

## General Plan/Downtown Specific Plan Update & 2021-2029 Housing Element

SPECIAL PLANNING COMMISSION MEETING
MAY 26, 2021



Planning & Community
Development
Staff; Placeworks

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MARGARET LIN, LRP MANAGER

ELIZABETH BAR-EL, AICP, PRINCIPAL

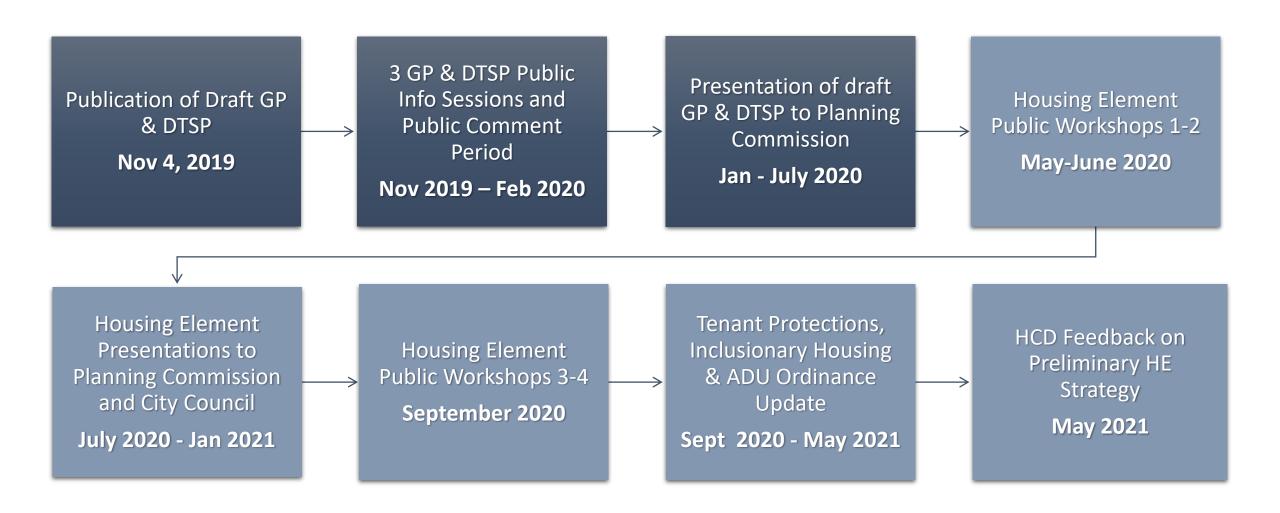
MANAGEMENT ANALYST

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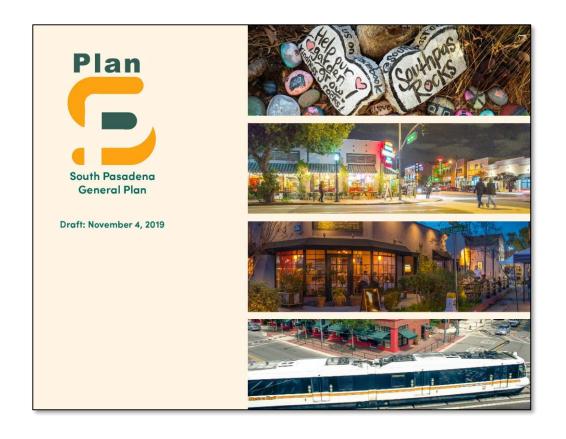
## Agenda

- ▶ Where are we?
  - Recap of previous General Plan/Downtown Specific Plan (GP/DTSP) discussions
  - Recap of previous 2021-2029 Housing Element discussions
  - Courtesy Review by California Department of Housing and Community Development (HCD)
- Next Steps
  - Integrate HCD's and PC feedback into a Draft Housing Element & Update Draft GP/DTSP
    - ▶ Draft Housing Element Programs
    - ► Housing Strategy Adjustments
    - ▶ Reconcile GP/DTSP Public Comment from Nov 2019-Feb 2020
    - ▶ Update GP/DTSP for consistency with Draft Housing Element

## GP & DTSP: Where Were We?



## Publication of Draft GP & DTSP (11/4/19)





## **Public Comments**

543 comments submitted by 55 individuals

#### **Categories**

- Active Transportation **>>**
- Affordable Housing **>>**
- Commercial development **>>**
- Climate Action Plan
- Creative community **>>**
- Development standards **>>**
- Economic development

- **Emergency Services**
- **Environmental Justice**
- Form based code
- Homelessness
- Housing **>>**
- Implementation **>>**
- Infrastructure

- Other
- Parking
- **Process**
- Public outreach/input
- Traffic
- Typographical error
- Zoning

## GP & DTSP Discussions with PC (1/20-7/20)

- **Development Standards** 
  - Intensities (FAR) and Densities (du/ac)
  - **Building Heights and Floor Heights**
  - Setbacks
  - **Frontages**

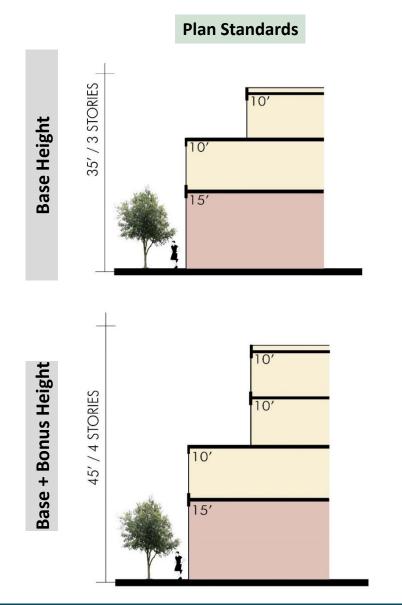
- **Community Benefits**
- Parking Standards
- Landscape Standards

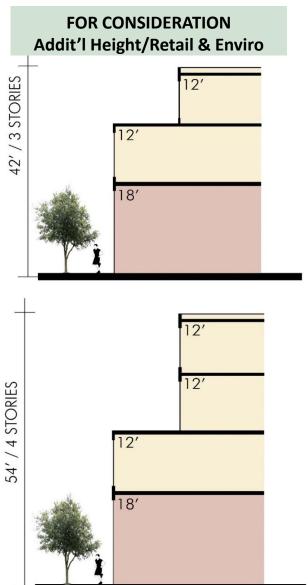
## Draft Development Standards | Building Heights

#### **FAIR OAKS AVENUE ZONE**

Base and bonus height standards are depicted in the left column diagrams.

For your consideration, additional height to meet objectives for energy efficient/ sustainable buildings and accommodate retail uses depicted in the right column.







## Draft Development Standards | Floor Area Ratios & Density

Comparison of a constructed mixed-use building with the draft Plan's standards for height and density

Encinitas, CA

	Encinitas	Draft SP
Height	3/38′	2/25' (NA) 3/35' 3-4/45'
FAR	1.8	2.5
Units/Acre	48	30

#### **Conclusions:**

DTSP intensity (FAR) exceeds feasible FAR within height limits, while density (du/ac) is considerably less than feasible; may want to reduce FAR

**Presented 5/12/20** 

Development Prototype: Aerial View



Development Prototype: Street View

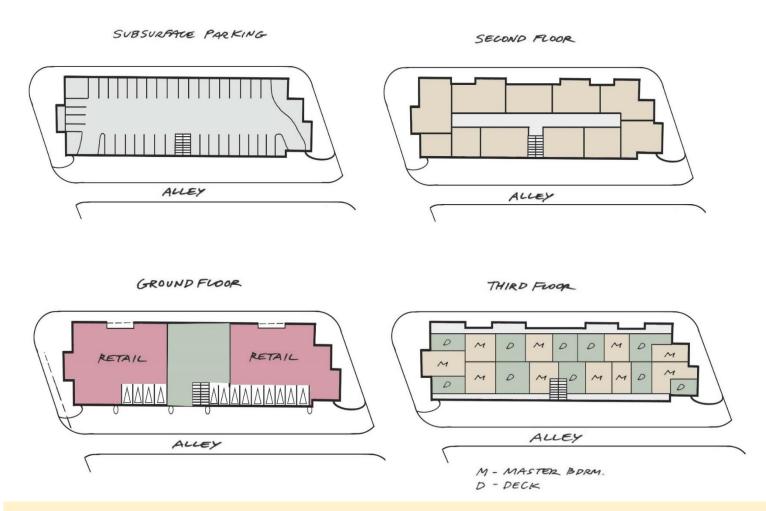


DRAFT August 11, 2015

# Draft Development Standards | Floor Area Ratios & Density

Comparison of a proposed mixed-use building containing housing above ground floor retail and public plaza with the draft Plan's standards for height and density

