



**TOWN OF LOS GATOS**  
**GENERAL PLAN UPDATE ADVISORY COMMITTEE**  
**REPORT**

MEETING DATE: 1/30/2020  
ITEM: 2

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DATE: January 24, 2020  
TO: General Plan Update Advisory Committee  
FROM: Joel Paulson, Community Development Director  
SUBJECT: Discuss and Develop a Preferred Land Use Alternative Recommendation.

**BACKGROUND:**

On December 12, 2019, the General Plan Update Advisory Committee (GPAC) met to discuss the Land Use Alternatives Report (available online here: [www.losgatos2040.com/documents.html](http://www.losgatos2040.com/documents.html)).

On January 16, 2020, the Town hosted the second Community Workshop of the General Plan update process. The Community Workshop was held to inform the community about the General Plan update process and solicit feedback regarding the Land Use Alternatives. A summary of the Community Workshop is included as Attachment 7.

**DISCUSSION:**

The goal of the land use alternatives process is to determine the appropriate location, density, and intensity of residential, commercial, mixed residential/commercial, and industrial uses that reflect the vision of Los Gatos in the General Plan.

The GPAC plays an important role in the land use alternatives process which is to recommend a preferred land use alternative to the Planning Commission and Town Council that is informed by community input and will form the foundation for the General Plan update. The recommended land use alternative could be one of the four presented in the Land Use Alternatives Report, or it could be a combination of parts of multiple alternatives. Additional informational tables comparing the four land use alternatives are included as Attachments 8, 9, and 10. It is also possible to consider other options.

The preferred land use alternative will be used in the 2040 General Plan Land Use Diagram, land use designations, and associated land use goals, policies, and action items. Once the land use alternative is determined, other General Plan Elements can be reviewed. The preferred

**PREPARED BY:** JENNIFER ARMER, AICP  
Senior Planner

DISCUSSION (continued):

alternative is also the foundation for the analysis that will be completed in the 2040 General Plan Environmental Impact Report (EIR).

The purpose of this GPAC meeting is to make a formal recommendation of a preferred land use alternative to the Planning Commission and Town Council. The following questions have been provided to help guide the GPAC's discussion.

- A. Of the four alternatives (A, B, C, and D), which is preferred on its own, or as a base alternative with modifications?
- B. Are there items that should be added to a potential preferred alternative?
  - For example, are there areas of the land use map where the land use designation(s) should be changed?
- C. Are there components of a potential preferred alternative that should be modified?
  - For example, are there opportunity areas that should be added or deleted?

NEXT STEPS:

The GPAC's preferred land use alternative recommendation is tentatively scheduled to be considered by the Planning Commission and Town Council in February and March 2020, respectively.

OTHER INFORMATION:

The following information is provided in response to requests by GPAC members and/or the public. Committee members may find that some of this information is useful in consideration of the land use alternatives. For those items that are not directly related to this meeting's discussion, there will be opportunities to discuss these matters at future GPAC meetings.

- The discussion on December 12, 2019 included a request for more detailed figures on household size, possibly differentiating between different housing types. Unfortunately, that information is not available at that detailed level for the Town of Los Gatos.
- The discussion on December 12, 2019, included a request for a master evaluation table laying out the differences between the four alternatives. This additional information is included in Attachment 8.

OTHER INFORMATION (continued):

- The discussion on December 12, 2019 included a request for additional fiscal information to support creating an alternative that is net positive. The Land Use Alternatives Report is not meant to include a full financial analysis, but presents the relative merits and impacts of the alternatives being considered. Additional fiscal analysis will be completed for the final preferred alternative.
- The discussion on December 12, 2019 included a request for more detailed information about the number of units produced under each alternative, specifically providing the number of units projected for the land under each land use designation. This additional information is included in the Alternatives Comparison Table, Attachment 9.

PUBLIC COMMENTS:

Public comments received by 11:00 a.m., Friday, January 24, 2020 are included as Attachment 11.

ATTACHMENTS:

Attachments previously received with December 12, 2019 Staff Report:

1. Land Use Alternatives Report, dated December 2019, available online here: [www.losgatos2040.com/documents.html](http://www.losgatos2040.com/documents.html)
2. GPAC Process Schedule
3. Changes in Housing Element Law
4. Missing Middle Housing Information
5. Public Comment Received before 11:00 a.m., Friday, December 6, 2019

Attachments previously received with December 12, 2019 Desk Item Report:

6. Public Comments

Attachments received with this Staff Report:

7. Community Workshop #2 Summary
8. Master Land Use Alternatives Comparison Table
9. Opportunity Area Dwelling Units by Alternatives Comparison Table
10. Assumptions, Development Standards, and Net New Dwelling Unit Comparison Table
11. Public Comments received before 11:00 a.m., Friday, January 24, 2020







