

## 12. LAND USE AND PLANNING

This chapter describes the existing land use and planning resources in the General Plan Study Area.

### 12.1 REGULATORY FRAMEWORK

This section summarizes regulations for land use at the State, regional, and City level.

#### 12.1.1 STATE REGULATIONS

##### 12.1.1.1 Cortese-Knox Act

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 establishes a Local Agency Formation Commission (LAFCo) in each county in California, and authorizes these commissions to review, approve, or deny proposals for boundary changes and incorporations for cities, counties, and special districts. The LAFCo establishes a “sphere of influence” (SOI) for cities within their jurisdiction that describes the city's probable future physical boundaries and service area. The Hollister SOI is regulated by the San Benito County LAFCo. The Hollister SOI is shown on Figure 1-2 in Chapter 1 of this Environmental Baseline.

##### 12.1.1.2 SB 330

SB 330 is a sweeping bill aimed at: ensuring zoning-compliant housing projects are approved, by streamlining project approvals, and preventing local actions that reduce housing capacity. Most of SB 330’s numerous provisions will sunset (expire) on January 1, 2025, unless it is extended by the legislature. SB 330 requires that local jurisdictions not impose upon proposed housing projects new standards or requirements that were not in place the time an application was deemed complete; to this end SB 330 also provides a statutory definition of “deemed complete.” SB 330 also prohibits jurisdictions from conducting more than five public hearings for a project if it complies with applicable objective general plan and zoning standards in effect at the time an application was deemed complete. The subject project must be approved or disapproved at one of those five public hearings.

SB 330 makes numerous changes to the permit streamlining act to accelerate production of new housing. SB 330 generally requires local jurisdictions to make determinations regarding whether a project location is a historic site by the time that an application is deemed complete. It also requires jurisdictions compile and make available to both individual applicants and the public a list of all information required from an applicant for a housing development project. SB 330 specifies that when an application is deemed incomplete, a jurisdiction must promptly provide the applicant with “a list and a thorough description of the specific information needed to complete the application.” Applicants are then given an opportunity to respond and or appeal and jurisdictions must then respond in turn within a certain amount of time. SB 330 also creates a new “preliminary application” process designed to allow an applicant to submit initial project plans to a jurisdiction and receive notice of any missing or incomplete information in a timely manner. SB 330 includes detailed provisions regarding the content and process for “preliminary” applications.

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SB 330 enacts a blanket prohibition on down-zonings across the entire state of California, except under certain limited circumstances. This means city councils, boards of supervisors, planning commissions, zoning boards, and the electorate (by means of a referendum) are all prohibited from: 1) acting to reduce the allowed intensity or number of units for residential land uses/parcels; 2) imposing or enforcing a moratorium on housing development; 3) imposing any new non-objective design standards on proposed developments; or 4) implementing or enforcing limits on the number of residential building permits issues, subject to certain exceptions. In certain cases, reductions in density/intensity are allowed, provided that those reductions are cancelled out by an increase elsewhere.

Finally, SB 330 would require that demolition of housing meet certain requirements, including relocation assistance for current residents and a right of first refusal in the new housing for those displaced residents. SB 330 specifies that if local jurisdictions apply more stringent demolition protections for current residents, this law will not supersede them. Local jurisdictions are also required to supply certain information necessary to demonstrate compliance with the statute.

### **12.1.2 REGIONAL REGULATIONS**

#### **12.1.2.1 Association of Monterey Bay Area Governments (AMBAG) Projections 2040**

The Association of Monterey Bay Area Governments (ABAG) is the federally designated Metropolitan Planning Organization (MPO) and Council of Governments (COG) for Monterey County, San Benito County, and Santa Cruz County. ABAG is responsible for taking the overall RHNA provided by the State and preparing a formula for allocating that housing need by income level across its jurisdiction. AMBAG produces growth forecasts on four-year cycles so that other regional agencies, including the San Benito County Council of Governments, the Santa Cruz County Regional Transportation Commission, the Transportation Agency for Monterey County, and the Monterey Bay Unified Air Pollution Control District (MBUAPCD) can use the forecast to make project funding and regulatory decisions.

The AMBAG projections are the basis for the regional Air Quality Management Plan and Regional Transportation Plan (RTP), each of which are discussed in Chapters 4 and 16 of this Environmental Baseline. AMBAG projections have practical consequences that shape growth and environmental quality and the general plans, zoning regulations, and growth management programs of local jurisdictions inform the AMBAG projections. The AMBAG projections are also developed to reflect the impact of “smart growth” policies and incentives that could be used to shift development patterns from historical trends toward a better jobs-housing balance, increased preservation of open space, and greater development and redevelopment in urban core and transit-accessible areas throughout the AMBAG region.

#### **12.1.2.2 AMBAG Metropolitan Transportation Plan (MTP)/ Sustainable Community Strategy (SCS)**

As the MPO for the Monterey Bay Area, AMBAG is required to produce Metropolitan Transportation Plan (MTP) to help maintain the region's eligibility for federal transportation assistance. AMBAG coordinates the development of the MTP with Regional Transportation Planning Agencies (San Benito County COG, the Santa Cruz County Regional Transportation Commission and the Transportation Agency for Monterey County),

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transit providers (San Benito County Local Transit Authority, Monterey Salinas Transit, and Santa Cruz METRO Transit District), the Monterey Bay Unified Air Pollution Control District (MBUAPCD), state and federal governments, and organizations having interest in or responsibility for transportation planning and programming. AMBAG also coordinates transportation planning and programming activities with the three counties and eighteen local jurisdictions within the tri-county Monterey Bay Region.

The 2040 Metropolitan Transportation Plan (MTP)/Sustainable Communities Strategy (SCS) is the long-range SCS and Regional Transportation Plan (RTP) for the three counties and eighteen local jurisdictions within the tri-county Monterey Bay Region, including the City of Hollister. Adopted in 2018, these regional efforts were prompted by SB 375, which established new requirements for regional alignment of land use and transportation planning. The MTP/SCS guides transportation and land use decisions, coordinating transportation investments with land use patterns such that the region makes informed decisions about where to invest the region's limited resources and simultaneously reduce greenhouse gases by providing more direct access to destinations as well as by providing alternative transportation options. The 2040 MTP/SCS contains a number of improvements to the region's multimodal transportation system, employs strategies to focus growth in high quality transit corridors, and seeks to provide more travel choices as well as a safe and efficient transportation system with improved access to jobs and education for residents. The goals of the MTP/SCS below help the region demonstrate the land use and transportation measures will meet the region's GHG emission reduction targets:

- Access and Mobility
- Economic Vitality
- Environment
- Healthy Communities
- Social Equity
- System Preservation and Safety

AMBAG is currently developing the 2045 Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS). The 2045 MTP/SCS is scheduled for adoption in June 2022.