Ventura, CA



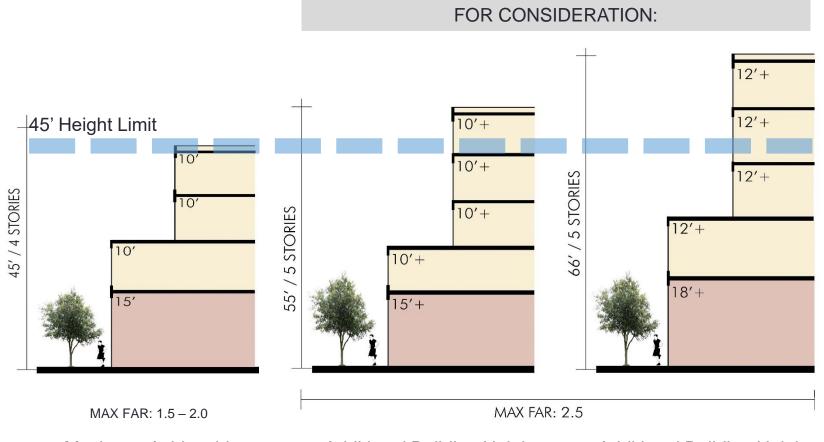
Conclusions: Typical Achievable Density/Intensity with a 45' Height Limit and Setback and Open Space Requirements:

FAR 1.8 | DU/AC 50



## Draft Development Standards | Floor Area Ratios & Density

**Conclusions:** Increased building heights would be required to accommodate current Draft Plan's standard for intensity (FAR 2.5), requiring voter approval (\*or application of State Density Bonus)



Maximum Achievable **FAR Within Draft Bonus** Height Standard

Additional Building Height Required to Achieve Draft Plan's FAR 2.5 Standard

Additional Building Height to Achieve Sustainable Standards with FAR 2.5



# Draft Development Standards | Floor Area Ratios & Density

#### **Conclusions:**

- For your consideration specified height limits would allow City to achieve greater density
- Draft 2.5 FAR cannot be constructed within height limits; 2.0 FAR is more realistic for 45'



	Height: 25'	Height: 35'	Height: 45'		
FAR					
• Plan: 2.5	Not feasible	Not feasible	Not feasible		
<ul> <li>Max feasible</li> <li>FAR</li> </ul>	<ul><li>0.35 (surf prkg)</li><li>1.2-1.5 (subt prkg)</li></ul>	1.5 – 1.7	1.8 – 2.0		
DENSITY (with structured or subterranean parking)					
<ul> <li>Plan: 24-30 du/ac</li> </ul>	Feasible for 100% residential or horizontal mixed use only	Feasible	Feasible		
<ul> <li>What is Feasible?<sup>2</sup></li> </ul>	Not feasible	36-52 du/ac	52-87 du/ac		
REQUIRED BUILDING HEIGHTS FOR SUSTAINABLE BUILDINGS AND ACTIVE GROUND LEVEL RETAIL					
	30'-32' (stories)	40'-42' (3 stories)	52'-54' (4 stories)		

<sup>&</sup>lt;sup>1</sup>Buildings vertically integrating housing above retail require 3 story minimum; horizontal mix is feasible

<sup>&</sup>lt;sup>2</sup>Additional permitted density within prescribed building height standards provides additional capacity for housing development

## Development Standards: Building Placement

#### **MISSION STREET ZONE**

#### **Conclusions:**

- New development conforming to the Draft Plan's standards would result in a consistent "building wall" along the Mission Street frontage, contributing to an enhanced pedestrian environment
- For consideration: Create standards for a setback or landscape in these areas













## Development Standards: Building Placement

#### **FAIR OAKS AVENUE ZONE**

#### **Conclusions:**

- New development conforming to the Draft Plan's standards would result in a consistent "building wall" along the Fair Oaks frontage, contributing to an enhanced pedestrian environment
- Existing surface lots would be replaced by infill buildings
- For consideration: Should standards require landscape in front setbacks?











## Draft Development Standards | Building Heights

#### MISSION STREET ZONE

Bonus height for projects providing community benefits

#### To receive a height bonus, a project must:

Provide 10% affordable housing

#### and at least one of the following:

- Provide public parking spaces (at least 50% of all of the required off-street parking spaces and no less than 25 spaces)
- Provide a public park
- Achieve USGBC level silver or higher sustainable building and/or site development standards
- Improve street frontages along Mission or Fair Oaks by removing surface parking or vacant lots along the street
- Provide public amenities greater than Code requirements such as landscaped plazas, bicycle and active transportation support facilities, or public parking spaces
- Provide community-desired goods and services not available elsewhere in the Downtown area such as a hotel
- Provide affordable housing units greater than the 10% specified in this section
- Demonstrate a net fiscal impact *Presented 5/12/20*



## Comparison of Parking Standards

	Zoning Code	Mission Street SP Core	Draft Downtown SP	
Commercial	<ul> <li>Most uses: 4 spaces/1K GSF</li> <li>Less intensive types of commercial uses (e.g., appliance stores and copy centers): 2 spaces/1K GSF</li> </ul>	<ul> <li>4 spaces/1K GSF</li> <li>3 spaces/1K GSF if central parking for 150+ vehicles</li> <li>Bicycles: 1 secure spaces/4 auto spaces</li> </ul>	<ul> <li>2 spaces/1K</li> <li>Up to 25% reductions for projects with 50+ required spaces:</li> <li>5 spaces/1 electrical vehicle</li> <li>1 space/5 shared bicycles</li> <li>1 space/5 monthly transit passes</li> </ul>	
Residential	<ul> <li>1 bedroom: 1 space</li> <li>2+ bedrooms: 2 spaces, plus 1 guest space/2 units</li> </ul>	<ul> <li>1 bedroom: 1 space (not tandem)</li> <li>2+ bedrooms: 2 spaces (may be tandem)</li> </ul>	<ul> <li>Studio and 1 bedroom: 1 space</li> <li>2+ bedrooms: 1.5 space/unit (unbundling required per policy)</li> </ul>	
Restaurant	• 10 spaces/1K GSF	• 10 spaces/1K GSF	Defaults to MSSP and Zoning Code	
Fast Food	• 20 spaces/1K GSF	• 12 spaces/1K GSF	Defaults to MSSP for Core Area and Zoning Code for remaining area	
Historic	Only as much parking as can be accommodated to rear of the building			

Presented 6/9/20



## June 9, 2020 Planning Commission: Discussion Summary

#### **Responses to Parking Standard Questions**

- 1. General agreement that parking standards in proximity to the Gold Line transit station could be considered for further reductions based on findings of parking study.
- 2. Incentives should be provided for code-required parking to be provided in shared parking structures in proximity to the transit station, but not required.
- 3. Establishment of parking maximum limits in lieu of minimums should be considered.
- 4. Parking standards for restaurants in the DTSP area should be less than other commercial areas in the City, based on consideration of successful models implemented by other communities in comparable pedestrian-active districts.
- 5. Additional criteria for the reduction of parking requirements may include the development of passenger drop-off/pick-up areas, call stations, shuttles, flexible amenities, and/or implementation of other physical improvements.

