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**D R A F T**

**CITY OF CALISTOGA  
2009 HOUSING ELEMENT UPDATE WORK PROGRAM**

**TASKS**

**1.0 Collection and Development of Background Data**

Housing conditions described in the 2003 General Plan Housing Element are based on 1990 census data and other sources of information that are close to or over ten years old. To identify and update current housing conditions, staff will conduct an assessment of housing needs within the City. This assessment will include: an analysis of population and employment trends; an analysis of household characteristics, including overpayment, overcrowding, extremely low income families and special needs households; an assessment of housing stock conditions; and an analysis of currently affordable housing units that are at-risk of conversion to market-rate.

**1.1. Growth Trends**

Government Code Section 65583(a)(1) requires an analysis of population, employment and household trends. Staff will document trends in the three areas listed below for the period of 1990 through 2008.

**A. Population**

Review of current population, growth rate, and comparison to Napa County jurisdictions.

*Data Sources:* US Census (2000 Census, SF3: P1 and 1990 Census, STF3: P001), the California Department of Finance (Report E-5), Association of Bay Area Governments (ABAG) Projections 2007.

**B. Employment**

Review of local industries, major employers, wages and anticipated changes in local industries.

*Data Sources:* US Census (2000 Census, SF3: P49), U.S. Bureau of Labor Statistics, and the California Economic Development Department, Association of Bay Area Governments (ABAG) Projections 2007, local interviews

**C. Household**

Review of annual household growth and trends in rental and ownership housing.

*Data Sources:* US Census (2000 Census, SF 3: H7, 1990 Census, STF 3: H008), the California Department of Finance (Report E-5), City of Calistoga records.

54 1.2 Household Survey

55  
56 A survey of residents will be conducted to develop an updated demographic  
57 profile of Calistoga households and household characteristics. The survey will  
58 be inclusive of all populations within the City, including those with special housing  
59 needs (e.g., disabled, elderly, etc.), and of all household types and income  
60 levels.

61  
62 1.3. Housing Conditions / Needs

63 A. Overpayment

64 Housing is generally the greatest single expense item for California  
65 families. Current standards measure housing cost in relation to gross  
66 household income. Households spending more than 30 percent of their  
67 income, including utilities, are generally considered to be overpaying or  
68 cost burdened. Severe overpaying occurs when households pay 50  
69 percent or more of their gross income for housing.

70 The overpayment analysis will:

71 (1) Identify and analyze the number of households, by tenure, paying  
72 more than 30 percent of their income for housing and the number of  
73 households who pay 50 percent or more of their gross income for  
74 housing.

75 (2) Where possible, identify households most significantly impacted by  
76 cost burdens (large families, seniors, etc.).

77 *Data Sources:* U.S. Census 2000 Summary File 3 (SF 3): Renters - H73: Household income  
78 in 1999 by gross rent as a percentage of household income in 1999; Owners - H97:  
79 Household income in 1999 by selected monthly owner costs as a percentage of household  
80 income in 1999.

81 B. Overcrowding

82  
83 The Census defines an overcrowded unit as one occupied by 1.01  
84 persons or more per room (excluding bathrooms and kitchens). Units with  
85 more than 1.5 persons per room are considered severely overcrowded.  
86 Overcrowding increases health and safety concerns and stresses the  
87 condition of the housing stock and infrastructure. Overcrowding is strongly  
88 related to household size, particularly for larger households, and the  
89 availability of suitably sized housing.

90  
91 The overcrowding analysis will identify and analyze the number of  
92 households by tenure type that live in overcrowded and severely  
93 overcrowded units.

94 *Data Sources:* U.S. Census 2000 Summary File 3 (SF3): H20 Tenure by Occupants per  
95 Room; HCT22 Tenure by poverty status by plumbing facilities by occupants per room.

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C. Extremely Low Income Households

Government Code Section 65583(a)(1) requires quantification and analysis of existing and projected housing needs of extremely low-income (ELI) households. ELI is a subset of the very low-income and is defined as 30 percent of area median and below.

The ELI analysis will include the following:

- (1) An estimate of the number of existing households with extremely low- income.
- (2) An estimate of the number of projected households with ELI.