### **12.1.2.3 San Benito County General Plan**

The San Benito County 2035 General Plan sets the land use and policy direction for the County. Guiding Principles in the San Benito County General Plan relevant to land use and planning include:

- Encourage new growth in existing unincorporated communities, new communities, or clustered developments in order to preserve prime farmland and rangeland, protect natural habitats, and reduce the financial, social, and environmental impacts of urban sprawl.
- Ensure that there is a mix of residential, commercial, employment, park, open space, school, and public land uses in order to create a sense of place by supporting condensed, pedestrian accessible, and transit-oriented development.
- Promote higher residential densities in existing unincorporated urban areas and new communities while encouraging mixed-use development.
- Ensure new development complements and preserves the unique character and beauty of San Benito County.

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- Establish defined boundaries to separate cities and unincorporated communities from prime agricultural land and important natural resources, using such features as agriculture buffers, greenbelts, open space, and parks.
- Protect productive agriculture lands and industries.
- Encourage future growth near existing transportation networks such as the major roadways, State highways, airports, rail corridors, and other major transportation routes.
- Encourage future growth near available water and sewer infrastructure to ensure improvements are economically feasible and can be supported by adequate, long-term access to water, sewer, electric, gas, and other utilities.
- Protect natural resources and open space areas from incompatible uses.

### 12.1.2.4 San Benito County Code of Ordinances

Besides the County General Plan, the San Benito County Code (SBCC) of Ordinances is the primary tool that regulates land uses and planning in the county. Like the General Plan, the SBCC covers only unincorporated land in San Benito County, which includes land immediately adjacent to and within the unincorporated portions of the General Plan Study Area. The SBCC is organized by Title, Chapter, Article, and section. SBCC provisions concerning land use and planning are primarily in Title 19, Land Use and Environmental Regulations and Title 25, Zoning.

Title 19, Land Use and Environmental Regulations, of the SBCC determines that it is in the public's interest for the County to specify local procedures regulating the following:

- Agricultural land use provisions
- Airport zoning
- County Service Areas
- Development agreements
- Public planning processes related to long-range planning
- Habitat conservation plan study areas
- Woodland conservation

Title 25, Zoning, of the SBCC codifies the division of the county into districts, within each of which the uses of land and buildings and the height and bulk of buildings and the open spaces about them are regulated as specified. The regulations established within the zoning ordinance apply throughout the county, unless an adopted specific plan for an area within the county sets forth alternate regulations, in which case the regulations in the specific plan shall control. These adopted permitted and conditional uses restrict the types of activities which may occur in zoning districts to ensure lands are not used for incompatible or inappropriate activities, including adjacent land in Hollister's SOI.

## 12.1.3 LOCAL REGULATIONS

### 12.1.3.1 2005 City of Hollister General Plan

The 2005 Hollister General Plan goals, policies, and programs that are relevant to land use and planning are primarily in the Land Use and Community Design Element. The Land Use and Community Design Element is intricately connected to all elements in the General Plan, and there are policies outside of the

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Land Use and Community Design Element that directly impact land use in the City of Hollister. These elements include the Housing, Circulation, Open Space and Agriculture, and Natural Resources and Conservation Elements. The Housing Element includes policies to maintain an adequate supply of land designated for various types residential development. The Circulation Element includes policies that facilitate the orderly, efficient expansion and development of Hollister's circulation systems in support of the Land Use and Community Design Element. The Open Space and Agriculture Element includes policies related to the maintenance and improvement of open space and agricultural lands, including continued coordination of these spaces with the County. The Natural Resources and Conservation Element includes policies relating to the preservation of natural resource lands, such as agricultural land or habitat for threatened or endangered species. The Health and Safety Element includes policies pertaining to flood conditions and other natural hazards, which require lower-intensity and compatible land uses on particularly hazardous land, such as a flood zone.

### *Existing General Plan Land Use Designations*

This section describes the existing General Plan Land Use designations. As shown on Figure 12-1 and Table 12-1, the existing General Plan Land Use map designates most of the land within the City Limits for urban uses. General Plan land uses include primarily low density residential with pockets of higher density residential, along with scattered pockets of mixed-use and general commercial uses. Industrial uses are concentrated in the northern portion of the General Plan Study Area, immediately south of the Hollister Municipal Airport. The existing land use of a property does not carry any regulatory significance and may or may not be consistent with the existing General Plan Land Use map designation shown in Figure 12-1. Furthermore, some land use designations could change as part of the General Plan Update.

### Residential

Residential uses in the Planning Area include residential estate, low density residential, medium density residential, high density residential, and mixed-use commercial and residential. Residential land covers approximately 5,532 acres and represents 44 percent of the urban land use designations.