## Community Workshop #2

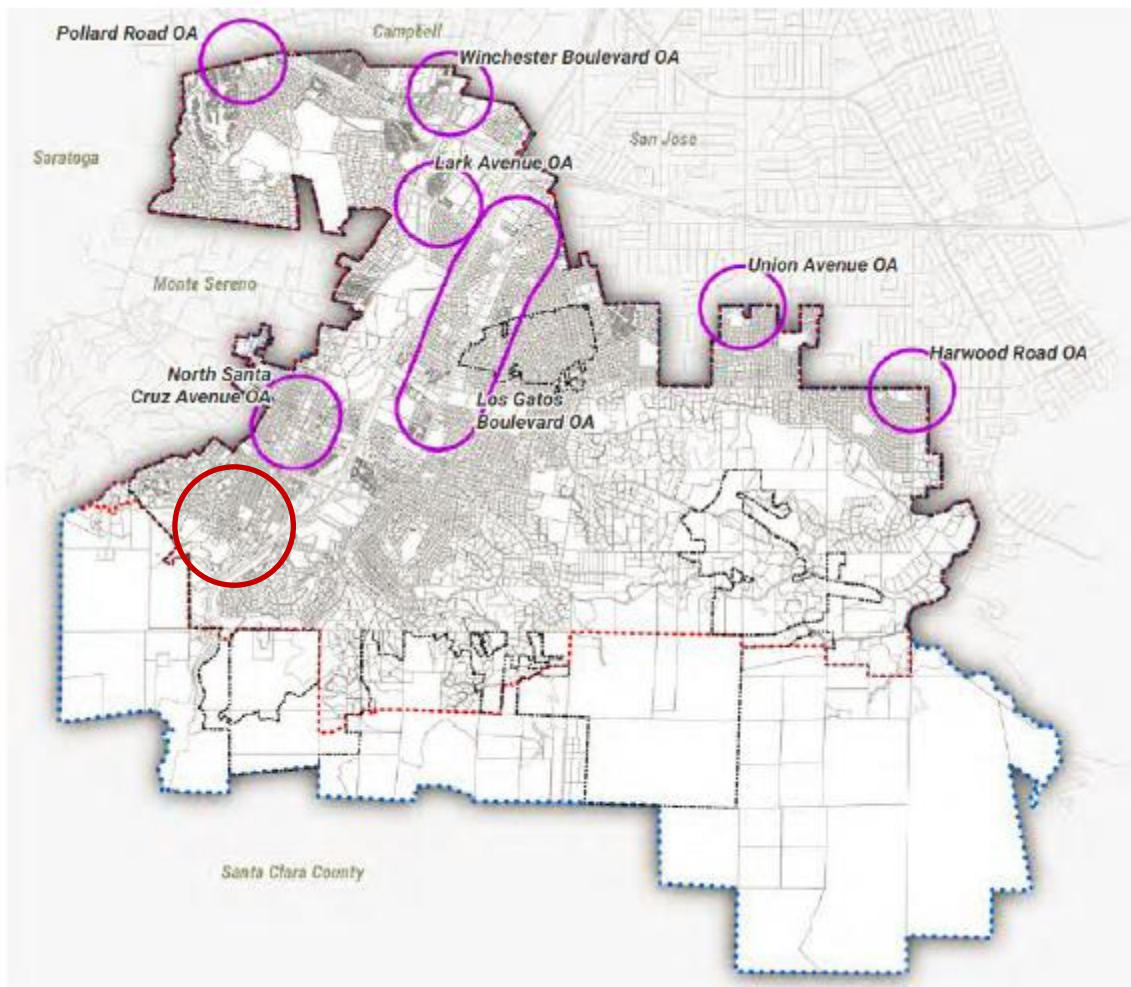
*January 16, 2020*

**Community Workshop #2 Survey Results**

The following includes all feedback collected at both the workshop and online related to the Land Use Alternatives Survey.

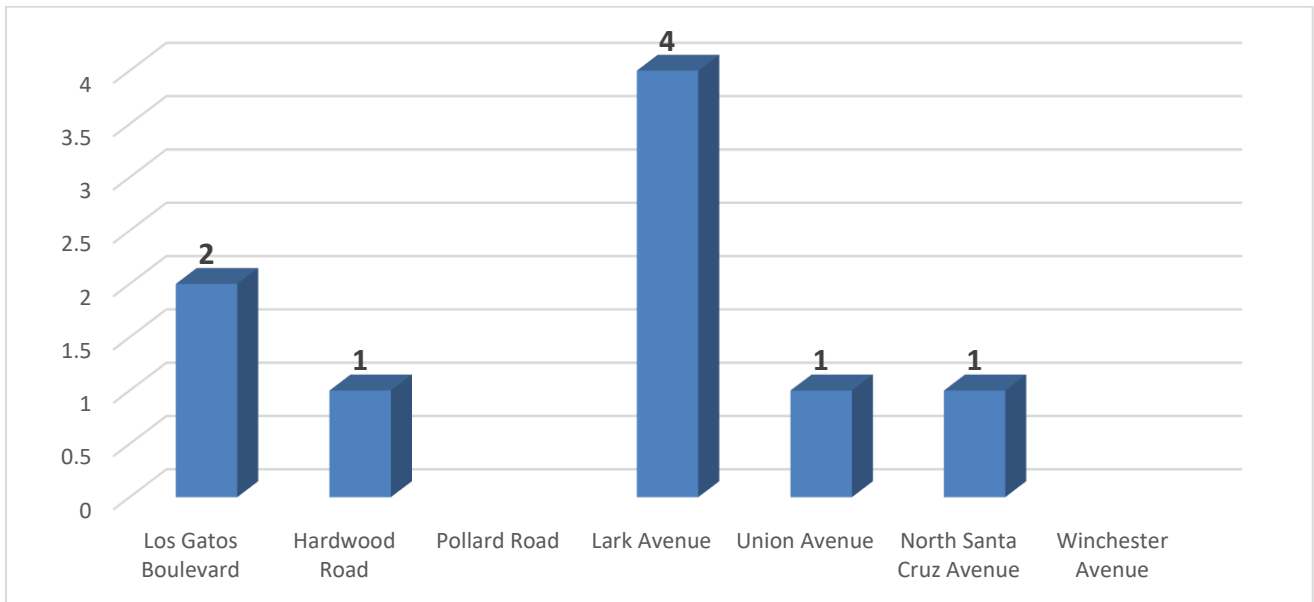
- 1. Are there any additional Opportunity Areas that you believe should be considered?  
Outline the new Opportunity Areas you propose on the map below.**