The analysis will also assess the kind of housing available and suitable for ELI households (including Supportive Housing and Single-Room Occupancy [SROs] units) and whether existing zoning permits those housing types.

*Data Sources:* HUD and Census Data from the Comprehensive Housing Affordability Strategy (CHAS) State of the Cities website will be used to determine the number of ELI households (Household Income <=30% MFI)

D. Special Housing Needs

Government Code Section 65583(a)(7) requires an analysis of any special housing needs, such as those of the elderly, persons with disabilities, large families, farmworkers, families with female heads of households, and families and persons in need of emergency shelter. An analysis of special needs is needed to identify groups with the most serious housing needs in order to develop and prioritize responsive programs. The analysis of each special needs group will include the following:

- (1) A quantification of the total number of persons and households in the special housing needs group, including tenure, where possible.
- (2) A quantification and qualitative description of the need, including a description of the potential housing problems faced by the special needs groups, a description of any existing resources or programs, and an assessment of unmet needs.

*Data Sources:* U.S. Census 2000 (SF 3), USDA, National Agricultural Statistics Service, 2002 Census of Agriculture: California County Level Data, local interviews, other sources as needed

138 1.3. Housing Stock Characteristics  
139

140 The Housing Element must include a description and analysis of current housing  
141 stock characteristics. This information will be used to assist the City in  
142 understanding, assessing and tailoring housing programs to fit specific needs  
143 and conditions.

144 A. Housing Stock Characteristics

145  
146 (1) Housing costs and affordability

147  
148 *Data Sources:* Census 2000, SF3-H76. Median value (dollars) for specified owner-  
149 occupied housing units, SF3-H63. Median gross rent (dollars); Census 1990, SF3-  
150 H061A. Median value - universe: specified owner-occupied housing units, H043A.  
151 Median gross rent - universe: specified renter-occupied housing units paying cash  
152 rent; local housing industry professionals; other sources

153  
154 (2) Housing construction prices and trends

155 *Data Sources:* Construction Industry Research Board, Building Permit Summary,  
156 California Cities and Counties Data, Calendar Years 1999-2006; Trends (publication)  
157 and press releases from the California Association of Realtors can provide  
158 information on housing prices.; phone survey of properties within City surveying local  
159 classified ads, and/or through a survey of property management companies; City of  
160 Calistoga records, other sources.

161  
162 (3) Housing Units by Type

163  
164 *Data Sources:* U.S. Census 2000 Summary File 3 (SF3) H020 Units in structure; City  
165 of Calistoga Existing Land Use Survey

166  
167 (4) Vacancy Rates

168  
169 *Data Sources;* Census 2000 Summary File 3 (SF 3) H6 Occupancy status, H8  
170 Vacancy status, the California Department of Finance (Report E-5), other sources

171  
172 B. Housing Conditions Survey

173  
174 Housing Element law requires that the City estimate the number of  
175 substandard units (e.g., those in need of rehabilitation [repair] and those in  
176 need of replacement [demolition]) existing within the City. The number of  
177 units to be rehabilitated and/or replaced will be estimated by conducting a  
178 windshield survey. The survey will be conducted by the Building Division  
179 staff and supplemented as needed through interviews with knowledgeable  
180 builders/developers or housing industry professionals in the community.

181  
182 1.4. Identification and Analysis of "At-Risk" Units  
183

184 Pursuant to Government Code Section 65583(a)(9), the Housing Element must  
185 include an analysis of existing assisted housing developments (as defined by the  
186 statute) that are eligible to change from low-income housing uses during the next  
187 ten years due to termination of subsidy contracts, mortgage prepayment, or

188 expiration of restrictions on use. The following will be included in the “at risk”  
189 analysis (if it is determined that there are units at risk of conversion during the  
190 subject planning period).

- 191
- 192 A. Inventory of at-risk units
- 193
- 194 B. Assessment the conversion risk
- 195
- 196 C. Estimate and analysis of the costs of replacement versus preservation for  
197 units at-risk in the current five-year planning period.
- 198
- 199 D. Identification of entities qualified to preserve at-risk units
- 200
- 201 E. Identification of financing and subsidy resources
- 202

## 203 **2.0 Public Meeting No. 1**

204  
205 As part of the Housing Element update process a number of community  
206 meetings will be held to engage the community in the update process and  
207 provide opportunities for public input. The purpose of the first public meeting will  
208 be to explain what a Housing Element is and the purpose and scope of the  
209 Housing Element update program. Background information developed under  
210 Task 1 will be presented for the purpose of highlighting current conditions and  
211 reviewing any housing needs have been identified. Citizens will have an  
212 opportunity to comment on the update program and offer suggestions and ideas  
213 for addressing or meeting the City’s housing needs.