## June 9, 2020 Planning Commission: Discussion Summary

- Agreement that the DTSP's parking standards should be revised for consistency with Policies and Actions as follows:
  - A4.8d Reduce the minimum parking requirements for research and development, offices and laboratories and for offices, administrative, corporate from 3 spaces per 1,000 square feet of gross floor area to 2.5 spaces per 1,000 square feet.
  - **A4.8e** Amend the code for restaurants—not part of multi-tenant retail site or building so that for new uses occupying an existing space of any size (rather than 1,200 square feet or less), no new parking is required.
- Consensus supporting the revision of parking standards to be based on net square feet versus the current gross square feet of building area.
- General support for the use of curbside and on-site parking areas for outdoor dining and other amenities with possible differentiation of standards for improvements on Mission Street and Fair Oaks Avenue and flexibility to adjust over time due to experience in implementation. Some concerns regarding compatibility with traffic flow and bicycle lanes.



## Draft Development Standards | Landscape Standards

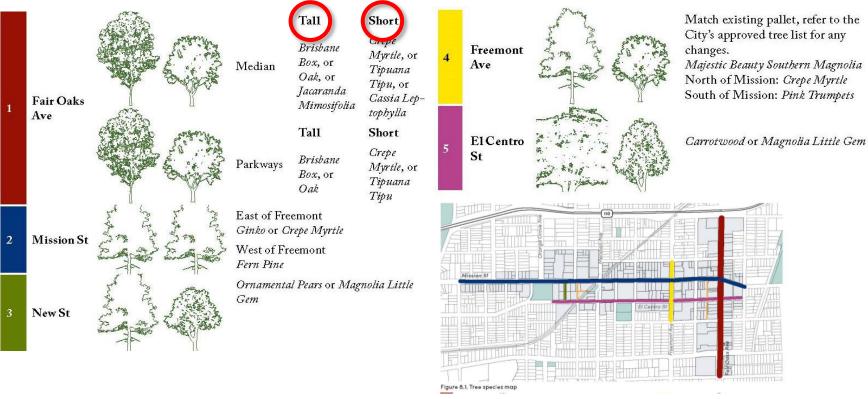
#### 8.1C Streetscape Standards

1. Street trees shall be consistent with, or similar to, species identified in Figure 8.1.

#### **Conclusions:**

Tall: 6'-8'

Short: 4'-6'





## Specific Plan Landscape Standards for New Projects

#### 8.1C Streetscape Standards

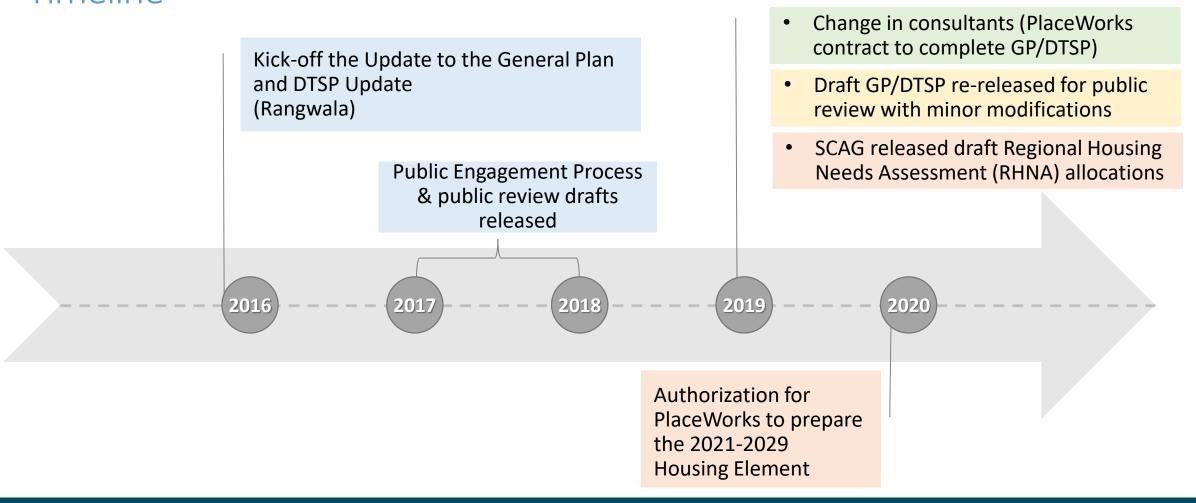
- 1. Street trees shall be consistent with, or similar to, species identified in Figure 8.1.
- 2. Street tree spacing shall be no less than 25 feet and no more than 45 feet on center. Consistency in tree spacing and species shall be used to create strong spatial definition for the streetscape. Street tree planting shall take into consideration the existing spacing for street lights, guy wire, and utility poles.
- 3. Existing context, street characteristics, and site attributes should be considered when selecting a tree species.
- 4. Runoff from sidewalks shall be conveyed to planted parkways.
- 5. Street trees are subject to review and approval by the City.

#### **Considerations:**

- Tree species are approved by Public Works; the list can vary over time.
- New trees must be drought-tolerant.
- Street trees required to be irrigated by pipe connections from adjoining property owner; drip irrigation required.
- Tree spacing standard (#2): Needs to be flexible to allow for driveway access, utility boxes, and other public infrastructure.



# General Plan/Downtown Specific Plan and 2021-2029 Housing Element Timeline



## General Plan/Downtown Specific Plan and 2021-2029 Housing Element Timeline

City's RHNA Appeal was denied

More public engagement on housing initiatives (ADUs and IHO)

Release draft PEIR for public review

Release draft Housing Element for public review

Address public comments received (2019 draft)

 Integrate Housing Element policies & programs into the GP/DTSP Update

Release revised draft GP/DTSP Update for public review

Public workshops to review draft

2021

**RNOP/Scoping Meeting** 

2022

Certification of the PEIR

Adoption of the Housing Element

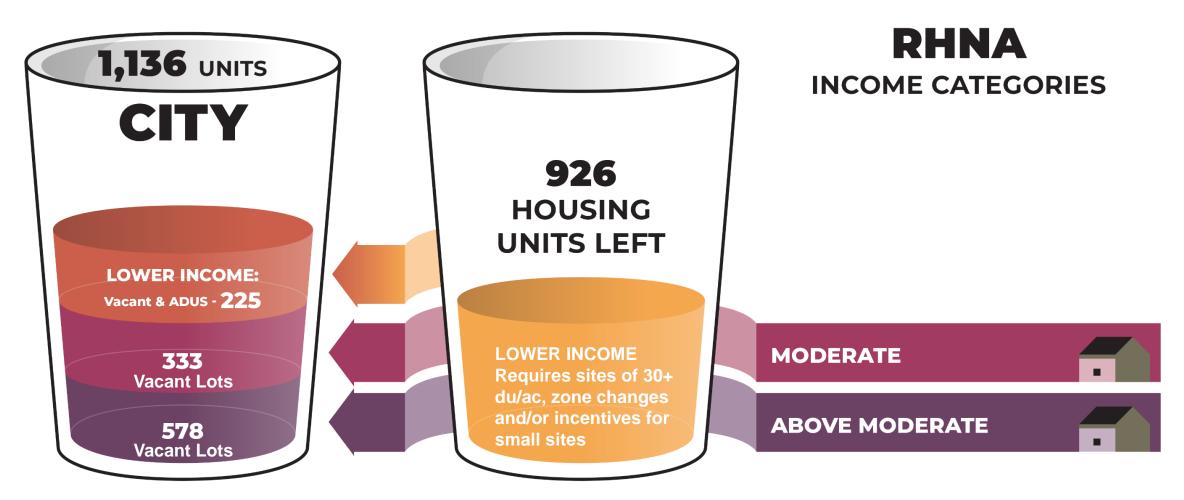
Adoption of the GP/DTSP Update



## Housing Element Public Meetings (5/20-3/21)

- Four (4) Public Workshops
- Ten (10) Planning Commission study sessions or updates on the Housing Element, RHNA or related housing policies such as ADUs, tenant protections, and inclusionary housing

