivision fees, a geotechnical study is required for all projects within the Alquist/Priolo Special Studies Zones or other hazard zones. The cost of these studies (performed by the applicant’s consultant) usually add to project development costs, and the Town Geologist’s review of the consultant’s reports for subdivisions could range from \$2,500 to \$10,000. Environmental review (initial study and negative declaration) requires a \$980 fee for preparation. Park in-lieu fees of about \$150 per lot (\$50 per house and first bedroom and \$25 for each additional bedroom) are also required, a minimal impact fee compared to other cities in the region.

The Town’s review fees and deposits, assuming maximum charges for each, would then total \$32,490, or an average of \$4,061 per created lot. This represents considerably less than 0.5% of the likely market value of a newly created building site within the Town. The Town’s subdivision fees thus do not appear to be excessive and do not provide a constraint to the provision of housing. Again, the Town’s fees have not been increased since 1995.

These Maps do not, however, include the cost of preparing and Town review of an Environmental Impact Report (EIR), if the project is controversial or the area requires special analysis of environmentally

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sensitive features. While the EIR costs may add \$50,000 - \$100,000 (or sometimes more) to the project cost, this requirement is mandated by the State and is fairly uniform throughout local jurisdictions. The Town contracts with outside consultants for EIR work, as do many cities, and that cost is generally dictated by the rates charged by those consultants.

### **Planning and Engineering Fees**

In addition to building permits and subdivision fees, an applicant wishing to construct a dwelling unit or other structure must obtain Planning and Engineering Department approvals. Most new homes in Woodside require only review by the Architectural and Site Review Board (ASRB), unless special exceptions or variances are required. In addition, a grading and site development permit is required from the Engineering Department. ASRB review for a new residence is completed for a fee of \$900, \$420 for an accessory structure . Review times generally vary from 4 to 8 weeks.

The Engineering permits are issued by Town staff and a minimum fee of \$300 plus \$1 per cubic yard in excess of 100 cubic yards and a deposit of \$600 is charged. They are generally issued simultaneous with the building permit, but may be issued ahead of a building permit upon the discretion of the Town Engineer. Part of the Planning and Engineering review for a new residence includes geotechnical review by the Town Geologist. The deposit for the Town Geologist's review is \$1,500, and actual review costs may range from \$1,000 to \$2,500 for typical projects.

Planning Commission review is required only where a variance or exception (e.g., maximum house size) is required, or where the structure will be located within a scenic corridor (site design review). All of these processes require review by staff, the ASRB, and the Commission prior to building permit application. The processing time for these types of permits is generally eight to twelve weeks. Fees are based on expected review time required (e.g., \$1,900 for variances, \$900 for exception to maximum residence size, and \$1,630 for site design).

### **Impact Fees**

Most communities require impact fees to support development of infrastructure to accommodate new development. These fees typically include charges for parks and recreation, roads, water, sewer, and schools, among others. The Town of Woodside's only impact fee applicable to all properties is a road impact fee, which supports construction and maintenance of road improvements. The fee is \$1.50 per square foot of new construction plus \$1 per cubic yard of import or export in excess of 30 cubic yards (the hauling fee does not apply if no Town roads are used). In addition, there are very minimal utility charges for new permits, assessed at the time of building permit, for storm drainage and groundwater discharges, and connections to the Town Center sewer system. All other charges are set and collected by other agencies, including the County of San Mateo for sewer and septic system installations, and the local school districts for their facilities.

**Fee Summary**

Table H19 summarizes fees for construction of a new 6,000 square foot residence and for a new 1,000 square foot accessory living quarters in Woodside (and does not include subdivision fees, as most lots are already subdivided). As noted, the fees do not include those charged by other agencies, as the Town exercises no control over those and they tend to be fairly consistent across city boundaries. Also, the analysis does not include a comparison to other cities’ fees, because it is so difficult to obtain truly comparable data, particularly regarding all of the impact fees each jurisdiction charges. Considering that the Town has not increased fees since 1995, it is expected that the Town has lower than average fees compared to other jurisdictions in San Mateo County.

The fee totals shown in Table H19 represent an estimated 1.2% (for a new residence) to 1.6% (for a 6,000 square foot residence and 1,000 square foot ALQ based on \$300 per square foot for construction costs). These fees and the associated development review timeframes outlined are not considered to be substantial constraints to the cost of housing in Woodside. It should also be noted that one of the programs suggested in this Housing Element includes waiving or reducing some of the development fees for accessory living quarters, particularly where they are restricted to “affordable” income households, and expediting review of those structures. It is also again noted that development permit fees have not been increased since 1995.

**Table H19: Examples of Total Fees**

Fees <sup>1</sup>	New 6,000 Square Foot Residence w/3-Car Garage <sup>2</sup>	New 1,000 Square Foot Accessory Living Quarters
Building Permit	\$8,775	\$1,464
Planning (ASRB)	\$900	\$420
Engineering (Site Development)	\$900	\$600
Geotechnical Review	\$1,760	\$1,000
Road Impact	\$9,990	\$1,500
<b>Total Building Fees</b>	<b>\$22,325</b>	<b>\$4,984</b>

<sup>1</sup>Does not include fees charged by other agencies (e.g., sewer, septic, schools); fees intended to represent typical development, i.e., no variances or exceptions required.