## 214 **3.0 Review of Current Programs, Projected Needs, Site Inventory and** 215 **Development Constraints**

### 216 **3.1 Review of Current Programs**

217  
218 Government Code Section 65588 requires that the City review its Housing  
219 Element every five years. The “review and revise” requirement is an important  
220 feature of Housing Element law. A thorough review facilitates a comprehensive  
221 update which in turn ensures current and effective programs for addressing  
222 housing needs at the local level. Required analysis is described below.

- 223
- 224
- 225
- 226 A. Effectiveness of the element – A description of the actual results or  
227 outcomes of the 2003 Housing Element goals (i.e., what happened),  
228 objectives, policies, and programs. The results will be quantified where  
229 possible (e.g., number of units produced or rehabilitated) and may be  
230 qualitative where necessary (e.g., mitigation of governmental constraints).
- 231
- 232 B. Progress in implementation – For each program in the 2003 Housing  
233 Element, the analysis will compare significant differences between what  
234 was projected or planned in the earlier element and what was achieved.  
235 The differences will be analyzed to determine where the previous housing  
236 element met, exceeded, or fell short of what was anticipated.

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C. Appropriateness of goals, objectives, policies and programs – A description of what has been learned based on the analysis of progress and effectiveness of the 2003 Housing Element. A description of how the goals, objectives, policies, and programs in the updated element are being changed or adjusted to incorporate what has been learned from the results of the previous element will be included. (Section 65588(a)(1)).

*Data Sources:* City prepared Annual General Plan and Housing progress reports; City of Calistoga records.

3.2 Projected Needs

The Housing Element is required to contain an analysis of population and employment trends and documentation of projections and quantifications of the City’s existing and projected housing needs for all income levels. These projected needs will consider the information developed under Task 1 and at a minimum include the City’s share of the regional housing need as determined by the Association of Bay Area Governments (ABAG) – summarized below.

**CITY OF CALISTOGA REGIONAL HOUSING NEED ALLOCATION  
 2007 - 2014**

Income Category	Very Low Income < 50% of median	Low Income < 80% of median	Moderate Income < 120% of median	Above Moderate Income	Total Number of Units
<b>NEED (in Units)</b>	<b>17</b>	<b>11</b>	<b>18</b>	<b>48</b>	<b>94</b>

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3.3 Site Inventory and Analysis

Government Code Section 65583(a)(3) requires that the City prepare an inventory of land suitable for meeting the City’s projected housing needs, including vacant sites and sites having the potential for redevelopment. The analysis must consider whether current zoning is appropriate for accommodating development of the inventory and whether public facilities and services are available. The inventory of land suitable for residential development will be used to identify sites that can be developed for housing within the planning period.

A. Inventory of Land

The Housing Element must identify specific sites or parcels that are available for residential development. Land suitable for residential development has characteristics that make the sites appropriate and available for residential use in the planning period. Sites identified that

278 require rezoning may be included in the inventory with a program objective  
279 to accomplish the rezoning early within the planning period. Other  
280 characteristics that will be considered when evaluating the  
281 appropriateness of sites include physical features (e.g. susceptibility to  
282 flooding, slope instability or erosion, or environmental considerations) and  
283 location (proximity to transit, job centers, and public or community  
284 services).

285  
286 B. Analysis of Sites and Zoning

287  
288 Government Code Section 65583.2(c) requires, as part of the analysis of  
289 available sites, that the City demonstrate the projected residential  
290 development capacity of the sites identified in the inventory of land can be  
291 realistically be achieved. The site inventory analysis must include an  
292 estimate of the number of housing units that can be accommodated on  
293 each site identified in the land inventory within the planning period in  
294 accordance with Government Code 65583.2(c)(1&2). Residential  
295 development capacity estimates must consider:

296 (1) All applicable land-use controls and site improvement  
297 requirements.