## Capacity to meet RHNA (ADUs, GP, DTSP)





## Remaining RHNA to Address: 926 units

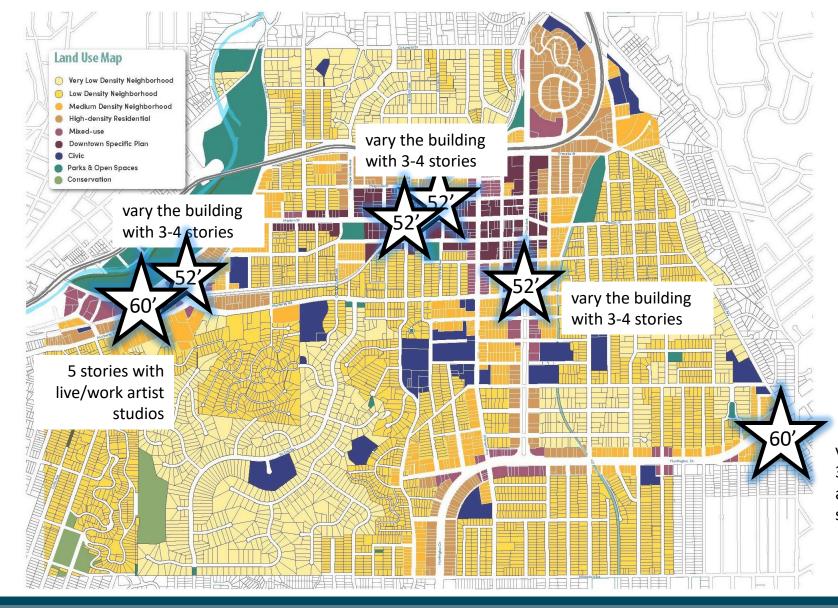
- Ways to Address Remaining RHNA (Updated 7/18/20)
  - Redevelop Underutilized Lots in Downtown and Neighborhood Centers (~370 units)
  - Rezone Non-Residential for Multi-Family buildings (~100 units)
    - (Fremont, Monterey Road)
  - Rezone Open Space for Multi-Family buildings (~475 units)
    - (Arroyo Seco, Altos de Monterey)
  - Rezone and incentivize Single-Family Neighborhoods to allow Multi-Family buildings (tbd)
    - (Allow 16-unit Multi-Family housing and subdivision of lots for small lot development)
  - Aggressive ADU policy to incentivize affordability for ADUs
    - (Baseline already includes this assumption. Without aggressive ADU policy, shortfall is larger)
  - Increase heights and densities on strategic sites in DTSP and Neighborhood Centers to maximize units (~476 units)
    - (mix of 3-5 stories on five (5) sites in Downtown, Huntington Dr and Ostrich Farm)



## Height Increase Recommended for 6 sites

#### **Downtown &** Neighborhood **Centers**

Height increase up to 52' - 60' at six\* sites (\*one site added for consideration based on July 21 PC discussion)



vary the building with 3-5 stories + architectural feature such as a cupola



### Fair Oaks Ave: Vons Site

APNs: 5315004066, 5315004083, 5315004084, 5315004085

Address: 1105-1141 S Fair Oaks

Size: 3.95 Acres

Adjacent to 260 Bus Stop







### Vons Site: The Orchard Precedent

Location: Azusa

Type: Market-Rate

 Parking: 312 spaces total (1.35/unit), underground and at-grade

Commercial: 23,000 sf

Units: 163

Height: 4 stories

Density: 73 units/acre



Baseline Assumption (50 du/ac, 4 stories, 45')

157 Units\*

Proposed Height + Density (65 du/ac, mix 3-4 stories, 52')

257 units\*\*

\*\* Assumes 100% site redevelopment



<sup>\*</sup> Assumes 80% site redevelopment

## Vons Site: 60 du/ac in Old Town Monrovia

**Location: Monrovia** 

**Height: 4 stories** 

**Density: 60 units/acre** 





**Baseline Assumption** (50 du/ac, 4 stories, 45')

157 Units\*

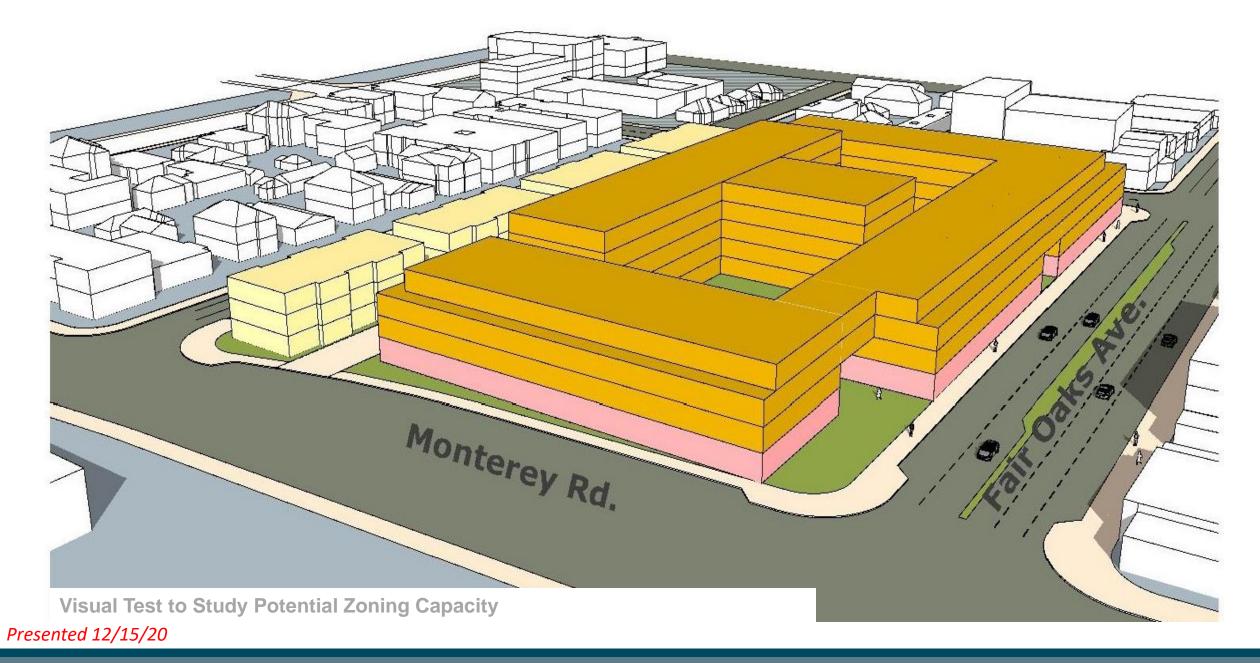
**Proposed Height + Density** (65 du/ac, mix 3-4 stories, 52')