<sup>2</sup>Assumes garage at 660 square feet.

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## THE HOUSING PROGRAM

### 2007-2014 HOUSING ELEMENT PROGRAMS

The programs and actions described in this section are intended to further promote the construction of affordable housing in Woodside, to achieve the stated objectives of providing for the Town's share of the regional housing need. The number of each program correlates with Table H20 entitled "Quantified Housing Objectives 2007-2014" and table H22, at the end of this section, outlines the "Action Program 2007-2014."

### SUMMARY OF HOUSING PROGRAMS

The quantified objectives for the Town during the period 2007-2014 are summarized in the table H20. This data considers approved units, recent development trends in Woodside, and Town Staff projections for new housing development opportunities which could occur within the timeframe of the Housing Element update.

The Town entered into an agreement with Cañada College and Redwood City to detach two parcels owned by Cañada College from the Town for annexation by Redwood City to facilitate the construction of 60 affordable units for faculty and staff of the college. The agreement reduced the Town's Regional Housing Needs Allocation number from 65 to 41 (reduction of 24 units) for the 2007-2014 planning period.

Based upon the quantified Program targets, the Town of Woodside can meet all of its projected need for 41 additional dwelling units between 2007-2014. Between the beginning of 2007 and the end of 2008, 32 new residential units have been constructed (received final inspection of approval), 6 of which were new units while the remainder were replacement units. Of the 6 new units 3 are new main residences and 3 are new ALQs. While these main residences are assumed to be affordable only to "above-moderate" income households, the net increase of 6 units is almost 15% of the 41 identified as needed by the end of 2014. Based upon currently available vacant and/or subdividable sites in the Town and recent development

patterns, it is expected that the targeted 16 new market rate housing units will be met and exceeded by 2014.

The Town exceeded the housing needs goal between 1999-2006. However, with the national economic downturn that began in 2008, the Town has experienced an increase of new ALQs instead of new main residences. Based on the number of constructed ALQs between 2007 and 2008 (3 new units), it is likely that the Town will need to promote construction of ALQ's in order to meet its housing goals for all income groups during this Housing Element cycle.

Between 1999 and 2006 the Town of Woodside issued at least 41 permits to repair or remodel ALQs (permits clearly labeled for a repair/remodel to an ALQ). This may not represent all of the permits issued for ALQs since past permit tracking systems did not always provide details about the type of structure that was being remodeled. This shows that on average at least five ALQs are being rehabilitated per year. It is likely the trend will continue through this Housing Element planning period, and the Town will have a better ability to track the repairs specifically made to ALQs.

Table H21 provides the estimated distribution of rehabilitated ALQs over the 2007-2014 planning period, based on the methodology the Town uses to determine the affordability of ALQs (see Table H6).

The Town does not have any large groups of affordable units that are at risk for relocation or demolition. For example, the Town does not have any existing mobile home parks or feasible locations for new mobile home parks, large affordable housing sites, and the Town does not have a Redevelopment Agency (RDA) that would threaten the demolition of affordable units. Since there are no specific groups of affordable units that are threatened, the Town does not have any programs that would specifically track or preserve existing units. Without such programs the Town is unable to provide an educated estimate of the number of affordable units that will be preserved during the current planning period.

**Table H20: Quantified Housing Objectives**

Policy	Projected Number of Units				Explanation
	Above Moderate Income	Moderate	Low Income	Very Low Income	
H1.1 and H5.3 Accessory Living Quarters		8 (8 Required)	7 (7 Required)	10 (10 Required)	8 “net” new ALQ’s were constructed in 2007-2008. Assuming 75% of ALQ’s are affordable 32 ALQ’s would need to be built in 2009-2014, to yield 25 affordable units (the affordable unit RHNA requirement for 2007-2014). This would require that 29 additional ALQ’s, an average of 5.8 units per year, be constructed by 2014. Given the current state of the economy, ALQ’s are attractive, but the Town may need to actively promote ALQ’s to yield the goal of 25 affordable units. It is assumed that many ALQ’s are provided rent free as part of employment packages (for example to caretakers, groomsmen, or nannies) and would therefore be affordable to Extremely Low-Income residents. The Town recently implemented use of the survey for applicants constructing new ALQ’s in order to track rental information. The Town is committed to tracking the rental history of these units for annual reporting and monitoring.
H2.3, H3.3, H5.3 New Housing Stock	23 (16 Required)				11 “net” new above moderate units (main residences) were constructed in 2007-2008. It is anticipated that during the balance of the reporting period (2009-2014) the remaining 5 new above moderate units will be met and exceeded by constructing a projected 12 new main residences and 7 ALQ’s (these 7 ALQ’s being the 25% of the projected 32 ALQ’s not eligible as affordable under the current plan assumptions).
H2.1 and H2.2 Maintain Existing Affordable Housing Stock					The number of affordable units that can be maintained is uncertain.
Total Projected Units	23	8	7	10	48
Percentage of ABAG Housing Need 2007-2014	143% (23/16)	100% (8/8)	100% (7/7)	100% (10/10)	117% (48/41)