#### Residential Estate

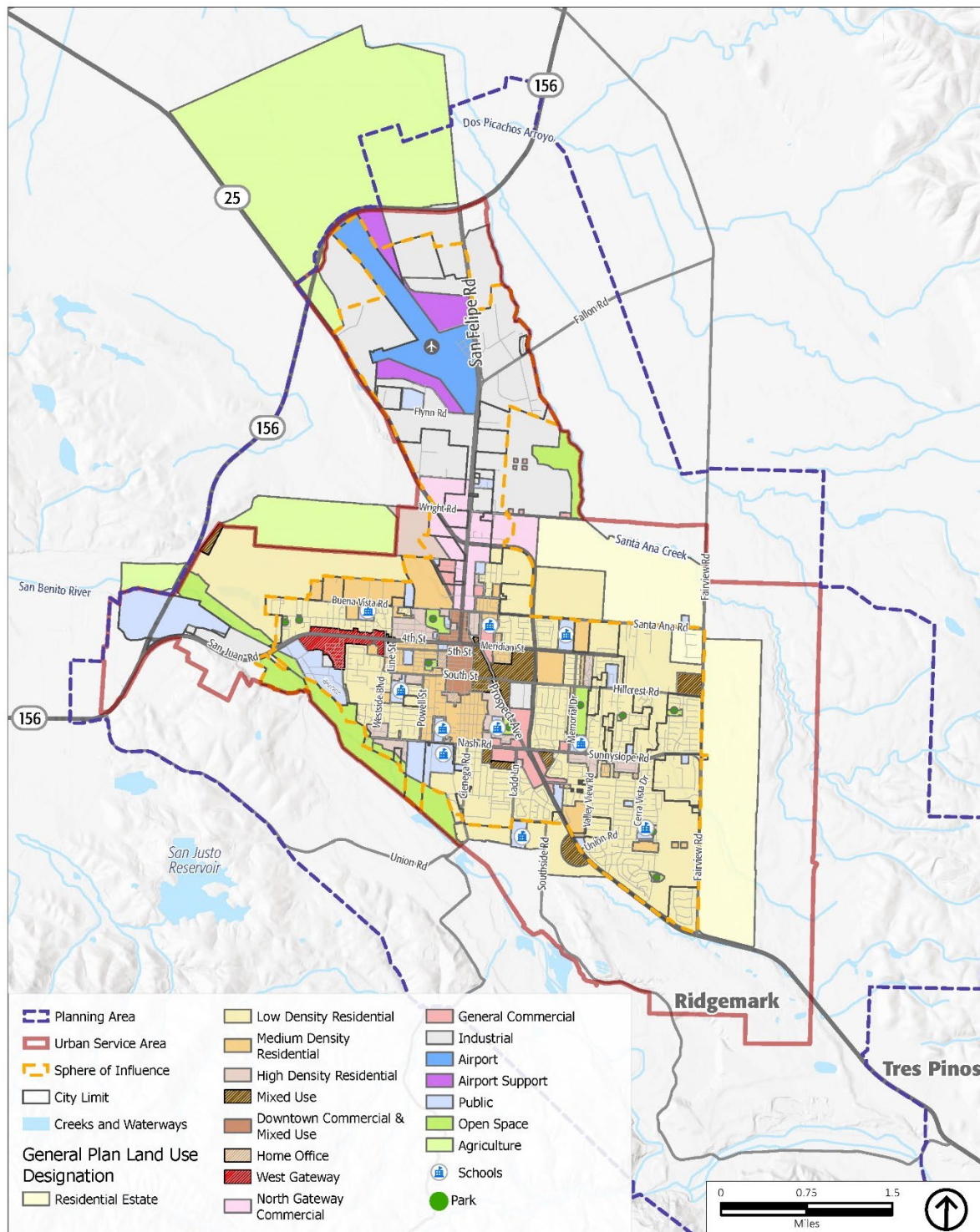
The General Plan designates 1,419 acres as Residential Estate. Allowing 1 unit per 5 net acres, this Rural category of residential land uses is intended for single-family, residential units on large lots. The Residential Estate category only occurs in long-range phased areas outside of the city limits and SOI (but is within the Planning Area). Residential Estate land uses are intended to provide sites for larger, distinctive residences in areas that the City does not provide public infrastructure

#### Low Density Residential

The General Plan designates approximately 3,165 acres as Low Density Residential. Allowing 1 to 8 units per net acre, the Low Density category of residential land uses is intended to promote and protect single-family neighborhoods. Low Density Residential land uses are intended to provide sites for single-family detached units, zero lot-line single-family units, and Planned Unit Development (PUD) units.

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Figure 12-1 General Plan Land Use Map



Source: ESRI, 2020; PlaceWorks, 2020; San Benito County, 2020; USGS, 2019

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Land Use Designation	Total Acres	% of Total Acres	Maximum Permitted Intensity
Residential Estate	1,419	11.3%	1 du/5 ac
Low Density Residential	3,165	25.3%	1 to 8 du/ac
Medium Density Residential	631	5.0%	8 to 12 du/ac
High Density Residential	316	2.5%	12 to 35 du/ac
Mixed Use	194	1.6%	25 to 40 du/ac
Downtown Commercial and Mixed Use	96	0.8%	25 to 40 du/ac
Home Office	18	0.1%	8 to 12 du/ac
West Gateway Commercial and Mixed Use	87	0.7%	20 to 35 du/ac
North Gateway Commercial	363	2.9%	2.0 FAR
General Commercial	147	1.2%	2.0 FAR
Industrial	1,774	14.2%	1.0 FAR
Airport Support	202	1.6%	1.0 FAR
Airport	374	3.0%	N/A
Public	592	4.7%	1.0 FAR
Open Space	509	4.1%	.01 FAR
Agriculture	2,624	21.0%	N/A
<b>TOTAL</b>	<b>12,511</b>	<b>100.0%</b>	

Source: City of Hollister; PlaceWorks, 2020.

**Medium Density Residential**

The General Plan designates approximately 631 acres as Medium Density Residential. Allowing 8 to 12 units per net acre, the Medium Density category of residential land use accommodates more intensive forms of residential development. This category is intended to provide greater housing choices in the City for different family sizes and incomes (examples include duplexes and triplexes). Existing Medium Density Residential uses are located close to the community and retail services downtown, and future Medium Density uses are intended to be located near other services, such as neighborhood shopping centers, parks and open spaces areas, and near minor and major collector streets where sufficient access can be provided.

**High Density Residential**

The General Plan designates approximately 316 acres as High Density Residential. Allowing 12 to 35 units per net acre, the High Density residential land use category is intended to provide opportunities for multiple-family residential development in a well-designed environment. The range of unit types is intended to be located in areas where higher traffic volumes and buildings can be accommodated. These developments should be located outside of single-family residential communities, where services and transportation systems are adequate to serve increased densities. High Density Residential land uses are intended to provide sites for multi-family apartments, condos, row houses, apartments, court homes, and cluster housing.

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### Commercial and Mixed Use

Commercial and mixed uses in the General Plan Study Area include Mixed Use, Downtown Commercial and Mixed Use, Home Office, West Gateway Commercial and Mixed Use, North Gateway Commercial, and General Commercial. Commercial and mixed use land covers approximately 905 acres, or 6 percent of the land with a General Plan Land Use designation.

#### Mixed Use

The General Plan designates 194 acres as Mixed Use. Allowing 25 to 40 units per net acre, the Mixed Use designation is intended to promote a vertical or horizontal combination of residential and commercial uses within a single building or site. The designation is intended to encourage retail sales, service, office, and public uses on the ground floor with upper floors of office and residential uses. The Mixed Use category applies to commercial activity that includes government and professional offices, neighborhood-oriented retail, community shopping centers, specialty stores, arts and crafts, woodworking, and assembly processes.