298 (2) Existing Uses

299 (3) Small Sites (less than one acre)

300 If necessary or desired, the City may also rely on non-vacant and  
301 underutilized residential sites to accommodate its housing needs. If non-  
302 vacant sites are identified to address a portion of the City's housing need,  
303 the Housing Element must describe the additional realistic development  
304 potential within the planning period. The analysis must describe the  
305 methodology used to establish the development potential considering all  
306 of the following:

307  
308 (1) The extent to which existing uses may constitute an  
309 impediment to additional residential development;

310  
311 (2) Development trends;

312  
313 (3) Market conditions;

314  
315 (4) Availability of regulatory and/or other incentives such as  
316 expedited permit processing, and fee waivers or deferrals  
317 (as may be applicable).

318  
319 C. Zoning to Accommodate the Development of Housing Affordable to Lower  
320 Income Households

321

322 In identifying the sites and establishing the number of units that can  
323 accommodate the City's share of the regional housing need for lower-  
324 income households, the Housing Element must include an analysis which  
325 demonstrates that designated zoning densities which encourage and  
326 facilitate the development of housing for lower-income households.

327  
328 D. Environmental Constraints

329  
330 The Housing Element must analyze the suitability of the sites which are  
331 identified for residential development relative to environmental conditions  
332 or issues. This analysis will address the degree of certainty the proposed  
333 development potential of these sites is subject to, including the following:

- 334  
335 (1) A general description of any known environmental features  
336 (e.g., presence of floodplains, protected wetlands, oak tree  
337 preserves) that have the potential to impact the development  
338 viability of the identified sites.  
339  
340 (2) A description of the status of the sites regarding any  
341 environmental determinations, along with any adopted  
342 mitigation measures, that have been made or are pending  
343 for the areas identified, pursuant to the California  
344 Environmental Quality Act (CEQA).  
345  
346 (3) As applicable, a description of how specific sites in the  
347 inventory or particular programs or policies will avoid or  
348 minimize environmental impacts that might otherwise occur.  
349

350 E. Adequate Infrastructure Capacity

351  
352 Government Code Section 65583.2(b)(5) requires a general description of  
353 existing or planned water, sewer, and other dry utilities supply, including  
354 the availability and access to distribution facilities. The analysis must  
355 include a description of how the infrastructure capacity associated with the  
356 identified development potential can be accommodated, to establish the  
357 feasibility of the inventory sites for development within the planning period.  
358

359 F. Zoning for a Variety of Housing Types

360  
361 The Housing Element must identify adequate sites for a variety of housing  
362 types including multifamily rental housing, factory-built housing, mobile  
363 homes, housing for agricultural employees, supportive housing, single-  
364 room occupancy units, emergency shelters, and transitional housing  
365 (Government Code Section 65583). At minimum, the analysis must:

- 366  
367 (1) Identify zoning districts where these housing types are  
368 permitted.  
369



370 (2) Analyze how development standards and processing  
371 requirements facilitate development.  
372

373 3.4 Constraints Analysis  
374

375 Government Code Section 65583(a)(5) requires an analysis of potential and  
376 actual governmental constraints upon the maintenance, improvement, or  
377 development of housing for all income levels, including: land use controls;  
378 building codes and their enforcement; site improvements; fees and other  
379 exactions required of developers; and local processing and permit procedures.  
380 Included among the constraints that will be considered are:  
381

382 A. Land Use Controls  
383

384 (1) Development Standards  
385

386 Staff will review all relevant development standards to determine  
387 whether they impede the ability to achieve maximum allowable  
388 densities. The following is a list of standards that will be evaluated.  
389

- 390 • Density
- 391 • Lot Coverage
- 392 • Height Limits
- 393 • Lot Size requirements
- 394 • Unit Size requirements
- 395 • Floor Area Ratios (FAR)
- 396 • Setbacks
- 397 • Open Space requirements  
398

399 (2) Parking Standards  
400

401 Staff will analyze the City's parking standards by use. The purpose  
402 of this analysis is to determine whether parking standards impede a  
403 developer's ability to achieve maximum densities. Staff will also  
404 evaluate the adequacy of provisions to provide parking reductions  
405 where less need is demonstrated, particularly for persons with  
406 disabilities, the elderly, affordable housing, and infill development.  
407

408 (3) Height Limits  
409

410 Limitations on height can constrain a development's ability to  
411 achieve maximum densities especially in culmination with other  
412 development controls.  
413

414 B. Fees and Exactions  
415

416 Housing development is typically subject to two types of fees or exactions:

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- Permit processing fees for planning and building.
  