**Table H21: Estimated Units to be Constructed and Rehabilitated by Income Category**

Income Category	New Construction	Rehabilitation	Conservation and Preservation
Extremely Low Income	5	5	0
Very Low-Income	5	5	0
Low-Income	7	10	0
Moderate-Income	8	10	0
Above Moderate	23	10	0

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## GUIDING PRINCIPLES, GOALS, POLICIES AND PROGRAMS

The following guiding principles, goals, policies and objectives represent a restructuring and refinement of those adopted for the 2003 Housing Element based on the Town's experience over the past several years and include updates to satisfy new State law requiring local governments to identify zone in which emergency shelters can be permitted without a conditional use permit.

GP1: To provide adequate housing for all persons regardless of income, age, race, sex, or ethnic background.

GP2: To assure a variety of housing types within the context of the Town's General Plan and existing physical constraints.

GP3: To assure open and free choice of housing for all.

GP4: To provide opportunities for housing to meet the needs of those families and individuals who wish to live in a rural setting; that is, in quiet residential areas which provide privacy, separation from traffic, undisturbed terrain, extensive vegetation, and opportunities to keep horses and other animals.

GP5: To assure that the character and quality of housing in the Woodside Planning Area is appropriate to the local environment, and that it provides adequate and safe housing for its occupants.

GP6: The Town shall review and permit housing with full consideration of the General Plan goals and policies, environmental constraints, service constraints, and implementing ordinances.

# Goal H1

Promote the availability of affordable housing.

## POLICY H1.1 - PROMOTE ACCESSORY DWELLING UNITS AS AN OPPORTUNITY FOR AFFORDABLE HOUSING

### Programs:

#### **a. Accessory Living Quarters Survey**

Develop a voluntary survey form to be submitted by applicants for new accessory living quarters requesting information on the proposed occupancy and rental costs of the units.

#### **b. Rental Availability Information**

Request the voluntary submittal of rental availability information and priority consideration to special housing needs groups.

#### **c. Streamline ASRB Review**

Streamline ASRB review of accessory dwelling units. Create a handout that advises applicants of the process requirements for accessory living quarters.

#### **d. Rental Unit Incentive Program**

Develop and establish incentive programs to encourage the construction of rental units for households meeting affordability criteria set by the State, such as the reduction of development standards, reduction of permitting fees, allowing increase in square footage for the main residence when constructing a deed restricted accessory living quarters, etc.

#### **e. Affordability Incentives**

Annually evaluate the affordability and amend incentives or regulatory concessions as necessary to ensure second units can accommodate the Town's housing needs for lower and moderate-income households. Consider the expansion of Town ordinances which permit affordable rental units.

#### **f. Affordability Outreach**

Conduct outreach efforts throughout the community to promote the units by sending announcements to organizations and hosting meetings on an annual basis, and posting information on Town's website, etc.

#### **g. Affordable Rental Ordinance**

Discuss how the Town will consider expansion of ordinances to permit affordable rental units.

#### **h. Sewer for Accessory Living Quarters**

Coordinate with sewer providers to provide priority service to accessory living quarters.

#### **i. Amnesty Program**

Consideration of a new Town Ordinance to provide an amnesty program for the legalization of accessory living quarters constructed without permits including a reduction or elimination of penalty fees for a specific period of time, not to be less than one year.

#### **j. Deed Restricted Units**

Consideration of a new Town Ordinance to provide a reduction in fees for the construction of new deed restricted units. The Council will consider a sliding scale on the reduction of fees depending on the number of years that the unit is deed restricted.

#### **k. Additional Square Footage**

Consideration of a new Town Ordinance to allow for additional square footage for a main residence if at least one of the accessory living quarters are limited in size and deed restricted for size and affordability.

## POLICY H1.2 - PROMOTE AFFORDABLE ALTERNATIVES TO CONVENTIONAL CONSTRUCTION

### Programs:

#### **a. Fabricated Units**

Continue to allow mobile homes, factory built and modular housing units, consistent with State law.

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**b. Alternative Construction Methods**

Explore adopting procedures under which alternative construction methods (e.g. green building methods, such as straw bale construction, etc.) can be considered. The California Building Code provides an option for alternative construction, whereby an applicant submits an alternate design to the Building Official, the alternate design standards and testing of the proposed product, and the rationale for the request. The Building Official may approve an alternate construction methodology. The Town has approved alternate building materials in the past, including rammed earth landscape walls, green roofs, rainwater retention and reuse systems, fuel cells, ground source heat recovery systems, and Styrofoam core truss wall systems.

**POLICY H1.3 - INCREASE ACCESS TO AFFORDABLE HOUSING**Programs:**a. Expand Public Transit**

Continue to request the extension of public transit routes along major traffic corridors.