257\*\* units

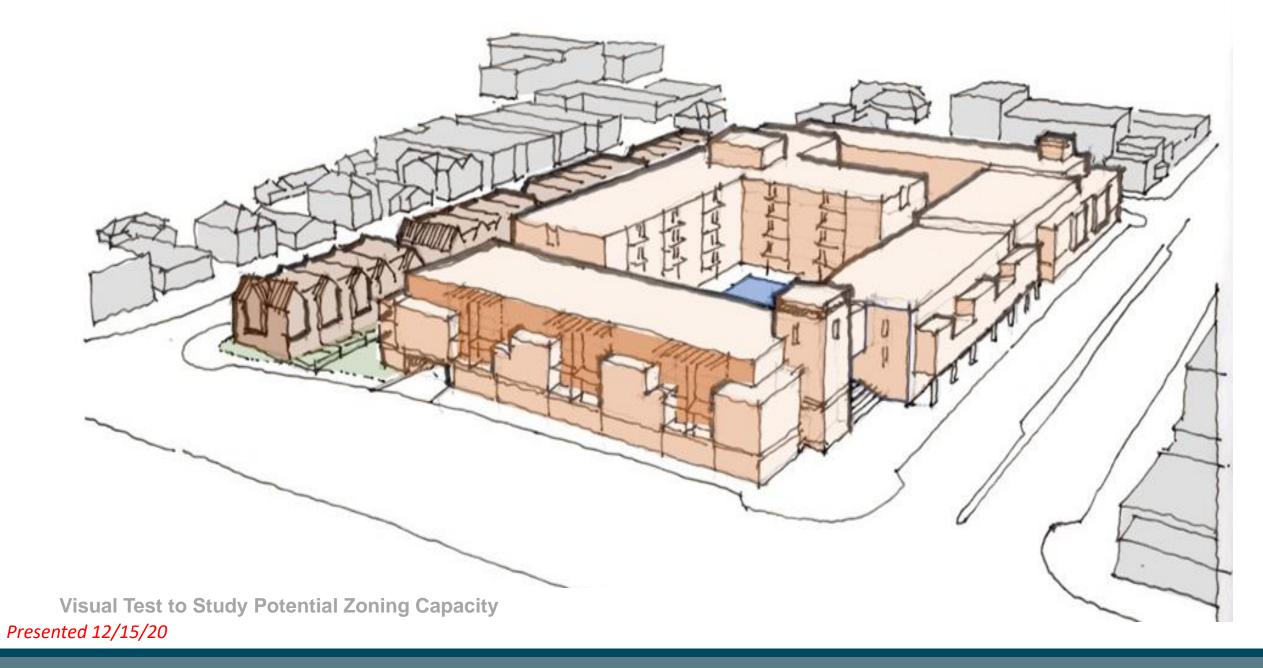


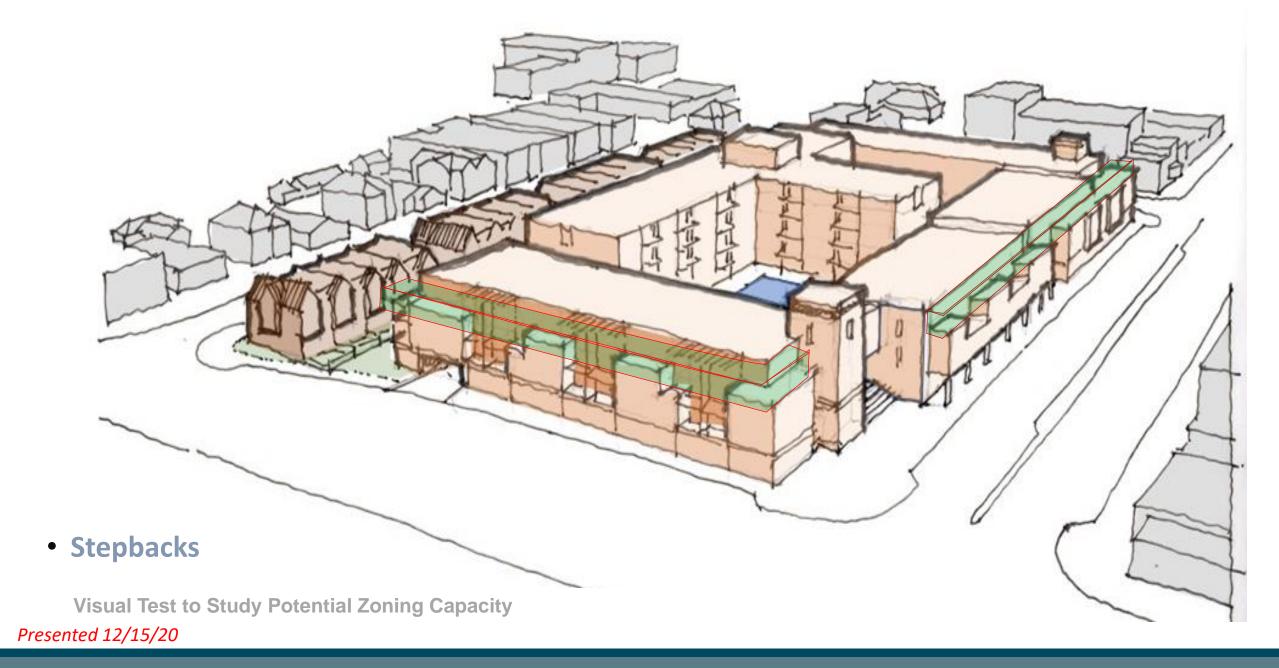
<sup>\*</sup> Assumes 80% site redevelopment

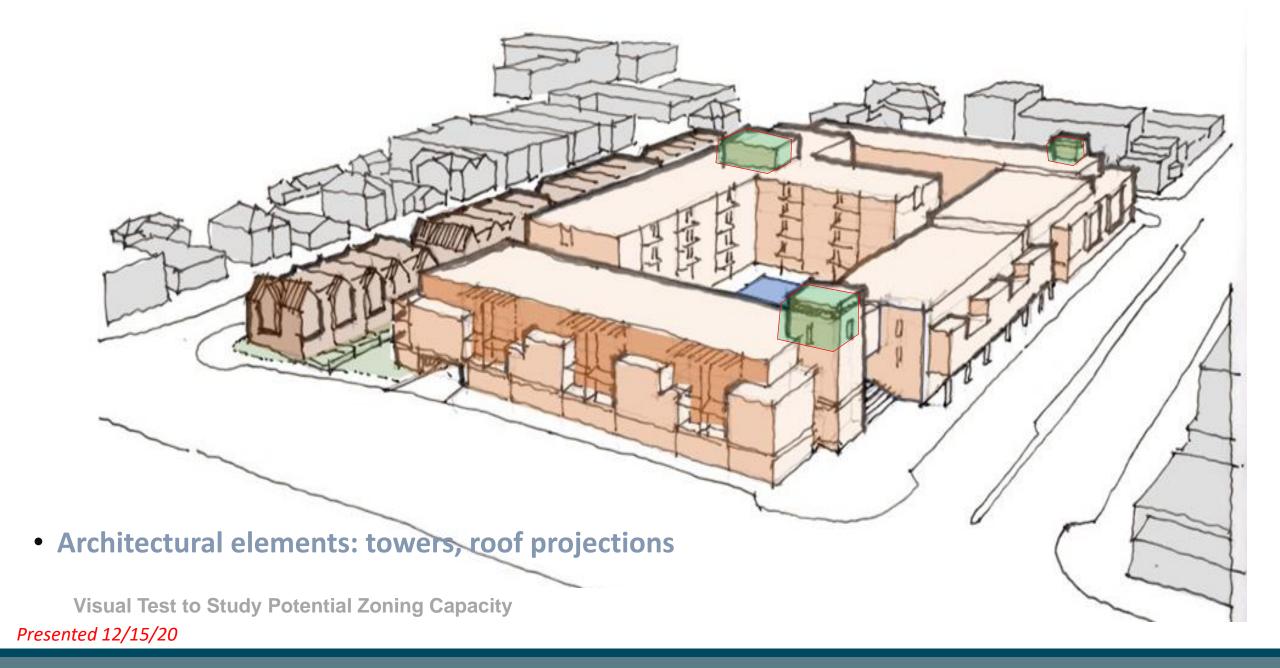
<sup>\*\*</sup> Assumes 100% site redevelopment