- Impact fees or exactions, imposed to defray all or a portion of the public costs related to the development project.

Fees and exactions can impact the cost and feasibility of housing development and its affordability. High planning and site development fees can impact property owners' ability to make improvements or repairs, especially for lower-income households. Development projects are subject to fees and exactions from a growing number of public entities, ranging from special districts to regional agencies. Understanding if or to what extent these fees constrain the development of housing is important. This analysis will consider:

- Permit processing and planning fees, and development and impact fees, including in-lieu fees.
  
- Exactions such as land dedication requirements (e.g., streets, public utility and other right-of-ways, easements, parks, open space, etc.) and other exactions imposed on development.
  
- Sources of public finance used to balance development fees assessed for individual projects.
  
- How fees are collected, i.e. at the beginning of the approval process, at the time of building permit issuance, or deferred until the project receives certificate of occupancy.

C. Processing and Permit Procedures

Processing and permit procedures can pose a considerable constraint to the production and improvement of housing. Lengthy processing times, unclear permitting procedures and costly conditions of approval can constrain the production of housing. These constraints increase the final cost of housing, uncertainty in the development of the project, and overall financial risk assumed by the developer. Factors to be considered in this analysis will include:

- Approval procedures and processing time required for residential development by zoning district.
  
- Permit and entitlement procedures for a typical single-family unit, subdivision, and multifamily project.

D. On and Off-Site Improvements

On/Off-site improvement standards guide infrastructure or site improvements to support new residential development such as streets,

466 sidewalks, water and sewer, drainage, curbs and gutters, street signs,  
467 park dedications, utility easements and landscaping. While these  
468 improvements are necessary to ensure public health and safety, the cost  
469 of these requirements can represent a significant share of the cost of  
470 producing new housing. Staff will review current standards street widths,  
471 curb, gutter, and sidewalk requirements, water and sewer connections,  
472 landscaping, circulation improvement requirements, and any other on/off-  
473 site improvement required by the City to determine if or the extent to which  
474 on- and off-site improvement requirements constrain the production of  
475 housing.  
476

477 E. Constraints for Persons with Disabilities

478  
479 In addition to the needs analysis for persons with disabilities, the housing  
480 element must analyze potential governmental constraints to the  
481 development, improvement and maintenance of housing for persons with  
482 disabilities, demonstrate local efforts to remove any such constraints and  
483 provide for reasonable accommodations for persons with disabilities  
484 through programs that remove constraints.  
485

486 F. Non-Governmental Constraints

487  
488 Government Code Section 65583(a)(6) requires an analysis of potential  
489 and actual nongovernmental constraints upon the maintenance,  
490 improvement, or development of housing for all income levels, including  
491 the availability of financing, the price of land, and the cost of construction.  
492 Staff will work with local housing industry professionals to analyze the  
493 following:  
494

- 495 • Land Costs – Average cost or the range of costs per acre for  
496 single-family and multifamily zoned developable parcels.
- 497
- 498 • Construction Costs – Estimation of typical total construction costs,  
499 including materials and labor.
- 500
- 501 • Availability of Financing - Consider whether housing financing,  
502 including private financing and government assistance programs, is  
503 generally available in the community. This analysis could indicate  
504 whether mortgage deficient areas or underserved groups exist in  
505 the community. The financing analysis may also identify the  
506 availability of financing from private foundations (including bank  
507 foundations) corporate sponsors, community foundations,  
508 community banks, insurance companies, pension funds, and/or  
509 local housing trust funds.  
510

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515 **4.0 Update Housing Element**

516  
517 Staff will prepare a draft update to the Housing Element reflecting the analysis  
518 and findings from Tasks 1, 2 and 3 above. Specific areas to be reviewed and  
519 updated include:

520  
521 **4.1 Goals and Policies**

522  
523 Review and update current goals and policies in the 2003 Housing Element  
524 based on the analysis and conclusions from the previous tasks. Staff is not  
525 anticipating major changes to current goals and policies.