**POLICY H1.4 - PROVIDE OPPORTUNITIES FOR MULTI-FAMILY HOUSING**Programs:**a. Create Multi-Family Housing Opportunities**

Amend the Municipal Code to allow for the development of multi-family housing on parcels owned and operated by San Mateo County Community College District (Cañada College) either through overlay zoning or with a use permit. The use permit will be granted if the adopted regulations are met or exceeded. The amendment will keep all existing development standards in place unless some of the standards are waived by the Planning Commission subject to specific findings.

**b. Administer Multi-Family Housing Opportunities**

The College District will retain complete control over its own property and multifamily would only be allowed if the College District decides to lease or sell some parcels of land on the Cañada College campus.

**c. Liaison with College District**

Town staff shall meet with College District staff, the College District Board, and Town Council to develop and approve the Municipal Code amendment prior to the end of the calendar year 2010.

**d. Multi-Family Housing Regulations**

Apply existing Suburban Residential (SR) development standards to any overlay district with an additional provisions that allow the Planning Commission to waive certain standards that would limit multi-family development such as reducing parking standards to as low as one space per unit, increased height standards up to 40 feet tall or beyond if deemed necessary, increase allowable paved coverage for required parking areas and outdoor recreation areas, increase allowable density requirements to be comparable to the existing staff and faculty housing at Cañada College in Redwood City, etc.

**e. Density Bonus**

Consider a density bonus ordinance consistent with State law to introduce concessions and incentives for multi-family housing, such as reduction in parking, increased density, expedited processing, reduced fees, etc.

**POLICY H1.5 - EASE RESTRICTIONS ON THE CONSTRUCTION OF RENTAL UNITS AND INCENTIVES TO CONSTRUCT AFFORDABLE DEED RESTRICTED ACCESSORY LIVING QUARTERS (P1.1)**Programs:**a. Amend Municipal Code**

Town staff will work with the Town Council and/or their designees to determine how the Municipal Code may be amended to ease restrictions on the construction of rental units and to provide incentives for affordable deed restricted units.

**b. Prepare Recommendations for Town Council**

After final ideas are prepared in the form of proposed Municipal Code amendments staff will bring the proposal to the Planning Commission for their recommendation and to the Town Council for their review and approval.

## Goal H2

Conserve & rehabilitate the existing housing stock, & develop new housing stock.

### POLICY H2.1 - CONSERVE THE EXISTING HOUSING STOCK

#### Programs:

#### **a. Apply California Building Code**

The Town shall continue to apply the California Building Code in order to preserve the existing housing stock and Historic Structures.

#### **b. Maintain and Improve Housing**

Maintain the character and quality of existing housing which is in good condition, and improve the character of housing wherever substandard structures are found.

#### **c. Enforce Housing Standards**

The Town's code enforcement staff and building inspector will continue to follow up on complaints regarding housing conditions. Violations shall be brought into conformance in a timely manner. The emphasis shall be on maintaining the existing housing stock. If circumstances dictate (e.g., low income households, or limited income seniors), the property owner will be referred to the County to determine if funds for housing improvements are available.

#### **d. Sewage System**

The Town shall continue to support the provision of a sewage system to those areas experiencing waste disposal problems and will encourage sanitary service districts to prioritize service improvements for designated potential affordable housing sites, if they become available.

### POLICY H2.2 - REHABILITATE THE EXISTING HOUSING STOCK

#### Programs:

#### **a. Continue Home Rehabilitation**

The Town shall continue to encourage and facilitate the rehabilitation and/or expansion of existing housing units.

#### **b. Exceptions and Variances**

Continue to provide for setback exceptions and variances to recognize limitations on existing structures to allow remodeling or small additions rather than demolition and construction of new structures.

#### **c. Utilize Town and County Rehabilitation Programs**

Encourage the private sector to rehabilitate and construct new housing through the Town's policies and programs, and inform low and moderate income residents about the County's Rehabilitation Loan Program.

### POLICY H2.3 - DEVELOP NEW HOUSING STOCK

#### Programs:

#### **a. Construct to Building Code**

New housing shall conform with building codes.

#### **b. Limit House Sizes**

Continue to maintain house size limitations in all zones to encourage the retention of existing smaller homes where possible, especially in the R-1 zone.

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## POLICY H2.4 - PROMOTE ENERGY EFFICIENT HOUSING

### Programs:

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#### **a. Promote and Enforce Energy Efficiency**

Continue to require compliance with Title 24 of the State's building regulations. In addition, disseminate energy conservation information available from other agencies, such as PG&E's solar subsidy program and energy audits.

#### **b. Building Design and Materials**

Continue to encourage the inclusion of energy saving siting, features and materials in the retrofit of existing units, the construction of new units and the development of new subdivisions.

#### **c. Services and Development**

The Town is undertaking an update to the General Plan. Through this process, a task force of 30 residents is evaluating the 1988 General Plan and providing community input for revisions and additions. Although the Town Council will ultimately adopt the final document, there has been substantial community interest in creating a Sustainability Element in the updated General Plan. Staff anticipates that energy conservation requirements for both new construction and retrofits will be addressed through this process, as well as adoption of a voluntary or mandatory green building ordinance.