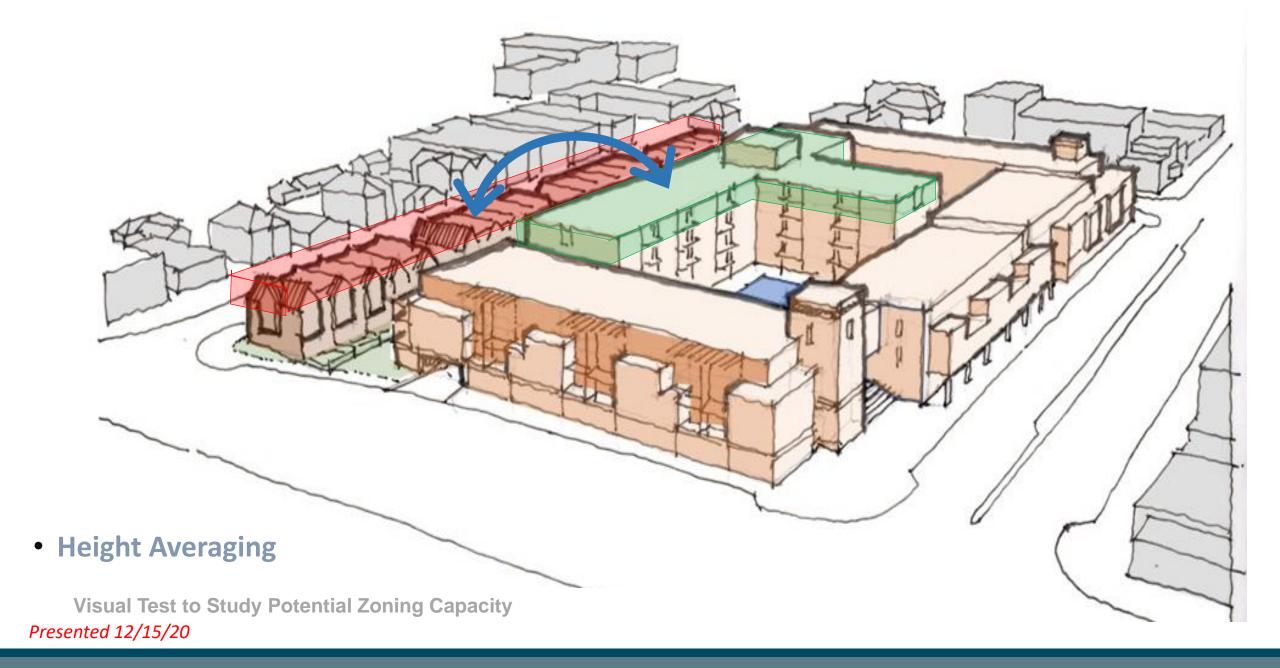


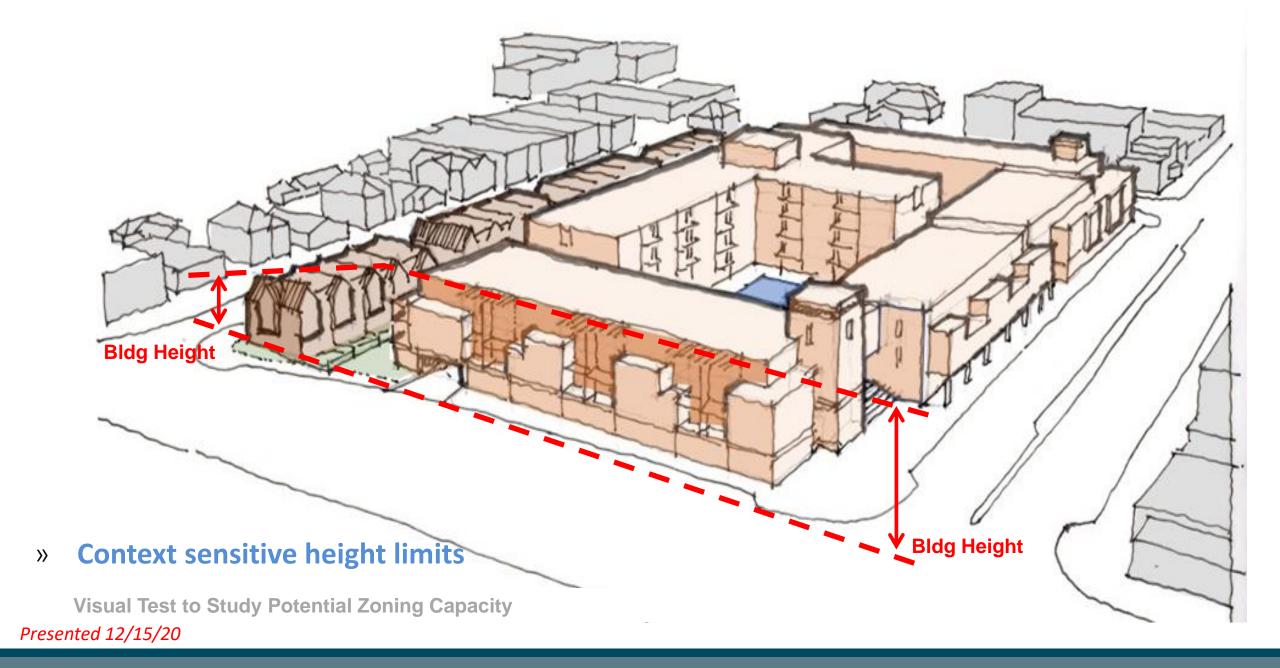




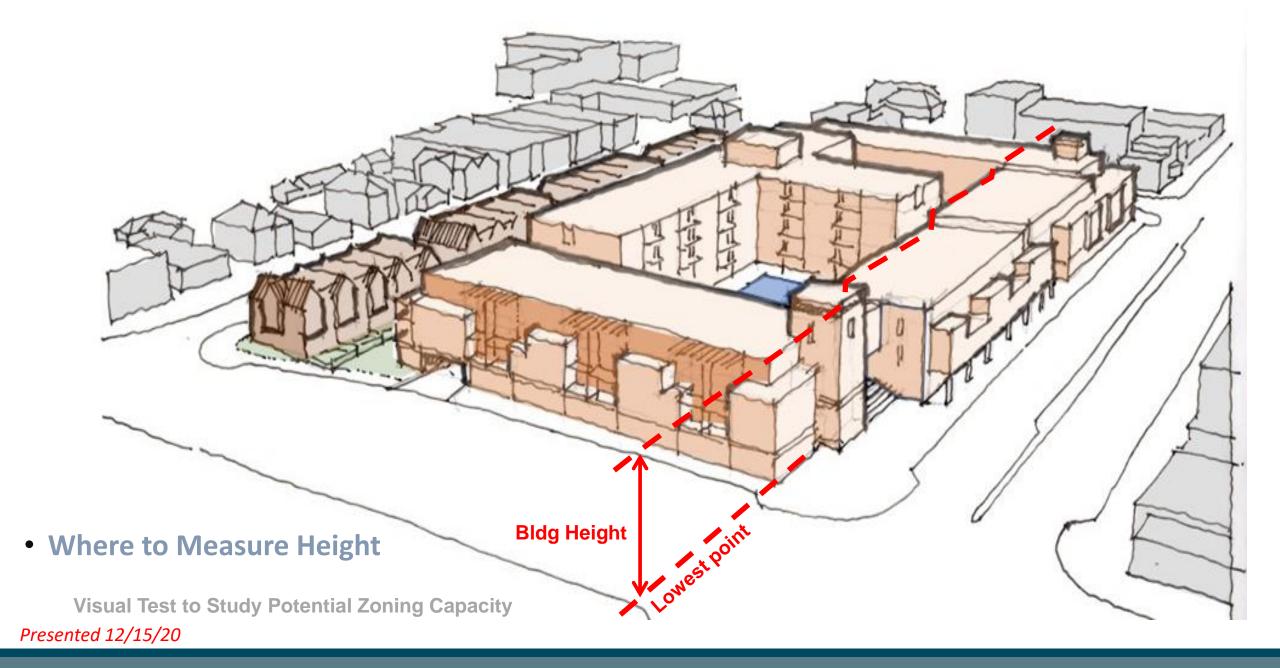




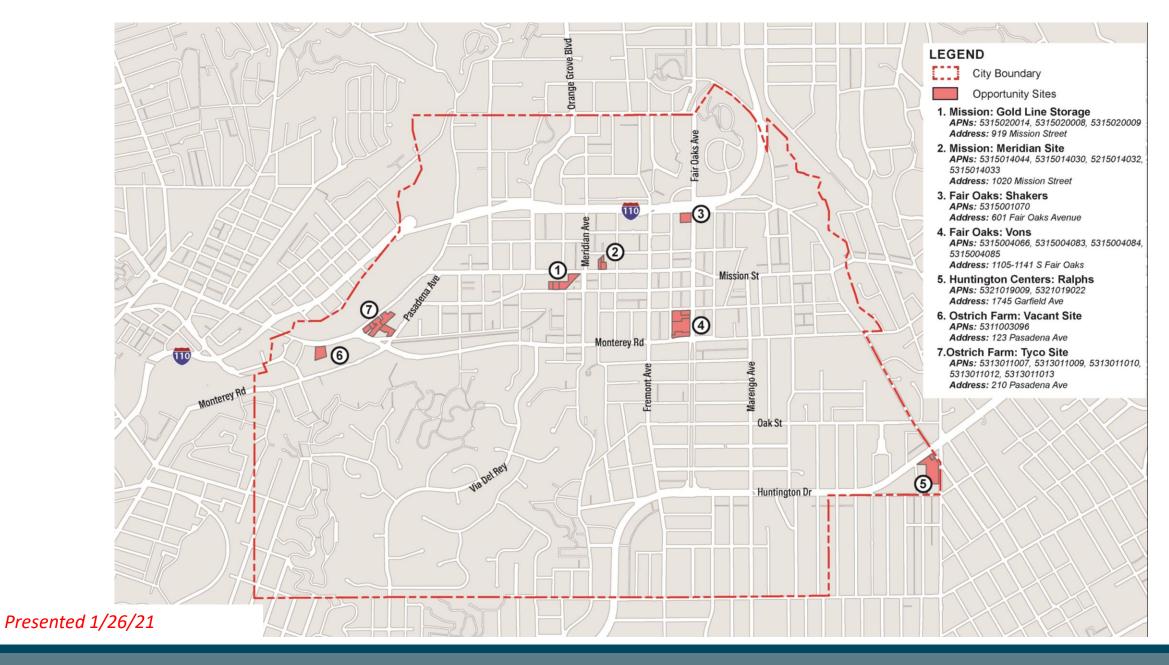




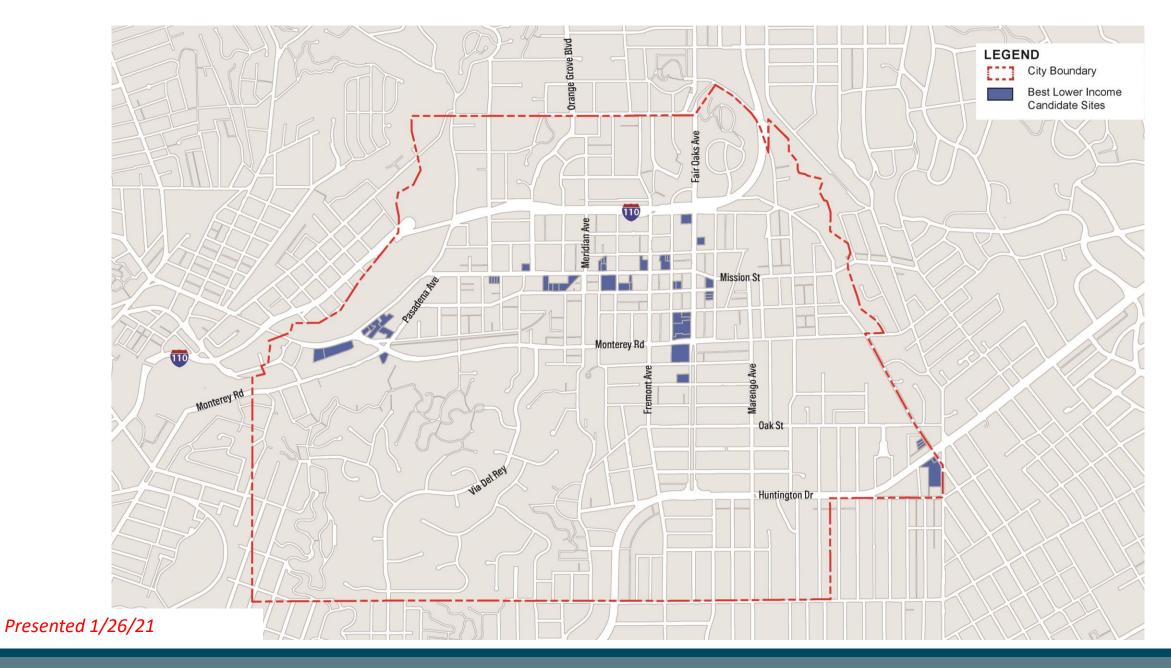






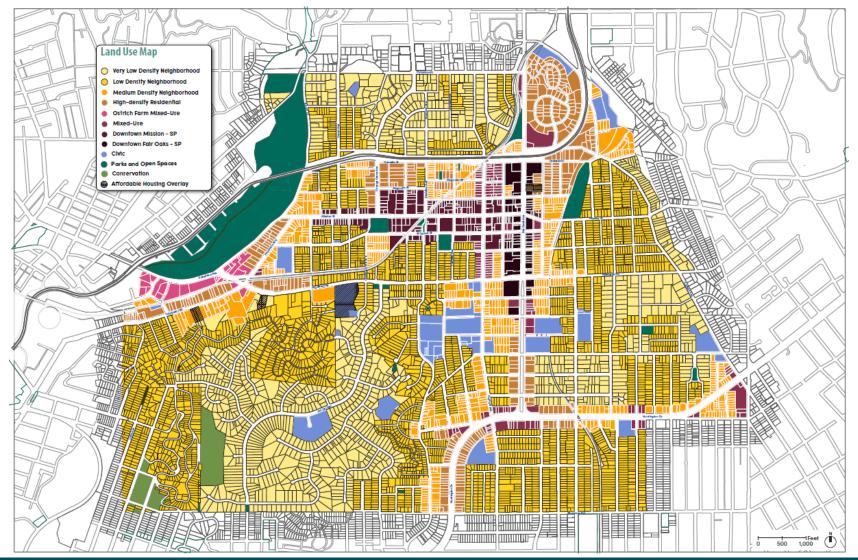








# Current Working Draft of Land Use Map Changes





Looking Forward for the 2021-2029 Housing Element

SOUTH PASADENA'S HOUSING CONSTRUCTION OVER PAST 40 YEARS;

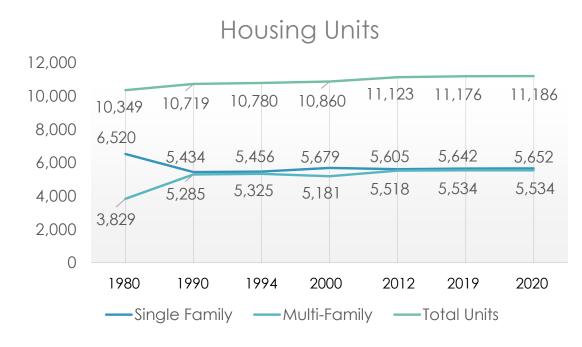
MOVING TOWARD A MORE INCLUSIVE FUTURE

# South Pasadena's Housing History

### **Construction of New Housing Units**

- Over 40 years: A total of 839 net new units.
- ► 1980-90: Most significant decade of multi-family housing production
- ➤ 2000-2012: Exception: 337 new MF units