The only additional area identified by attendees was inclusion of the Downtown area, highlighted in red below.



**2.** Of the seven Opportunity Areas identified above, mark the opportunity areas you **DO NOT** agree should be included in the alternatives considered (you can check more than one box).

- Los Gatos Boulevard
- Harwood Road
- Pollard Road
- Lark Avenue
- Union Avenue
- North Santa Cruz Avenue
- Winchester Boulevard



The graph above shows the number of persons that thought that Opportunity Area should be removed from the alternatives considered.



3. What types of multi-unit housing are appropriate in Los Gatos?  
You can select more than one choice below.

Townhomes



SELECTED: 6 times

Apartments



SELECTED: 5 times

Condominiums



SELECTED: 4 times

Duplex/Triplex/Fourplex



SELECTED: 3 times

Multiple Detached  
Single-Family Units



SELECTED: 6 times

**4.** Are you aware that under new State law, up to two Accessory Dwelling Units (a detached unit and an unit inside an existing residence) can be put on any residential lot in the Town?

Yes, I was aware of that option

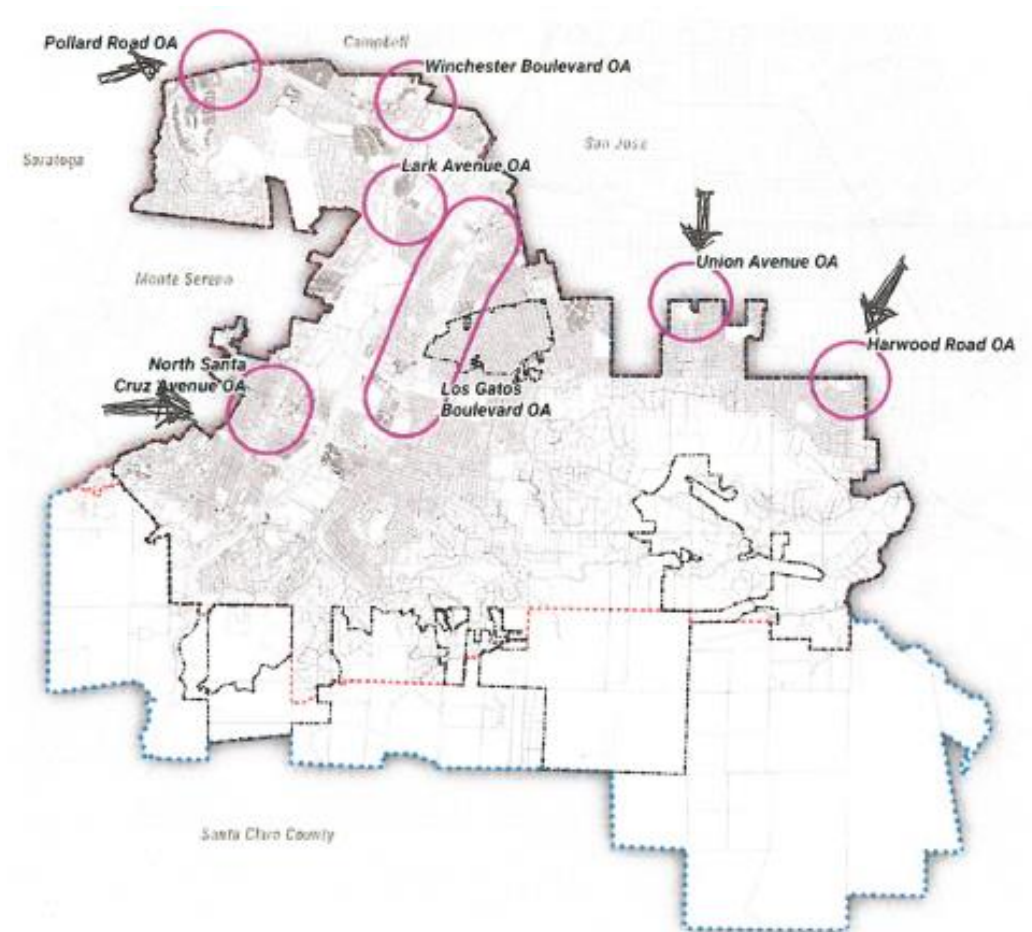
No, I was not aware that was possible

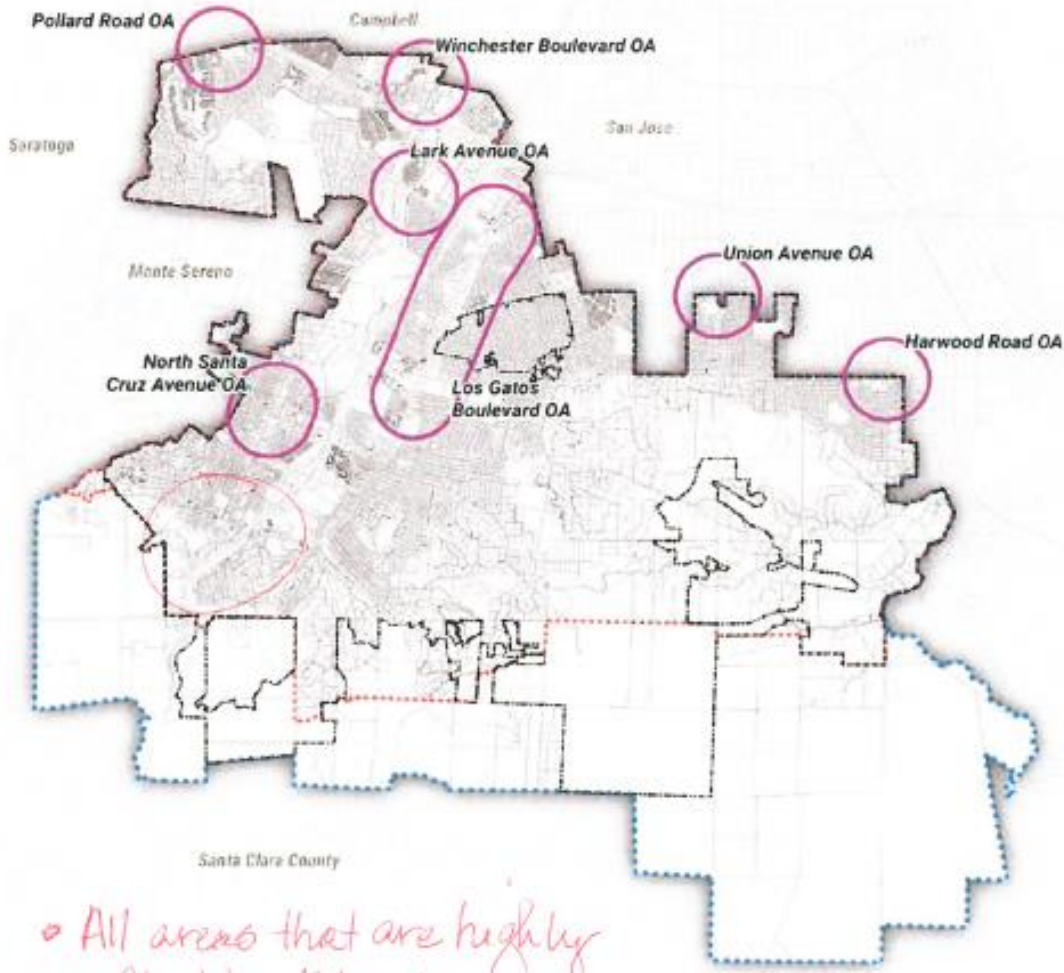
**SELECTED: 4 times**

**SELECTED: 3 times**

**5.** State law is requiring all California communities to plan for more housing by right. This includes a range of housing, including multi-unit housing (condominiums, apartments, etc.). Where are the best locations for multi-unit housing in Los Gatos (outside of the Opportunity Areas)?

The following are the maps that attendees completed at the workshop. At the time of the completion of the Staff Report for the GPAC Meeting, no maps were completed as part of the online engagement.