1. Continue to subsidize the plan review and building inspection of roof-mounted and ground-mounted solar panel installations in order to encourage energy saving features in retrofits.

2. Continue to encourage staff to attend training in energy efficient building techniques in order to assist applicants in incorporating design energy efficient new homes and remodel projects. The Town attends the Build It Green Bay Area Public Agency Council meetings and San Mateo County Green Building meetings regularly, and a member of the planning staff is certified through the Build It Green Certified Green Building Professional training.
3. Continue to pool resources with neighboring jurisdictions. The Town has helped advertise Portola Valley's green speaker series in order to facilitate homeowners' education of energy conservation techniques.

#### **d. Update Design Review**

Develop a procedure for the consideration of energy efficiency and conservation within the existing design review process.

#### **e. Green Building Incentives**

Explore adopting green building regulations and incentives.

## Goal H3

Promote the availability of housing for special needs groups.

### POLICY H3.1 - PROMOTE AFFORDABLE HOUSING OPPORTUNITIES FOR PUBLIC-SECTOR, SCHOOL AND EQUESTRIAN-RELATED EMPLOYEES

#### Programs:

#### **a. Maintain Local Public-Sector Employees**

Develop a program to maintain a list of local public-sector employees (e.g., fire, sheriff, and Town employees), school teachers and staff, and equestrian-related workers and professionals (e.g., blacksmiths, veterinarians) interested in rental of affordable units, and assure that interested landlords and those personnel share information about vacancies.

### POLICY H3.2 - PROMOTE AFFORDABLE HOUSING OPPORTUNITIES FOR PERSONS WITH DISABILITIES OF ALL TYPES, NOT LIMITED TO PHYSICAL DISABILITIES

#### Programs:

#### **a. Continue Disabled Housing Programs and Policies**

Continue to enable mobility-impaired persons to access their homes through Town development standard exceptions for accessibility modifications and other available programs. Continue to recommend that the County direct CDBG funds to support its Housing Accessibility for Disabled Persons program at the Center for Independence of the Disabled. The Town will direct inquiries for house modifications for the disabled to the County program. Public information regarding the program will be available at Town Hall and occasionally publicized in the Town's quarterly newsletter and on the Town's web site.

#### **b. Amend Zoning Ordinance to Expand Exceptions for all Disabilities**

Establish language in the zoning ordinance to allow for exceptions for disabilities of all types, not limited to physical disabilities. Work with the Town Council to amend the Municipal Code to contemplate and accommodate all disabilities.

#### **c. Group Homes**

Continue to inform that group homes with six (6) or fewer persons are permitted uses in all residential districts, as required by State law.

#### **d. Definition of Family**

Amend the Municipal Code to change the definition of family to be consistent with State law.

#### **e. Timeline**

Town staff shall work with the Planning Commission and Town Council to complete action items H3.2.a-d prior to the end of calendar year 2010.

### POLICY H3.3 - PROMOTE AFFORDABLE HOUSING OPPORTUNITIES FOR SENIORS

#### Programs:

#### **a. Senior Amenities**

Continue to consider the possibility of allowing residential projects, with medical facilities and ground transportation, for seniors.

#### **b. Encourage ALQ for Seniors**

Facilitate the accommodation of senior housing opportunities within the context of the Town's single-family setting. Encourage development of accessory living quarters (second units) to enable seniors to live in Woodside in an extended family situation or in a rental unit.

#### **c. Home Repair Information**

Provide information to the public about local organizations which offer home repair services for seniors, to make it easier for seniors to remain in their homes and to help maintain the housing stock.

#### **d. Property Tax Postponement Program.**

Provide senior homeowners with information regarding the Property Tax Postponement Program.

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**e. Reverse Annuity Mortgages**

Provide mechanisms to ensure that homeowners can continue to live in their home for as long as they want. The Town will continue to encourage CDBG funding to help support the County's Reverse Annuity Mortgages (Home Equity Conversion) program, allowing seniors to convert the equity in their homes into regular monthly income, without giving up their property. This program provides seniors with information about home equity conversion options, helps with the paper work, and provides financial analysis and consultation. The Town will maintain information regarding the program at Town Hall, and occasionally publicize its availability in the quarterly newsletter and on the Town's web site.

**c. Amend Municipal Code**

Amend the Municipal Code to provide a definition of Transitional and Supportive Housing consistent with State law and to allow Transitional and Supportive Housing in all residential districts as a permitted use. No additional regulations, other than those normally required for single-family residences, shall apply to Transitional and Supportive Housing.

**POLICY H3.4 - PROVIDE FOR EMERGENCY SHELTER AND TRANSITIONAL HOUSING**

Programs:

**a. Modify Zoning Code**

Modify the Zoning Code to allow for emergency shelters and/or transitional housing in the CC (commercial) zone district, as a permitted use. The Zoning Code will provide for such uses, without discretionary action (except for development standards pursuant to 65583(a)(4)), however non-discretionary design-review standards may be applied and may be subject to Architectural and Site Review Board approval and associated public noticing requirements for a new structure in the CC zone. Development standards and permit procedures must include: objective development standards that encourage and facilitate the approval of emergency shelters, decision-making criteria such as standards that do not require discretionary judgment, and standards that do not render emergency shelters infeasible, and only address the use as an emergency shelter, not the perceived characteristics of potential occupants.