- Single-Family vs: Multi-Family:
  - Now nearly 50-50

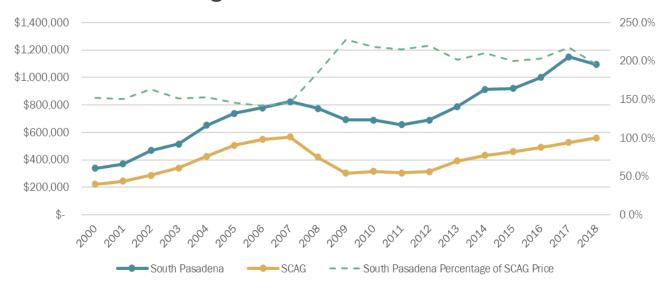
### Housing Stock 1980-2020



Source: California State Department of Finance, 2021

# A New Era: Addressing a Regional Housing Shortfall

### Median Home Sales Price for Existing South Pasadena Homes



Source: SCAG Local Profiles, Core Logic/Data Quick. Median home sales price calculated as household-weighted average of county medians, 2020

### **South Pasadena's Challenge:**

- Housing that is inclusive
- Housing that is affordable
- Maintain low-scale character encourage
   ADUs in single-family districts
- Mixed-use Zoning: Higher density housing that maximizes transit advantages and preserves City open space
- ▶ 100% affordable housing projects on a Cityowned property?