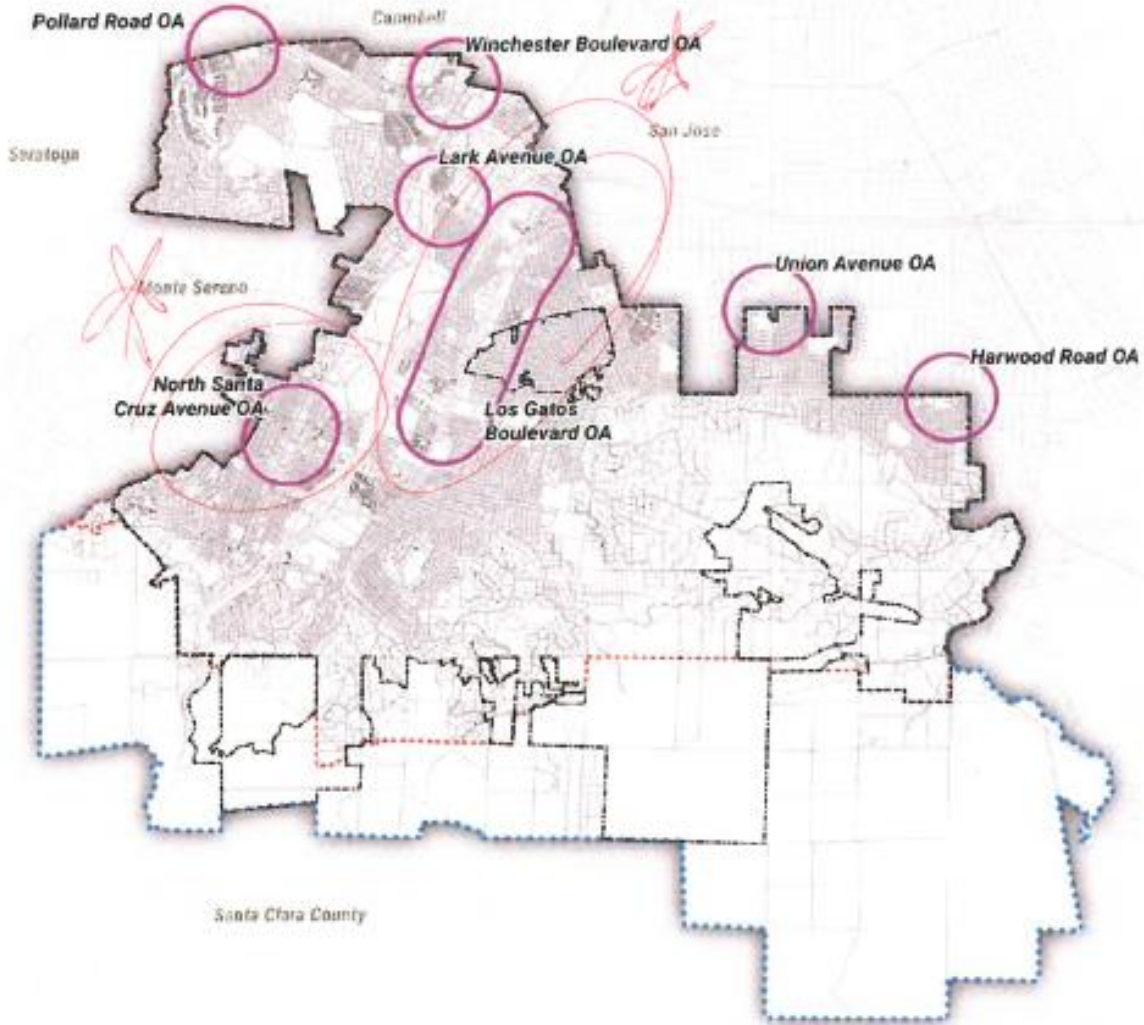
◦ All areas that are highly walkable, like downtown + near shopping centers, + along bus lines





## Community Workshop #2

January 16, 2020



**6.** Do you support the inclusion of duplex/triplex/fourplex units in existing neighborhoods if designed for compatibility with existing homes?

- |          |                              |                             |  |
|----------|------------------------------|-----------------------------|--|
| Duplex   | <input type="checkbox"/> Yes | <input type="checkbox"/> No | <input type="checkbox"/> Not sure/no opinion |
| Triplex  | <input type="checkbox"/> Yes | <input type="checkbox"/> No | <input type="checkbox"/> Not sure/no opinion |
| Fourplex | <input type="checkbox"/> Yes | <input type="checkbox"/> No | <input type="checkbox"/> Not sure/no opinion |

The following numbers in the table show how many times the option was selected.

	Yes	No	Not sure/no opinion
<b>Duplex</b>	<b>5</b>	<b>2</b>	<b>0</b>
<b>Triplex</b>	<b>4</b>	<b>3</b>	<b>0</b>
<b>Fourplex</b>	<b>2</b>	<b>5</b>	<b>0</b>

**7.** On the scale below, what is the highest density you feel could work in Los Gatos (mark one box)?

- |  |  |  |  |  |
|--|--|--|--|--|
| <input type="checkbox"/> 18 dwelling<br>units per acre | <input type="checkbox"/> 24 dwelling<br>units per acre | <input type="checkbox"/> 30 dwelling<br>units per acre | <input type="checkbox"/> 36 dwelling<br>units per acre | <input type="checkbox"/> 40 dwelling<br>units per acre |
| <b>SELECTED:</b><br><b>1</b> time                      | <b>SELECTED:</b><br><b>2</b> times                     | <b>SELECTED:</b><br><b>1</b> time                      | <b>SELECTED:</b><br><b>1</b> time                      | <b>SELECTED:</b><br><b>1</b> time                      |

**8.** On the scale below, what is the maximum building height you feel could work in Los Gatos (mark one box)?

- |   |   |  |  |
|---|---|--|--|
| <input type="checkbox"/> 2 stories maximum<br>(35 feet) | <input type="checkbox"/> 3-4 stories<br>maximum<br>(35-40 feet) | <input type="checkbox"/> 4 stories maximum<br>(40-50 feet) | <input type="checkbox"/> 5 stories maximum<br>(50-60 feet) |
| <b>SELECTED:</b><br><b>1</b> time                       | <b>SELECTED:</b><br><b>4</b> times                              | <b>SELECTED:</b><br><b>1</b> time                          | <b>SELECTED:</b><br><b>1</b> time                          |

- 9.** Do you prefer any of the presented land use alternatives as is (mark all that apply)?
- Alternative A       Alternative B       Alternative C       Alternative D
- None of the above

The following numbers in the table show how many times the option was selected.