**b. Cooperate with Agencies Providing Emergency Shelter**

The Town shall cooperate with agencies providing emergency shelter and transitional housing for the homeless and those in crisis.

# Goal H4

Support programs which increase housing opportunities.

## POLICY H4.1 - INCREASE HOUSING OPPORTUNITIES BY POOLING EFFORTS

### Programs:

#### **a. Community Development Block Grant**

The Town shall continue to participate in and support the use of Community Development Block Grant (CDBG) funds by the County Housing and Community Development Program for its numerous housing assistance programs. The Town will prepare a handout to advise owners and applicants of the different programs and assistance available through San Mateo County.

#### **b. Sub-Regional Housing Program**

Continue participation in sub-regional housing programs. A Woodside Town Council member represents the Town on the San Mateo County City/County Association of Governments (C/CAG), the countywide sub-regional body which oversees the Housing Element Regional Housing Needs Allocation (RHNA) through a Policy Advisory Committee (PAC). A member of the Town planning staff participated in the San Mateo County Sub-Regional Housing Needs Allocation Process meetings. Through this process the Town was able to coordinate with the City of Redwood City to provide multifamily affordable housing at Cañada College (as described in the section below). Planning staff has also cooperated with surrounding jurisdictions by attending meetings and participating in the San Mateo County 21 Elements Technical Advisory Committee to pool local resources on updating the Housing Elements for each jurisdiction.

#### **c. Work with other Municipalities and Agencies**

The Town shall work with nearby municipalities, the County, and non-profit agencies to investigate the possibilities of undertaking joint efforts to provide low and moderate income housing. In 2008, the Town

worked with Redwood City and LAFCO to detach a portion of land within Woodside that is owned by Cañada College. That land was then annexed into Redwood City in order to facilitate the construction of a 60 unit affordable housing project for faculty and staff. Woodside will continue to cooperate with Redwood City and Cañada College as this project undergoes construction.

#### **d. Work with Nearby Communities and Non-Profits**

The Town shall continue to cooperate with surrounding communities and non-profit housing developers in filling the housing need goals established for the communities by the Association of Bay Area Governments.

#### **e. Work with Citizens and Organizations**

The Town shall encourage private citizens and organizations, such as churches and clubs, to undertake projects related to housing and transportation for persons with special housing and transportation problems. For example in 2005, the Town Council approved the Town's membership in the Housing Endowment and Regional Trust (HEART) of San Mateo County, a cooperative regional approach to raising funds to support the construction of affordable housing within the County. The Town has given \$2,219 in fiscal year 2009-2010; \$2,219 in fiscal year 2008-2009; \$2,220 in fiscal year 2007-2008; \$2,055 in fiscal year 2006-2007; and \$1,134 in fiscal year 2005-2006; for a total of \$9,847 since joining the organization in early 2006.

#### **f. Meet with Housing Advocates**

The Town will host a meeting with special needs housing advocate organizations to discuss opportunities and available incentives to encourage the development of housing for persons with special needs.

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## POLICY H4.2 - SUPPORT SHARED HOUSING

### Programs:

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#### **a. Enable Home Sharing**

Enable residents to remain in or to live in Woodside in a shared housing arrangement. Continue to support the use of Community Development Block Grant (CDBG) funds by San Mateo County to implement the Home Sharing Program. This service matches people needing housing and people owning a home who desire additional income and/or companionship. The Town will make information about the Home Sharing program available at Town Hall and will publicize the effort through the Town's public information program.

## POLICY H4.3 - DEVELOP A DENSITY BONUS ORDINANCE AND PROCEDURES, AND/OR EXPLORE OTHER POSSIBLE INCENTIVES FOR PROVIDING AFFORDABLE HOUSING

### Programs:

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#### **a. Density Ordinance**

Develop an ordinance establishing procedures for a density bonus program as provided by State law.

#### **b. Affordability Incentives**

Explore other incentives to provide affordable housing.

## POLICY H4.4 - PROMOTE EQUAL OPPORTUNITY HOUSING

### Programs:

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#### **a. Equal Opportunity Housing Organizations**

Promote equal housing opportunity by continuing to support organizations such as the Mid-Peninsula Citizens for Fair Housing. Make information available to the public at Town Hall, in the Town newsletter, on the web site, and at the library, regarding the availability of fair housing services, and refer any housing discrimination complaints to that agency.

#### **b. Referrals**

The Town shall provide a referral service to link those persons experiencing discrimination in housing with public or private groups who handle complaints against discrimination.

## Goal H5

Provide, develop and maintain public information regarding housing availability; and develop housing policy.