#### Downtown Commercial and Mixed Use

The General Plan designates 96 acres as Downtown Commercial and Mixed Use. This designation allows commercial as the primary use and residential as the secondary use or a combination of the two. Special attention should be given to pedestrian circulation within the area to provide access to adjacent facilities and uses. The designation is intended to encourage ground floor, pedestrian friendly, retail sales and service uses with upper floors of office and residential uses. The Downtown Commercial category applies to commercial activity including neighborhood convenience stores, restaurants, regionally-oriented specialty stores, medical and dental offices, and residential units.

#### Home Office

The General Plan designates approximately 18 acres as Home Office. This designation allows residential and office uses, including administrative and professional offices, in the same area. The Home Office designation also allows for limited, small-scale specialty manufacturing uses, such as arts and crafts, woodworking, assembly processes, and beauty salons. Non-residential buildings that share street frontage with residentially developed properties should maintain a residential character. The designation does not require office development; rather, it creates the option for offices in what is otherwise a medium-density residential district.

#### West Gateway Commercial and Mixed Use

The General Plan designates 87 acres as West Gateway Commercial and Mixed Use. The goal of this designation is to foster an attractive entry to the City of Hollister by featuring community shopping, retail and offices with residential uses. The design guidelines described in the "Special Planning Areas" section of the Land Use and Community Design Element stipulates additional criteria that development within the West Gateway must meet.



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### North Gateway Commercial

The General Plan designates 363 acres as North Gateway Commercial. The goal of this designation is to foster an attractive entry to the City of Hollister by featuring commercial and service-oriented businesses along with high-employment uses such as office parks. The design guidelines described in the "Special Planning Areas" section of the Land Use and Community Design Element stipulates additional criteria that development within the North Gateway must meet.

### General Commercial

The General Plan designates 147 acres as General Commercial. This designation allows for a variety of commercial uses and service-oriented businesses at scales ranging from large retail stores serving the community and region to smaller businesses oriented towards neighborhood activity. Uses are encouraged to develop in clusters, serving areas with access to major arterials. Independent small businesses such as hair salons, small offices, and restaurants are also permitted. Other examples of uses are department stores, supermarkets, hardware stores and convenience stores.

### Industrial

Industrial uses in the General Plan Study Area include Industrial, Airport Support, and Airport. Industrial land covers approximately 2,350 acres, or 19 percent of the land with a General Plan Land Use designation.

### Industrial

The General Plan designates 1,774 acres as Industrial. This designation provides for a range of uses, from business and research parks, large individual corporate establishments, professional and administrative offices and industrial complexes. Examples of allowed uses in this category are computer software companies, research laboratories, copying services, printing companies, warehousing, offices, equipment manufacturing and repair and trucking operations. Other permitted uses include limited commercial uses that serve industrial and employment centers.

### Airport Support

The Airport Support designation, comprising 202 acres, allows industrial or commercial development on those areas that are adjacent to and have direct access to the Hollister Municipal Airport. Development may include industrial, commercial or recreational uses that provide support to the airport and are compatible with both airport operations and adjacent uses.

### Airport

The General Plan designates 374 acres as Airport. This designation is applied to publicly owned lands of the Hollister Municipal Airport. Uses include airport operations and support facilities as well as limited commercial and industrial uses incidental to and in support of the airport.

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### Public

The Public designation, comprising 592 acres, is applied to publicly and privately owned lands used for activities such as utilities, schools, and other City of Hollister, county, state or federal facilities.

### Open Space and Agriculture

This section includes both Open Space and Agriculture designations, which comprise approximately 3,133 acres. The Open Space designation is applied to public and privately owned lands used for low-intensity, open space activities such as hiking, walking or picnicking. The designation also highlights environmentally sensitive areas such as rivers and creeks, habitats, City parks and recreation facilities. The Agriculture designation encompasses lands with continuing commercial agriculture potential. The intent of this category is to retain primary agricultural use to the greatest extent practical. These areas should be kept free of any urban-type development and annexations. Allowed uses include orchards, row crops, nurseries, grazing lands, open space, farm services and parks

### *Special Planning Areas*

The General Plan also identifies five Special Planning Areas, each of which is at least partially developed already, to be North Gateway, West Gateway, Downtown, “Old Town” Residential, and Home Office. In these Special Planning Areas, the General Plan provides additional policy direction to guide additional development, redevelopment, and property improvements in these areas. The Special Planning Areas are designated as such for the following reasons:

- They are located in highly visible locations that characterize Hollister, in and around Downtown or as people approach and leave the City.
- They contain potential economic development opportunities if developed appropriately.
- They would benefit from a unified design approach and take advantage of unique elements of the City.

As part of the General Plan update, three new “Special Planning Areas” would be included in the Land Use and Community Design Element as described below.

### **12.1.3.2 Hollister Municipal Code**

Besides the General Plan, the City of Hollister Municipal Code (HMC) is the primary tool that regulates physical development in Hollister. The HCO contains all City ordinances, and identifies land use categories, site development regulations, and other general provisions that ensure consistency between the General Plan and proposed development projects. The HCO is organized by Title, Chapter, and Section. Most provisions related to land use impacts are included in Title 17, Zoning Ordinance. The primary purpose of the Zoning Ordinance is to “protect and promote the public health, safety, comfort, convenience, prosperity and general welfare” of the residents and businesses in the City of Hollister, with specific purposes listed under Section 17.02.010, Purpose. The Zoning Ordinance is the mechanism used to implement the land use goals, policies, and programs of the General Plan and to regulate all land use

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within the City. The Zoning Ordinance describes Zoning designations and contains the Zoning Map and development standards for the Zoning designations as shown on Figure 12-2.