<b>Alternative A</b>	<b>3</b>
<b>Alternative B</b>	<b>1</b>
<b>Alternative C</b>	<b>1</b>
<b>Alternative D</b>	<b>2</b>
<b>None of the Above</b>	<b>0</b>

**10.** Any other thoughts, suggestions, or recommendations relating to the land use alternatives?

- Please identify the Elks Lodge properly as High Density Residential (HDR). Currently the map shows it as Low Density Residential (LDR). What a coincidence it is located directly across from the “The Bay Club”.
- Make the former lot high density residential at the corner of Los Gatos-Almaden at Los Gatos Blvd.
- There are current issues with traffic congestion, and I anticipate more upon the completion of the project at LG Boulevard and Lark. Parking is constrained at all stores. We do not have the infrastructure to accommodate large increases to the population. Los Gatos is a town, not a city with multi-storied buildings.

## Master Land Use Alternatives Comparison Table

	Alternative A	Alternative B	Alternative C	Alternative D
<b>Population</b>				
Total Net New Population	2,834	4,598	5,587	7,682
Total Population	3,974	5,738	6,727	8,822
Total Projected 2040 Population	34,969	36,733	37,722	39,817
<b>Housing</b>				
Net New Dwellings	681	1,416	1,828	2,701
Potential Net New Accessory Dwelling Units	500	500	500	500
<b>Total Net New Dwelling Units</b>	<b>1,181</b>	<b>1,916</b>	<b>2,328</b>	<b>3,201</b>
Pending/Approved Dwelling Units	475	475	475	475
<b>Total Future Dwelling Units</b>	<b>1,656</b>	<b>2,391</b>	<b>2,803</b>	<b>3,676</b>
Dwelling Units Per Land Use Designation				
Low Density Residential (LDR) - in OA	95	141	180	283
Low Density Residential (LDR) - outside OA	43	160	164	264
Low Density Residential (LDR) - Total Dwelling Units	<b>138</b>	<b>301</b>	<b>344</b>	<b>547</b>
Medium Density Residential (MDR) - in OA	129	166	166	258
Medium Density Residential (MDR) - outside OA	120	315	315	561
Medium Density Residential (MDR) - Total Dwelling Units	<b>249</b>	<b>481</b>	<b>481</b>	<b>819</b>
High Density Residential (HDR) - in OA	104	104	236	322
High Density Residential (HDR) - outside OA	54	81	98	98
High Density Residential (HDR) - Total Dwelling Units	<b>158</b>	<b>185</b>	<b>334</b>	<b>420</b>
Neighborhood Commercial (NC) - in OA	30	76	192	194
Neighborhood Commercial (NC) - outside OA	2	7	7	25
Neighborhood Commercial (NC) - Total Dwelling Units	<b>32</b>	<b>83</b>	<b>199</b>	<b>219</b>
Mixed Use Commercial (MUC) - in OA	91	345	21	630
Mixed Use Commercial (MUC) - outside OA	13	21	449	66
Mixed Use Commercial (MUC) - Total Dwelling Units	<b>104</b>	<b>366</b>	<b>470</b>	<b>696</b>
<b>Employment</b>				
Employment	1,280	1,280	1,280	1,280
<b>Transportation</b>				
Traffic Congestion Increase Levels	Minimal Increase with 2 studied intersections seeing moderate increase in congestion	Minimal Increase with 3 studied intersections seeing moderate increase in congestion	Moderate increase with 4 studied intersections seeing moderate increase in	Moderate increase with 4 studied intersections seeing moderate increase in
Total Daily VMT (lower VMT better)	1,245,000	1,259,000	1,267,000	1,284,000
VMT per Service Population (lower VMT better)	22.65	22.20	21.95	21.48
<b>Fiscal*</b>				
Annual Revenue	\$ 4,320,000.00	\$ 5,796,000.00	\$ 6,564,000.00	\$ 8,378,000.00
Annual Costs	\$ 3,710,000.00	\$ 5,280,000.00	\$ 6,264,000.00	\$ 8,413,000.00
Net Fiscal Impact	\$ 610,000.00	\$ 516,000.00	\$ 300,000.00	\$ (35,000.00)
Residential Net Impact	\$ 190,000.00	\$ 96,000.00	\$ (121,000.00)	\$ (455,000.00)
Non-residential Net Impact	\$ 420,000.00	\$ 420,000.00	\$ 420,000.00	\$ 420,000.00
<b>Urban Form</b>				
Range of allowable building heights	up to 35 feet	up to 40 feet	up to 50 feet	up to 60 feet
Maximum number of stories	2 stories	3-4 stories	4 stories	5 stories

\*There will be increases in property tax revenues associated with redevelopment of commercial space, which is not shown here