### POLICY H5.1 - PROVIDE PUBLIC INFORMATION REGARDING HOUSING AVAILABILITY

#### Programs:

#### **a. Housing Availability Information**

Provide public information regarding the construction of new affordable units (accessory living quarters) in Town and the availability of County programs to provide assistance to low and moderate income households. The Town will provide public information at Town Hall regarding the process and incentives (see Policy P1.1) for developing and preserving accessory living quarters (second units) for rental, family quarters, or caretaker purposes. The Town will also maintain information regarding all of the County's various programs available to low and moderate income Town residents, seniors, and the disabled, as discussed elsewhere in this chapter. The Town will regularly include such housing information in the quarterly newsletter provided to all Town residents, and on the Town's web site.

### POLICY H5.2 - MAP HOUSING SITES

#### Programs:

#### **a. Housing Inventory Database**

Maintain an inventory of sites available for housing development. Continue to maintain the Town's parcel database with information about each parcel in Town, available to the public at any time. Available land information will be updated in each annual report (see Appendix D).

### POLICY H5.3 - STREAMLINE AND CONTINUOUSLY IMPROVE PERMIT PROCESSING

#### Programs:

#### **a. Facilitate**

The Town shall continue to provide information and consultation to property owners and private developers in order to facilitate the construction of new housing.

#### **b. Permit Requirements**

To continue to inform housing construction permit applicants of all application requirements at the earliest stage.

#### **c. Review Permit Process**

To continue the review of administrative and Planning Commission review processes in order to minimize housing development permit processing difficulties.

### POLICY H5.4 - MAINTAIN HOUSING INFORMATION AND REPORTING, AND SOLICIT PUBLIC INPUT ON HOUSING POLICY

#### Programs:

#### **a. Disseminate Information**

The Town shall regularly provide housing information to the public at Town Hall, in the quarterly newsletter, and on the Town's web site.

#### **b. Annual Housing Report**

Provide an annual report to the State's Department of Housing and Community Development. The Town must develop an annual report to the State outlining its progress in implementing the provisions of the Housing Element. The report will be completed and forwarded to the State by April 1 of each year. The annual report to the State's Department of Housing and Community Development will include an internal consistency review in order to ensure maintenance of General Plan consistency throughout the planning period.

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**c. New Data**

The Town staff shall incorporate current Census and other data into the Housing Element Annual Reports and Updates, when available, and to revise and refine the Element on the basis of such information and citizen input.

**d. Support Outside Input**

The Town shall support the efforts of public and private organizations to bring about more understanding of housing issues and to devise solutions to defined housing needs.

**e. Pre-Housing Element Update**

The Planning Commission shall explore housing and related issues and report to the Town Council with recommendations 12 months prior to each required Housing Element Update.

**f. Citizen Participation**

The Town shall encourage the involvement of citizens in the study of housing and related issues and in the formulation of proposals to ameliorate housing problems.

**g. Public Notification**

Involve a representative cross-section of Woodside residents and obtain their input on the housing projects, policies and programs. Assure that extensive notice is provided to all residents regarding housing projects, policies and programs, including those intended to develop or maintain affordable housing. Continue to regularly advertise in the local newspaper (the "Almanac"), and to mail agenda postcards to each household when housing issues of community concern are being discussed by the Planning Commission or Town Council. Articles in the Town's quarterly newsletter and on the Town's web site will address upcoming housing considerations. Public information will also include background on the need for affordable housing and an explanation about income qualifications for such housing. Continue to notify neighborhood associations of projects proposed in their area, and provide an opportunity for their comment.

**h. Housing Forums**

The Planning Commission shall hold well-publicized forums to discuss housing issues and to gather citizens' input as needed in order to update the Housing Element.

**POLICY H5.5 - COLLABORATE AND COORDINATE WITH OTHER JURISDICTIONS ON HOUSING-RELATED ISSUES**

Programs:

**a. Multi-Jurisdictional Coordination**

Collaborate and coordinate with other jurisdictions on housing and related issues that impact adjacent communities. The Town will continue to participate in multi-jurisdictional conferences and other formal and informal efforts which focus on the need to meet housing needs. In particular, the Town may look to contribute financially to county-wide housing efforts such as providing for the homeless.

**PROGRAM MONITORING**

As required by State law, Section 65583(c) of the Government Code, an implementation program has been established in order to implement the goals, policies and objectives contained in the Housing Element. Table 22 describes Woodside's Action Program and identifies the schedule, status, agencies and officials responsible for the implementation of the various program actions.