526  
527 **4.2 Programs**

528  
529 Programs are the specific action steps that the City will take to implement its  
530 policies and achieve stated goals and objectives. Staff will update the programs  
531  
532 contained in the 2003 Housing Element to reflect the analysis and findings from  
533 Tasks 1, 2 and 3 above. To make adequate provision for the housing needs of  
534 all income levels, the City's programs must do all of the following:

- 535
- 536 • Identify adequate sites, with appropriate zoning and development  
537 standards and services to accommodate the locality's share of the  
538 regional housing needs for each income level (as needed).
  - 539 • Assist in the development of adequate housing to meet the needs of  
540 extremely low-, very low-, low- and moderate-income households.
  - 541 • Address, and where possible, remove governmental constraints to the  
542 maintenance, improvement and development of housing, including  
543 housing for all income levels and housing for persons with disabilities.
  - 544 • Conserve and improve the condition of the existing affordable housing  
545 stock.
  - 546 • Make effort to preserve assisted housing developments at-risk of  
547 conversion to market-rate.
  - 548 • Promote equal housing opportunities for all persons regardless of race,  
549 religion, sex, marital status, ancestry, national origin, color, familial status  
550 or disability.
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556  
557 **4.3 Quantified Objectives**

558  
559 Update the list of quantified objectives in the 2003 Housing Element that  
560 estimates the number of units likely to be constructed, rehabilitated or  
561 conserved/preserved by income level during the planning period.

562  
563

564 4.4 Changes to other Elements in General Plan (potential)  
565

566 State law requires internal consistency among all of the elements within the  
567 General Plan. Although not anticipated at this time, it is possible that that there  
568 will be Housing Element program objectives that require or necessitate revisions  
569 in other elements of the General Plan, including the Land Use and Infrastructure  
570 elements.  
571

572 **5.0 Public Release of Draft Update to Housing Element**  
573

574 Release preliminary draft of updated Housing Element for public review and  
575 comment.  
576

577 5.1 Public Meeting No. 2  
578

579 Presentation of the preliminary draft update of the Housing Element to the  
580 general public. The purpose of this meeting will be to review the draft update of  
581 the Housing Element with the community in an informal meeting environment.  
582 Staff will highlight areas of interest and/or change from the 2003 Housing  
583 Element. Citizens will have an opportunity to comment on the preliminary draft  
584 document and proposed changes.  
585

586 5.2 Planning Commission / City Council Review  
587

588 Formal presentation of the preliminary draft update to the Housing Element for  
589 Planning Commission and City Council review (comments received from the  
590 public at Public Meeting No. 2 will also be forwarded). The purpose of this  
591 meeting is to (1) provide an overview of the update to the Commission and  
592 Council; (2) to receive input and guidance on the draft document; and (3) to  
593 request authorization to forward the preliminary draft document (with any directed  
594 changes) to State Department of Housing and Community Development (HCD)  
595 for review and comment.  
596

597 5.3 Review by State Department of Housing and Community Development  
598

599 Transmittal of preliminary draft of updated Housing Element to State Department  
600 of Housing and Community Development for informal review and comment.  
601

602 **6.0 Environmental Review**  
603

604 Prepare an Initial Study and Negative Declaration (anticipated) pursuant to the  
605 requirements of the California Environmental Quality Act for the updated Housing  
606 Element. No special studies (i.e., biological, cultural, traffic) are anticipated at  
607 this time.  
608

609 **7.0 Final Draft of Updated Housing Element**  
610

611 7.1 Finalize draft Housing Element based on comments received from HCD.  
612

613 7.2 Presentation of the final draft of the Housing Element and environmental review  
614 document at a public hearing before the Planning Commission for review and  
615 recommendation to City Council.  
616

617 7.3 Presentation of the final draft of the Housing Element, Planning Commission  
618 recommendations and environmental review document at a public hearing before  
619 the City Council for formal adoption.  
620

621 **8.0 Certification Review by HCD**  
622

623 Transmittal of the adopted Housing Element to HCD for review and Certification.  
624