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## Opportunity Area Dwelling Units by Alternative Comparison Table\*

		Alternative A					Alternative B				
		HDR	MDR	MU	NC	LDR	HDR	MDR	MU	NC	LDR
Outside OA	0	54	120	13	2	43	81	315	21	7	160
Pollard Road OA	1	0	8	0	4	2	0	10	0	9	5
North Santa Cruz Avenue OA	2	39	14	0	4	0	39	17	0	19	0
Winchester Boulevard OA	3	42	16	0	7	3	42	19	0	20	5
Lark Avenue OA	4	0	46	0	0	69	0	61	0	0	98
Los Gatos Boulevard OA	5	23	42	91	0	21	23	55	345	0	33
Union Avenue OA	6	0	1	0	11	0	0	2	0	17	0
Harwood Road OA	7	0	2	0	4	0	0	2	0	11	0
		158	249	104	32	138	185	481	366	83	301
		<b>Total</b>	<b>681</b>				<b>Total</b>	<b>1,416</b>			
		Alternative C					Alternative D				
		HDR	MDR	MU	NC	LDR	HDR	MDR	MU	NC	LDR
Outside OA	0	98	315	21	7	164	98	561	66	25	264
Pollard Road OA	1	0	10	0	21	13	0	17	0	21	25
North Santa Cruz Avenue OA	2	100	17	0	63	1	141	26	0	63	3
Winchester Boulevard OA	3	88	19	0	50	10	117	30	0	50	17
Lark Avenue OA	4	0	61	0	0	101	0	92	0	0	123
Los Gatos Boulevard OA	5	48	55	449	0	53	64	87	630	0	111
Union Avenue OA	6	0	2	0	32	1	0	3	0	34	3
Harwood Road OA	7	0	2	0	26	1	0	3	0	26	1
		334	481	470	199	344	420	819	696	219	547
		<b>Total</b>	<b>1,828</b>				<b>Total</b>	<b>2,701</b>			

*\*The following net new dwelling units include only those new units produced under each land use alternative. The totals exclude assumed accessory dwelling units (500 units) and pending/approved Town projects (475 units).*

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## Assumptions, Development Standards, and Net New Dwelling Unit Comparisons\*

Land Use Designation	Alternative A: Base Case - Low Growth								
	Redevelopment		Density Range (DU/AC)		Typical Density (DU/AC)		FAR	Dwelling Units	
	Outside OA	Inside OA	Outside OA	Inside OA	Outside OA	Inside OA		Outside OA	Inside OA
LDR	5%	5%	0 to 5	5 to 12	4	10	0.25	43	95
MDR	5%	10%	5 to 12	12 to 20	10	16	0.5	120	129
HDR	10%	10%	12 to 20	20 to 30	18	26	0.75	54	104
NC	5%	5%	0 to 20	10 to 20	18	18	0.5	2	30
MU	5%	5%	0 to 20	10 to 20	18	18	0.5	13	91
Land Use Designation	Alternative B: Medium Growth								
	Redevelopment		Density Range (DU/AC)		Typical Density (DU/AC)		FAR	Dwelling Units	
	Outside OA	Inside OA	Outside OA	Inside OA	Outside OA	Inside OA		Outside OA	Inside OA
LDR	5%	5%	5 to 12	8 to 16	10	14	0.25	160	141
MDR	10%	10%	12 to 20	14 to 24	16	20	0.75	315	166
HDR	10%	10%	20 to 30	20 to 30	26	26	1	81	104
NC	10%	10%	0 to 20	10 to 20	18	18	0.75	7	76
MU	10%	15%	0 to 20	20 to 30	18	26	0.75	21	345
Land Use Designation	Alternative C: Medium-High Growth								
	Redevelopment		Density Range (DU/AC)		Typical Density (DU/AC)		FAR	Dwelling Units	
	Outside OA	Inside OA	Outside OA	Inside OA	Outside OA	Inside OA		Outside OA	Inside OA
LDR	5%	10%	5 to 12	8 to 16	10	14	0.5	164	180
MDR	10%	10%	12 to 20	14 to 24	16	20	0.75	315	166
HDR	15%	15%	20 to 30	30 to 40	26	36	1.25	98	236
NC	10%	15%	0 to 20 *	20 to 30 *	18	26	0.75	7	192
MU	10%	20%	0 to 20 *	30 to 40 *	18	26	1	21	449
Land Use Designation	Alternative D: High Growth								
	Redevelopment		Density Range (DU/AC)		Typical Density (DU/AC)		FAR	Dwelling Units	
	Outside OA	Inside OA	Outside OA	Inside OA	Outside OA	Inside OA		Outside OA	Inside OA
LDR	10%	15%	5 to 12	12 to 20	10	16	0.75	264	283
MDR	15%	15%	14 to 24	14 to 24	20	20	1	561	258
HDR	15%	20%	20 to 30	30 to 40	26	36	1.5	98	322
NC	15%	15%	20 to 30 *	20 to 30 *	26	26	1	25	194
MU	15%	20%	30 to 40 *	30 to 40 *	36	36	1.5	66	630