**Table H22: Housing Action Plan**

<b>Goal H1: Affordable Housing Opportunities</b>	<b>Responsible Entity</b>	<b>Schedule</b>	<b>Status/Comments</b>
Policy H1.1 Promote Accessory Living Quarters	Town Staff/Planning Commission/Town Council	September 2011	Consider ordinance revisions, policy formation, and promotion plan.
Policy H1.2 Promote Alternative Construction	Town Staff/General Plan Task Force	April/May 2009	Gather community input regarding Sustainability Element.
	Town Staff/Planning Commission/Town Council	Summer 2010	Adopt General Plan Update.
Policy H1.3 Increase Access to Affordable Housing	Town Staff/General Plan Task Force	July 2009	Gather community input regarding Circulation Element.
	TownStaff/samTrans	August 2009	Review Task Force input with sam Trans.
	Town Staff/Planning Commission/Town Council	Spring 2012	Adopt General Plan Update.
Policy H1.4 Multi-family Housing Opportunities	Town Staff/Planning Commission/Town Council	Winter 2011	Consider ordinance revisions and policy formation for multi-family housing opportunities and density bonus regulations.
Policy H1.5 Ease Restrictions for Rentals and Provide Incentives for Accessory Living Quarters	Town Staff/Planning Commission/Town Council	Winter 2010	Consider ordinance revisions, policy formation, and promotion plan.
<b>Goal H2: Conservation, Rehabilitation, and New Construction</b>	<b>Responsible Entity</b>	<b>Schedule</b>	<b>Status/Comments</b>
Policy H2.1 Conservation	Town Staff	April 2009	Continue training of Town's Code Enforcement Officer (Code Enforcement Officer Certification)
	Town Staff/ San Mateo County Environmental Health/Planning Commission/Town Council	Winter 2010	Consider revisions to Town's septic ordinance.
Policy H2.2 Rehabilitation	Town Staff/Planning Commission/Town Council	March 2009	Adopt Historic Preservation Element.
	Town Staff/Planning Commission/Town Council	Winter 2010	Explore incentives for Historic Preservation.
	Town Staff	Winter 2011	Collect materials for distribution re: County Rehabilitation Loan Program.
Policy H2.3 New Construction	Town Staff/Planning Commission/Town Council	April 2009	Adopt new fire safety ordinance.
Policy H2.4 Energy Efficiency	Town Staff/General Plan Task Force	April/May 2009	Gather community input regarding Sustainability Element.
	Town Staff/General Plan Task Force	Fall 2011	Consider Green Building Ordinance.
	Town Staff/Planning Commission/Town Council	Spring 2012	Adopt General Plan Update.

**Table H22: Housing Action Plan (Continued)**

<b>Goal H3: To Promote the Availability of Housing for Special Needs Groups</b>	<b>Responsible Entity</b>	<b>Schedule</b>	<b>Status/Comments</b>
Policy H3.1 Local Employees	Town Staff/San Mateo County Housing Staff	Winter 2011	Develop a program to maintain a list for affordable rentals.
Policy H3.2 Disabled Persons	Town Staff/San Mateo County Housing Staff	On-going	Continue to support affordable housing opportunities for disabled persons.
Policy H3.3 Seniors	Town Staff/Planning Commission/Town Council	Winter 2011	Consider possible sites for locating a senior housing project.
Policy H3.4 Emergency Shelters & Transitional	Town Staff/Planning Commission/Town Council	Winter 2010	Adopt zoning code revisions to allow for emergency shelter and/or transitional housing in the CC zone district as a permitted use pursuant to State law.
<b>Goal H4: To Support Programs which Increase Housing Opportunities</b>	<b>Responsible Entity</b>	<b>Schedule</b>	<b>Status/Comments</b>
Policy H4.1 Pooled Efforts	Town Staff/Local & Regional Agencies/Planning Commission/Town Council	On-going	Support and participate in pooled efforts to increase housing opportunities by pooling efforts. Set incremental and achievable goals for each year's work plan and report on progress in the Housing Element Annual Report.
Policy H4.2 Shared	Town Staff/San Mateo County Housing Staff	On-going	Continue to support shared housing opportunities.
Policy H4.3 Density Bonus/ Incentives	Town Staff/Planning Commission/Town Council	Winter 2012	Develop a density bonus ordinance and procedures as provided by State law.
Policy H4.4 Equal Opportunity	Town Staff/Mid-Peninsula Citizens for Fair Housing	On-going	Continue to promote equal opportunity housing.
<b>Goal H5: To Provide, Develop and Maintain Public Information Regarding Housing Availability; and Develop Housing Policy</b>	<b>Responsible Entity</b>	<b>Schedule</b>	<b>Status/Comments</b>
Policy H5.1 Public Information	Town Staff/San Mateo County Housing Staff	Winter 2011	Develop a program to maintain a list for affordable rentals, and information for special housing needs.
Policy H5.2 Site Mapping	Town Staff	On-going	Maintain an inventory of housing sites.
	Town Staff	Fall 2009	Bring new "Trakit" parcel database and permit tracking software on line.
Policy H5.3 Permit Processing Improvements	Town Staff	Fall 2009	Bring new "Trakit" parcel database and permit tracking software on line.
Policy H5.4 Reporting & Policy	Town Staff/ Community Planning Commission/Town Council	On-going	Maintain housing information and reporting, and solicit public input on housing policy. Set incremental and achievable goals for each year's work plan and report on progress in the Housing Element Annual Report.
Policy H5.5 Collaboration & Coordination	Town Staff/Other Jurisdictions	On-going	Collaborate and coordinate with other jurisdictions on housing and related issues that impact adjacent communities. Set incremental and achievable goals for each year's work plan and report on progress in the Housing Element Annual Report.