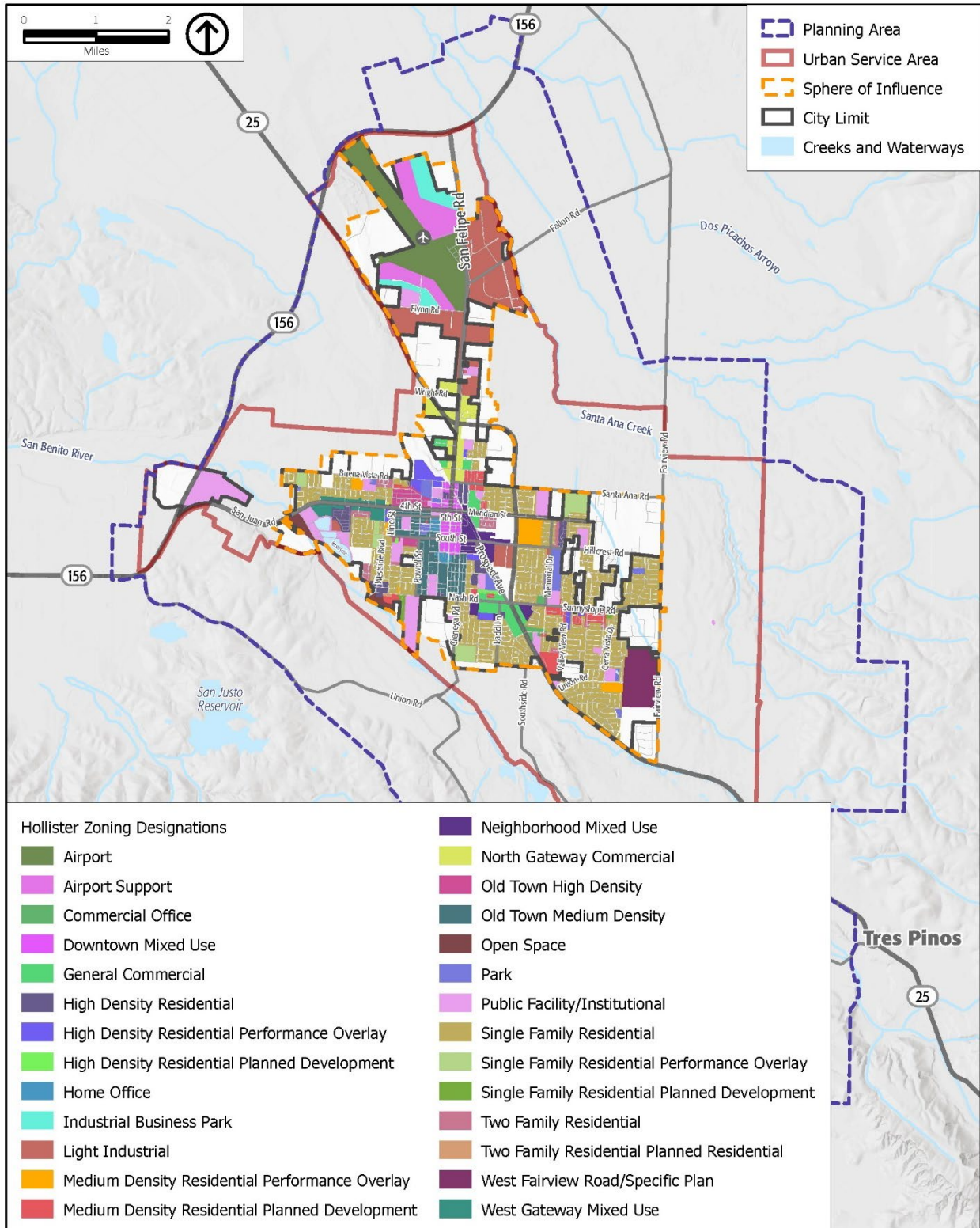
The Zoning Ordinance applies zoning districts to properties within the City of Hollister. The purpose of the zoning districts is to implement the land use designations established by the Hollister General Plan. For each General Plan land use designation, there is, at minimum, one zoning district.

The Zoning Ordinance specifies the general requirements for development and uses within each zoning district. The following section provides a brief summary of the zoning districts in Hollister, including the allowable uses in each zone. For each district there is a maximum allowable density for residential units and non-residential and mixed use districts. The City of Hollister Zoning Ordinance includes the following zoning districts:

- **Residential Estate (RE).** Provides for residential development at densities up to one dwelling unit per five net acres; it is intended to provide for very low intensity residential development. The RE District is intended to provide sites for larger, distinctive residences.
- **Low Density Residential (R1).** Includes areas substantially developed with existing single-family residential residences prior to 2005 with densities of four to six dwelling units per net acres.
- **Two-Family Residential (R2).** Provides for duplexes or two-family dwellings. Areas designated R2 were substantially developed prior to 2005 with two single-family residential units on a lot or duplexes.
- **Medium Density Residential (R3).** Provides for medium and medium-to high-density residential development at densities from eight to 16 dwelling units per net acres. Areas designated R3 were substantially developed prior to 2005 and are generally characterized by apartments and other high-density residential development, and planned residential development at a density of 16 dwelling units per acre.
- **High Density Residential (R4).** Provides for high-density residential development at densities from 12 to 35 dwelling units per net acre. Areas designated R4 were substantially developed prior to 2005 and are generally characterized by apartments and other high density residential development, and planned residential development at a density of 16 or more dwelling units per acre.
- **High Density Multifamily Residential (R4-20).** Provides for multifamily residential development at densities from 20 to 35 dwelling units per net acre. Areas designated R4-20 are intended to be developed solely for high density residential multifamily housing.

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Figure 12-2 Hollister Zoning Districts