**\*The following net new dwelling units include only those new units produced under each land use alternative. The totals exclude assumed accessory dwelling units (500 units) and pending/approved Town projects (475 units).**

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From: Nicholas Gera <[ngera@comcast.net](mailto:ngera@comcast.net)>  
Sent: Wednesday, December 11, 2019 4:30 PM  
To: Joel Paulson <[jpaulson@losgatosca.gov](mailto:jpaulson@losgatosca.gov)>  
Subject: 16492 Los Gatos Blvd

Hi Joel, Just following up on our conversation about the general plan update. I would like to request that the advisory board consider changing the general plan on 16492 Los Gatos Blvd from Low Density residential to Neighborhood Commercial . Please let me know if you need any additional information from me at this time. Thanks for your help. Nick Gera (408) 391-9081

**From:** Phil Koen <[pkoen@monteropartners.com](mailto:pkoen@monteropartners.com)>

**Sent:** Tuesday, January 14, 2020 3:26 PM

**To:** [melaniehanssen@yahoo.com](mailto:melaniehanssen@yahoo.com)

**Cc:** Joel Paulson <[jpaulson@logatosca.gov](mailto:jpaulson@logatosca.gov)>

**Subject:** Update on Meeting with Joel

Hi Melanie,

I met with Joel today and discussed my concerns with the draft alternative land use report. While it was a constructive meeting and Joel was very open and helpful, frankly, I am not sure if anything will be done as a result of my comments. I left with the sense there was little room for any changes to this draft report. The Town clearly has a "process to run" and they are driving that process.

Just how open is the GPAC to divergent thinking at this point? The land use report states that the goal of the land use alternatives process is to enable community input to help the Council identify "preferred land use alternative". Is that the really the case?

Let me quickly summarize my major points of concern:

- The alternative land use document appears to be written with a specific goal, namely to create a pathway for the Town to build an additional 2,000 housing units between now and 2040. This appears to be a "predetermined" outcome, set by the GPAC vs. arriving at this conclusion based on a studied analysis of most likely population and job growth requirements. The 2,000 number seems to be based on a belief that the current RHNA requirement of 619 (1,547 converted to a 20 year period) for the 8 year planning period from 2015 – 2023 will be materially increased in the next cycle. A 2,000 number would equate to a new RHNA number of 800 which would represent a 30% increase from 619. To frame this, the current 619 target represented a 10% increase from the prior RHNA planning cycle for 2007- 2014. Who knows if the 2,000 is correct or not, but it will definitely drive the recommendations regarding land use density and height. It is worth noting that San Diego County just received their new RHNA target and it increased approximately 6% from the prior cycle.
- It is clear that there was a "heavy hand on the scale" in drafting the population growth forecast for Alternatives C and D. There is no historical data that remotely supports the population growth shown in Table 5-1. ABAG, which is the government body that determines the RHNA requirement based on DOF forecasts, has their own population growth forecast that is 20% of Alternative D and 28% of Alternative C! Frankly, this feels "rigged" to me with regard to Alternative C and D forecasts and a radical departure from what has been forecast by DOF or ABAG. I have no idea why these alternatives are even in this report given they are so out of line.
- It is surprising that the report assumes no job growth. I understand that this is because the land use alternatives only assume new housing units. This results in total jobs remaining constant over the next 20 years as shown in Table 5-6. EMSI has forecast 9,403 new jobs in Los Gatos over the next 20 year period. If this is correct, how do you square this with the no job growth assumption? This no job growth assumption "tilts" the alternative land use squarely toward new housing units and away from commercial units. I am not sure why the GPAC did this.
- The distribution of new housing by subarea strikes me as not being fairly distributed. For example, subarea 5 which has the most land area is slated to get only 8 (1%) new units out of a total 681 under alternative A vs subarea 1 getting 211 (31%) and subarea 4 getting 216 (32%). I understand that this outcome resulted from the GPAC making the recommendation that there should be no hillside development. That direction obviously "tilted" the scale away from subarea 5 which strikes

me as not being balanced or fair. I'm wondering how the residents in subarea 1 and 4 would feel about that decision.

- Lastly we discussed the fiscal analysis section of the report. I believe this section has the most issues. I pointed out to Joel that the proper approach is to produce a 10 year forecast of the financial impact for each land use alternative. The core problem is that incremental property tax revenue (which is the main revenue source) is capped at a 2% per year increase while the cost to deliver town services have been inflating at over 5% per year over the past 5 years, largely driven by salary and pension expense increases. Given the differential in growth rates, within a very short number of years, the incremental expenditures will materially exceed the incremental revenues. There is no land use alternative presented that won't have a material adverse financial impact on the Town. Additionally the basic set of financial statements used for this analysis should be the town wide statement of activities and not the general fund statement. The town wide statement of activities captures the cost of delivering services for the entire town in addition to properly recording pension expense, capital expenditures and internal service revenues/expenses. You do not get the same level of information by solely looking at a general fund budget.

Melanie, I hope the GPAC will view these comments as constructive. I believe there are real problems with the report as it is currently drafted. I hope there is a willingness to take a step back and view the existing draft and make corrections. I am not sure there is anything else I can do at this point.

All the best,

Phil

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