# Increasing Senior Housing Addresses Existing and Future Needs

# Seniors: 14% of population; 22% of all households

- ► 74% of seniors (over 65) own their homes
- Seniors age 65+ own 43% of owneroccupied units (homes)
  - ▶ 33% of homes: owned by seniors over 75 years old.
- Aging seniors: have few options to downsize and stay within South Pasadena

### **Housing for Seniors:**

- ADUs
  - "Downsizing in Place" to provide housing for extended family
- Senior Housing
  - ➤ Only three existing facilities in So. Pas (+1 recently approved) Add more Market Rate and affordable
- Mixed-use housing in Downtown
  - Attractive for seniors seeking walkability and convenience
- ► Home improvement programs
  - For low-income seniors to remain in their homes

HCD Courtesy Review: Preliminary Submittal of Working Draft (March 26, 2021) RHNA AND SITES ANALYSIS

PROGRAMS IN SUPPORT OF APPROACH TO MEETING THE RHNA

APPENDIX WITH MAPS AND DETAILED INFORMATION ABOUT SITES

# Courtesy Preliminary Submittal to HCD – Sites Detail

Each site identified to address a portion of the lower income RHNA is included in a draft appendix with an exhibit and details including parcel size, land use, zoning, proposed density, realistic units, existing uses, and whether the property owner has expressed interest in residential development.



Yes

income

Yes

Parcel Numbers

Current Zoning

Proposed Zoning

Vacant or Non-Vacant

Realistic/Net Units

Development?

Current General Plan Land Use

Proposed General Plan Land Use

Rezoning or Change to Land Use Required?

Density or Proposed Density (units per acre)

Property Owner Interest in Residential

Site Size (acre)

5313011007, 5313011009, 5313011010, 5313011012, 5313011013 Business Park/Research & Development Ostrich Farm Zone Ostrich Farm Mixed-Use Non-Vacant 50 du/ac. 81 lower-, 41 moderate-, 41 above moderate-

Existing uses include parking lots and underutilized industrial

buildings. All parcels have the same owner. Owner

interested in developing a few hundred units of

high-density housing on

the site.



# Housing Element Program Development

### **Public Draft Housing Element Programs will include:**

- 1. 2014-2021 programs continued with small modifications
- 2. New to address state law
- 3. New to address community housing needs
- 4. New to support the approach to meeting the RHNA

# Comparison of Site Capacity and RHNA Presented to HCD for Feedback

	Extremely Low	Very Low	Low	Moderate	Above Moderate	Total
Accessory Dwelling Units Anticipated	84	50	242	12	167	555
Vacant Sites With Suitable Zoning	0		54	257	311	
Vacant Sites Needing Zoning Changes	53		0	0	53	
Non-Vacant Sites Needing Zoning Changes	762		305	304	1,371	
2021–2029 RHNA	757		398	334	578	2,067
Surplus RHNA	36		37	150		

# Projected ADUs Presented to HCD

#### **HCD Feedback:**

- 555 number (approximately 67 ADUs per year) is too high based on past trends and proposed programs
- Strengthen the programs supporting ADU creation especially if the City wants to pursue a higher number of units than the "safe harbor"
- Final ADUs proposed should be closer to historic numbers and/or verifiable new trends

# Comparison of Site Capacity and RHNA

	Extremely Low	Very Low	Low	Moderate	Above Moderate	Total
Accessory Dwelling Units Anticipated	84	50	242	12	167	555

# Realistic Capacity on Sites for Lower Income RHNA Presented to HCD

- HCD Feedback: Maximum allowed density may not be a fair realistic assumption for capacity
- City took into account the effect of new Inclusionary Housing regulations adopted since Working Draft was sent to HCD (but counted only baseline density units per HCD directives.)
- City to rework capacity, including unit mix and providing more analysis about Inclusionary regulations and State Density Bonus

Vacant Sites Needing Zoning Changes	53	0	0	<b>53</b> c
Non-Vacant Sites Needing Zoning Changes	762	305	304	1,371



### Vacant Sites Presented to HCD

- Feedback from HCD: Confirm suitability of all vacant sites
- City to further refine and clean up sites from working draft

Vacant Sites With Suitable Zoning	0	54	257	311
Vaccat City New Horse Zening Changes	F2	0	0	F2

# Adjustments to the Working Strategy for the Public Draft

- 1. Provide more narrative and analysis on the sites, including how recent trends and new strategies will accommodate much more housing than in the past
- 2. Reduce projected ADU numbers (support with 2021 trends and strengthened programs)
- 3. Evaluate consolidated parcels
- 4. Review and remove inappropriate sites; balance loss with other sites/strategies
- 5. Add additional sites to receive affordable housing overlay
- 6. Rework capacity calculations on sites assuming 100% of maximum development capacity
- 7. Provide additional analysis of Inclusionary Housing regulations and supportive research on State Density Bonus effect on potential number of units (without including bonus units in sites inventory)
- 8. Identify additional potential strategies to meet RHNA

# Other Strategies to Address the RHNA

### 1. Strategies Evaluated – No Longer Pursuing

- » Increase in Citywide height limit (State Density Bonus already allows for more height if adding units)
- » Non-vacant sites where property owner has responded that they have no interest in redevelopment or sites with active, viable uses
- » Sites Smaller than 0.5 acres that don't show strong likelihood of being consolidated\*
- » Sites with excessive environmental or access constraints including sites designated for open space
- » Majority of historic sites
- » Other vacant parcels not zoned for residential uses
- » Increasing density in most lower density neighborhoods

# Other Strategies to Address the RHNA

### 2. HCD Suggested Strategies – To Be Explored

- » Pursuing 100% affordable housing projects on City-owned sites
- » Allowing high density residential on all church sites over a certain size
- » Amending Community Facilities zone to expand permitted uses to allow multifamily development

# Summary: Housing Policy to Meet RHNA and Steward the City Into a New Era

- ► Rezoning for mixed-use, increased density Downtown and Centers, and affordable housing overlay
- ADUs
  - ▶ 30 applications received in 2020
  - ▶ 18 received as of May 15, 2021; some applicants are waiting until June 4, 2021 for the new ADU Code changes to become effective before submitting
- Facilitate application processing & on-site Inclusionary housing
  - Encourage streamlined density bonus and better architectural design and support multi-family projects with on-site affordable units
- Explore use of publicly owned sites for 100% affordable housing projects

# Next Steps

- Summer Fall 2021
  - ▶ Program Environmental Impact Report (PEIR) Release Draft for Public Review
  - ► Housing Element Release Draft for Public Review
  - ► General Plan/Downtown Specific Plan Address public comments received (2019 draft); and release revised draft update for public review
- Winter 2021/2022
  - Certification of the PEIR
  - ► Adoption of the 2021-2029 Housing Element
  - ► Adoption of the General Plan/Downtown Specific Plan

# For more information, please visit:

General Plan/Downtown Specific Plan Update:

https://www.southpasadenaca.gov/government/departments/planning-and-building/general-plan-downtown-specific-plan-update

2021-2029 Housing Element:

https://www.southpasadenaca.gov/government/departments/planning-and-building/housing-element-update-2021-2029

Program Environmental Impact Report:

https://www.southpasadenaca.gov/government/departments/planning-and-building/general-plan-downtown-specific-plan-update/program-environmental-impact-report

# **Public Comment**



Planning Commission<br/>Discussion Questions

# Planning Commission Discussion Questions

- 1. Do Commissioners agree with the locations identified and proposed densities in the sites inventory for housing or mixed-use commercial/residential use?
- 2. Do Commissioners have additional suggestions for housing locations or strategies that have not been considered which would allow the city to meet the RHNA allocation? Are
- 3. Are Commissioners supportive of the proposed Overlay Zone strategy to assist with meeting the RHNA allocation?
- 4. Do Commissioners support the other assumptions for the GP in terms of commercial and office uses?
- 5. Do Commissioners have comments or suggestions in regard to the Housing Element programs that were presented to HCD for preliminary review?
- 6. Do Commissioners have suggestions for Psomas to focus on as they evaluate potential environmental impacts through the PEIR?

# Adjustments to the Working Strategy for the Public Draft

- 1. Provide more narrative and analysis on the sites, including how recent trends and new strategies will accommodate much more housing than in the past
- 2. Reduce projected ADU numbers (support with 2021 trends and strengthened programs)
- 3. Evaluate consolidated parcels
- 4. Review and remove inappropriate sites; balance loss with other sites/strategies
- 5. Add additional sites to receive affordable housing overlay
- 6. Rework capacity calculations on sites assuming 100% of maximum development capacity
- 7. Provide additional analysis of Inclusionary Housing regulations and supportive research on State Density Bonus effect on potential number of units (without including bonus units in sites inventory)
- 8. Identify additional potential strategies to meet RHNA