Source: ESRI, 2020; PlaceWorks, 2020; San Benito County, 2020; USGS, 2019

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- **Old Town (OT).** Applies to the residential neighborhoods that include the original town of Hollister, as laid out by the San Justo Homestead Association, its early subdivisions, and adjacent older residential areas. Within this district are numerous lots of unusual size and shape, many of which were originally designed to accommodate stables, barns and other outbuildings. In addition, many areas of this district are occupied by a varied mix of residential types and densities. The majority of the housing stock was constructed prior to World War II. Some of the homes in this district are listed in the National Monterey Street Historic District.
  - **Old Town Medium (OT-M).** South of Fourth Street, the OT-M district allows residential development densities from 8 to 12 dwelling units per net acre. Areas within the OT-M district could have single-family homes, duplexes, fourplex, cottages and housing on small lots. This district also encompasses the General Plan Old Town Special Planning Area. The additional purpose of the OT-M district is to provide for the infill of detached single-family dwellings on small lots and small scale medium-density dwellings where the minimum density is not less than eight units per net acre and the maximum density is not more than 12 units per net acre without density bonus.
  - **Old Town High (OT-H).** North of Fourth Street, the OT-H district allows residential development densities from 12 to 35 dwelling units per net acre. The OT-H district provides for infill development of small lots, apartments and other high density residential development. The additional purpose of the OT-H district is to provide for the infill of detached, attached, medium-density and multifamily dwellings where the minimum density is not less than 16 units per net acre and the maximum density is not more than 35 units per net acre without density bonus.
- **Residential, West Fairview Road (RWF).** Establishes zoning regulations for the area defined by the West Fairview Road Specific Plan. The West Fairview Road Specific Plan provides for comprehensive land use, circulation and infrastructure plans, development and design policies, housing strategies and implementation programs for guiding and ensuring the orderly development of the Plan area.
- **Home Office (HO).** Residential development density is 8 to 12 units per net acre. Primarily a medium density residential district that provides the option for small scale professional office uses, artist/craft studios, beauty salon and specialty cottage businesses in the same area around the central core of the community. It is the intent of this district to preserve the essential historic characteristics of the General Plan "Old Town Residential Area" of Hollister while providing a transitional zone between the downtown commercial uses and older residential uses.
- **Commercial Office (CO).** Intended for commercial areas characterized by administrative, executive, medical, dental, and business offices, and similar uses.
- **General Commercial (GC).** Provides for neighborhood-serving mixed-use districts by offering products and services that vary from those found elsewhere. General Commercial areas should support Downtown Hollister and larger chain stores, grocery stores, or other automobile-oriented retailers are appropriate development types in General Commercial Zoning District.
- **North Gateway (NG).** Intended to encourage large-scale retail commercial uses, office park, and service-oriented businesses along the north entrance to Hollister along the Highway 25 and San Felipe Road corridors. The district also includes existing auto dealerships and opportunity for future

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dealerships along the San Felipe Road corridor south of Wright Road. The North Gateway District provides an opportunity for the assembly of larger parcels for the development of larger retail commercial and/or office park uses on an entry boulevard to the City that is not available in most other commercial Zoning Districts in Hollister.

- **Downtown Mixed Use (DMU).** Provides for a vertical or horizontal combination of commercial and residential uses around the central core of the community. The designation is intended to encourage ground floor, pedestrian friendly, retail sales and service uses with upper floors of office and residential uses. The DMU District should be a unique destination with restaurants, theaters, boutique retail, neighborhood convenience stores, regionally-oriented specialty stores, medical and dental offices, and residential densities of 25 to 45 units per net acre.
- **Neighborhood Mixed Use (NMU).** Provides for pedestrian-oriented commercial uses of low intensity and of a neighborhood character which serves the convenience retail and service needs of nearby residents and high-density residential at densities of 25-40 units per net acre. The neighborhood shopping centers accommodated by this zoning district typically have anchor market and drug stores, with supporting neighborhood-related convenience businesses.
- **West Gateway (WG).** Provides for a series of parcels with neighborhood commercial and multifamily residential uses as a retail-oriented entry boulevard at the west entrance to the city of Hollister near the San Benito River. The designation is intended to provide convenience services to regional traffic on Highway 156, encourage community shopping, retail and offices with medium to high density residential uses at a density of 20 to 35 units per net acre outside of downtown Hollister.
- **Light Industrial (M1).** Provides for low-intensity research and development, warehousing, and manufacturing activities, including production, processing, assembly, packaging, or treatment of products from previously processed material or finished products from previously prepared materials. Outdoor activities are limited to accessory storage and loading areas. Heavy industrial uses may be allowed in the M1 Zoning District with a conditional use permit.
- **Industrial Business Park (IBP).** Provides for manufacturing, light industrial and office uses generally characterized by well-designed, master-planned developments with high standards of architecture, landscaping and an option for outdoor fitness for employees. Appropriate uses will generally have limited needs for outdoor storage and other outdoor activities.
- **Airport (AP).** Intended for lands owned by the city of Hollister and located within the Hollister Municipal Airport.
- **Airport Support (AS).** Intended for areas adjacent to and with direct access to the Hollister Municipal Airport, where the most appropriate private commercial, industrial and recreational land uses are those that provide support to the airport and are compatible with both airport operations and adjacent uses. This district is characterized by well-designed, master-planned developments with high standards of architecture, landscaping and options for outdoor fitness for employees.
- **Open Space/Conservation (OC).** Applied primarily to undeveloped areas for the preservation of natural resources, with some opportunities for passive outdoor recreation uses such as trails, trail heads, interpretive centers and outdoor education in conjunction with areas of managed resources or areas that have or will be subject to reclamation.

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- **Parks (P).** Applied to lands used for public and private outdoor recreation purposes including athletic fields, playgrounds, trails, and limited cultural uses such as amphitheaters, public art, and museums associated with a public park.
- **Public Facility/Institutional (PF).** Applied to sites for institutional, academic, community service and government uses.

An overlay district is an added zoning requirement that is placed on a geographic area but does not change the underlying zoning. Overlay districts impose more specific development regulations to the primary zoning districts, where important site, environmental, safety, compatibility, or design issues require particular attention in project planning. Hollister's four overlay districts are summarized below.

- **Residential Performance Overlay Zone District (R1 L/PZ, R3 M/PZ and R4 H/PZ).** This overlay district applies to vacant land within the city of Hollister. The intent of the overlay district is to foster development that meets the range of densities for the General Plan land use designation with the option for flexible standards to implement policies and programs in the General Plan that call for the following:
  1. A variety of lot sizes and choices for housing types in all zoning districts;
  2. New development with interesting street patterns, site planning and neighborhood design;
  3. Connections of the new development with the rest of the City for pedestrians and bicyclists;
  4. Incorporation of on-site recreation, pedestrian links between adjoining properties, trails or easements in the vicinity of drainages and water courses in new development;
  5. Clustered development that meets the average general plan density for the property while avoiding development in areas with environmental constraints such as flood, seismic, and liquefaction problems, or a special habitat area;
  6. Lot design and building orientation to provide solar access;
  7. Sensitive integration of the scale and mass of new development preserves the character and scale of existing residential neighborhoods.

Lands with the R1 L/PZ overlay zone predominantly include vacant land within the city of Hollister in the Low Density Residential (one to eight units per net acre) land use category of the General Plan. An average development density of one to eight units per net acre is now required in this overlay zone with a targeted density of at least six units per net acre. Please refer to Section 17.14.020 for Performance Overlay densities performance standards and development requirements.

- **Airport Overlay Zone District (ASZ).** This overlay district provides regulations in the vicinity of the Hollister Municipal Airport for protecting people and property on the ground, minimizing injury to aircraft occupants and preventing creation of hazards to aircraft using the airport.
- **Earthquake Hazard Overlay Zone (EZ).** This overlay zone applies to or portions of properties that have been included on the earthquake fault zones maps delineated by the State Geologist pursuant to Section 2621 of the Public Resources Code, the Alquist-Priolo Earthquake Fault Zone Act. The purpose of the overlay zone is to protect people and property from hazards associated with surface fault rupture along the traces of active and potentially active main branch and East Branch of the Calaveras Fault.

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- **Flood Hazard Overlay Zone.** This overlay zone is applied to lands within the Federal Emergency Management 100-year floodplain, and areas included on the Department of Water Resources Flood Awareness Maps and other flood-prone area identified by the city of Hollister. Residential land uses shall be restrictive in the Flood Hazard Overlay Zone in order to prevent property damage, to safeguard the health, safety and general welfare of the people in areas subject to flooding and inundation, to control filing, grading and development that may alter drainage patterns and/or increase flood damage and to prevent the cumulative effect of development in flood-prone areas

### 12.1.3.3 Draft Downtown Strategy Plan

The Draft Downtown Strategy Plan, drafted in 2008 and not formally adopted by the City Council, is a revitalization plan with a series of recommendations to improve Downtown's character. The document includes recommendations and design guidance for the following categories: Main Street Commercial Buildings, Apartment Flat Buildings, Townhouse Buildings, and Detached House Buildings.

### 12.1.3.4 Growth Management Program

In 2019, the Hollister City Council passed amendments to the General Plan and HCO Title 16, Section 16.64, Growth Management Program via Ordinance 1183 to incorporate an annual cap on residential allotments of 159 units per year in the City Limits. In the event that a future Regional Housing Needs Assessment (RHNA) requirement exceeded the five-year growth limit of 795 units for above moderate income housing, the established Growth Limit would have increased to ensure compliance with the City's RHNA obligation. The General Plan Amendment and Rezone made edits to the City's Housing Element, Circulation Element, and Land Use and Community Design Element. The program included exemptions that would not inhibit the construction of affordable housing projects in the city, compliant with State law regulated by HCD. The growth limits were set to expire upon adoption of an updated Housing Element anticipated in 2023. However, City Council suspended the ordinance in response to a 2020 letter from California Department of Housing and Community Development (HCD) which stated the growth cap was in violation of State law and SB 330.

## 12.2 EXISTING CONDITIONS

### 12.2.1 PLANNING BOUNDARIES

Growth in Hollister is guided by several planning boundaries, including the Planning Area, Urban Service Area, Sphere of Influence (SOI) and City Limits. These planning boundaries encompass land both inside and outside the City Limits. Planning boundaries are described below and shown in Figure 1-2 of Chapter 1 and summarized in Table 12-2.



**LAND USE AND PLANNING****TABLE 12-2 HOLLISTER PLANNING BOUNDARIES**

<b>Boundary</b>	<b>Acres</b>
City Limits	5,220
Sphere of Influence	6,554
Urban Service Area	13,264
Planning Area	28,054

Source: County of San Benito, 2020; PlaceWorks, 2020.

**12.2.1.1 Planning Area**

State law refers to the Planning Area as “any land outside [the city] boundaries which in the [City’s] judgment bears relation to its planning.” While the Planning Area does not give the City any regulatory power, it signals to the County and to other nearby local and regional authorities that Hollister recognizes that development within this area has an impact on the future of the City. For the General Plan Update, the City would define an updated Planning Area, which, at 21,500 acres, is larger than the Urban Service Area, the SOI, and the City Limits.

**12.2.1.2 Urban Service Area**

Hollister’s Urban Service Area defines areas where the City provides access to public services including water and sewer. Residences and businesses can make connections to these public facilities within the Urban Service Area. Per the existing General Plan, new development outside this boundary bears the financial burden of connecting to water and sewer services to reduce the burden of expanding the City’s existing water and sewer system network. The City’s current Urban Service Area is 13,264 acres

**12.2.1.3 Sphere of Influence**

The SOI identifies land that the City may annex in the future, and for which urban services, if available, could be provided. Under State law, the SOI is established by the San Benito County Local Agency Formation Commission (LAFCO) with input from the City, and its purpose is to identify areas where urban development can be best accommodated over the next five to ten years in an orderly and efficient manner. The SOI may need to be updated after adoption of the General Plan to amend any discrepancies between the SOI and other planning boundaries. The current SOI is 6,554 acres.

**12.2.1.4 City Limits**

The Hollister City Limits encompass incorporated territory that the City serves and regulates. The use of land within the City Limits is controlled by the City of Hollister through its General Plan, Code of Ordinances, land subdivision process, and other related regulations. The City attempts to maintain limits that prevent any county “islands” that are within City Limits to ensure that the jurisdictional boundaries are compact, contiguous, and congruent. The current City Limits incorporate 5,220 acres.

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### 12.2.2 SPECIAL PLANNING AREAS

This section describes the five existing Special Planning Areas and three new Special Planning Areas that will be added as part of the General Plan Update:

- **North Gateway.** The North Gateway area is intended to create an entry boulevard for motorists arriving in Hollister from the north along Highway 25. The district begins at the intersection of San Felipe and McCloskey Roads and extends south along San Felipe Road to Santa Ana Road. The gateway area extends east of San Felipe Road between McCloskey Road and the Highway 25 Bypass. The district is important because it provides the opportunity for large retail uses that cater to commuters and other motorists without duplicating services found Downtown. The North Gateway includes a triangular area northeast of Highway 25 and San Felipe Road north of Downtown prioritized for development for automobile dealerships. The site has access from Highway 25, and the dealerships would be visible to all motorists entering the City. The commercial boulevard continues south along San Felipe Road, lined by decorative landscaping and retail facilities, leading into the heart of Downtown.
- **West Gateway.** The West Gateway is intended to create an entry feature on San Juan Road as it bridges the San Benito River. Historical themes from Hollister's past are incorporated into the design and carry over into the rest of the district. After the entry feature, the West Gateway continues east to Westside Boulevard, including a number of currently underutilized parcels. This Special Planning Area promotes new mixed-use development with medium to high-density houses and neighborhood-serving retail complimented by a public plaza.
- **Downtown.** Stretching along San Felipe Road from Santa Ana Road to Hawkins Street, Downtown has a number of businesses and amenities, most of which are located in early-twentieth century buildings that reflect the small-town agricultural character and history of Hollister. New development and redevelopment that occurs Downtown is required to occur in context of the existing buildings. Amenities that encourage a safe and comfortable pedestrian experience in Downtown are also crucial elements.
- **"Old Town" Residential.** The "Old Town" Residential Special Planning Area contains some of Hollister's most diverse architecture distributed through a neighborhood of historical homes. Located east and south of Downtown, the "Old Town" residential district extends roughly from Fourth Street to Nash Road. Ongoing preservation efforts reinforce the distinct attributes of the existing structures for any development or redevelopment that occurs in the district. New construction here must blend well with structures in existing neighborhoods
- **Home Office.** The Home Office Special Planning Area is an older residential district surrounding Downtown that has changed over time to include professional offices. Users such as accountants, architects, engineers, graphic designers, lawyers, etc., contribute to an economically viable area that is relatively free of high-volume automobile and pedestrian traffic. The major design goal is to preserve the residential look and feel of the neighborhood while continuing to allow specific office uses to adjoin residences.

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- **Buena Vista Corridor.** The Buena Vista Corridor is a low-density residential and agricultural area of northwest Hollister that currently lacks adequate infrastructure to meet various transportation needs. Bounded to the north by Wright Road, to the east by San Felipe Road, to the south by Santa Ana Road, and to the west by State Route 156, this corridor seeks to develop pedestrian and bike routes, enhance safety, minimize roadway congestion, and extend Buena Vista Road to connect with North Street.
- **Meridian Road Extension.** The Meridian Road Extension is a primarily residential corridor along the eastern edge of the City Limits with some commercial uses at the western edge. Marguerite Maze Middle School is adjacent to Memorial Drive within the area. The major goals of this area will be to enhance multi-modal connections, reduce collisions and traffic speeds, and support safe school routes with augmented pedestrian facilities.
- **Union Road Corridor.** The Union Road Corridor includes the portion of land to the south of the City Limits, bounded to the north by Union Road, the east by State Route 25, to the south by the Ridgemark Golf Club and Resort, and to the west by Cienega Road. Substantial residential growth in recent years has warranted the need for roadway improvements and enhanced infrastructure to meet the increasing travel demands placed on this corridor.

### **12.2.3 MAJOR DEVELOPMENT PROJECTS**

This section provides a summary of the information included in the 2020 Market Demand Analysis. The Market Demand Analysis describes the pipeline projects within the Hollister City Limits and unincorporated San Benito County. Figure 12-3 shows the location of the City and County pipeline projects. All pipeline projects are on land designated for urban uses.

#### **12.2.3.1 City Pipeline Projects**

Development in Hollister is active in both the residential and commercial markets. Active development projects in Hollister are categorized in stages: in the planning approval process, in the building permit process, and under construction. There are 890 single family units and 387 multi-family units in the planning approval or building permit process and 1,080 single family and 106 multi-family units under construction. Non-residential development in the pipeline includes 817,719 square feet in the planning approval process, 123,107 square feet in the building permit process, and 145,344 square feet under construction.

#### **12.2.3.2 County Pipeline Projects**

Pipeline projects in unincorporated San Benito County adjacent or near the Hollister City Limits have the greatest potential to affect land use, circulation, and the provision of public services in Hollister. As of November 2020, there were 1,496 single family units in the planning approval process and 2,449 single family and 318 multi-family units in the building permit process. Most of the pipeline projects are within the Urban Service Area. While some of the County's pipeline projects border the City Limits, a few pipeline projects would create islands of agricultural land between the City Limits and the proposed

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project. When urban uses surround agricultural land, it could place development pressure on existing agricultural uses.

### 12.2.4 VACANT LAND

Although development was somewhat slow to occur under the 2005 General Plan due to the 2008 Great Recession and a building moratorium in place from 2008 to 2016, the existing General Plan's contemplated growth is now largely underway. Much of the vacant residential lands within the City Limits are under construction or have a planning approval, and much of the Sphere of Influence identified for residential development has pending applications for pre-zoning and annexation. Figure 12-3 shows and the vacant and underutilized land in the General Plan Planning Area. Vacant or underutilized sites do not include sites with pipeline projects. Table 12-3 summarizes the vacant and underutilized land in the City Limits and SOI and Table 12-4 summarizes the vacant and underutilized land in the Planning Area.

There are approximately 475 acres of vacant land and 374 acres of underutilized land (i.e. parcels with less than 10 percent building coverage) in the City Limits. Beyond the City Limits, the SOI includes roughly 258 acres of vacant land. Within the City Limits and SOI, vacant and underutilized land designated for industrial uses, including Airport and Airport Support, represents 70 percent of the vacant and underutilized inventory. Commercial/mixed use and residential designations represent 24 percent and 17 percent, respectively, of the vacant and underutilized land within the City Limits and SOI.

Outside of the City Limits and SOI, the Planning Area includes 1,537 acres of vacant land and 2,199 acres of underutilized land with an urban County General Plan Land Use designation. In addition, the Planning Area includes 13,533 acres of land with an Agriculture or Rangeland County General Plan Land Use designation. The large amount of vacant and underutilized land within the unincorporated County could make it difficult for Hollister to create an orderly growth pattern if there is not proper coordination between the City and County.

The 2020 Market Demand Analysis analyzes the amount of vacant and underutilized land, pipeline projects and projected growth to assess whether there is enough land within the SOI to meet future demand. For a description of the growth scenarios and in-depth analysis of the potential market demand, readers should refer to the 2020 Market Demand Analysis. In regards to land use, the report assesses whether under baseline, moderate, and robust growth scenarios additional land would be needed to meet demand. The Market Demand Analysis concludes that the City of Hollister might need to consider:

- Reviewing whether there is the correct mix of residential land use designations given much of the remaining vacant/underutilized residential land would be for multi-family projects under all growth scenarios.
- Designating up to 635 acres of land for residential uses depending on what growth scenario and mix of residential units the community and decisionmakers would like to plan for over the next 20 years.
- Adding between 12 and 20 additional acres of commercially-zoned land to accommodate retail and office demand under the robust growth scenario.

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TABLE 12-3 VACANT AND UNDERUTILIZED LAND WITHIN THE CITY LIMITS AND SOI

City GPLU Designation	Vacant		Partially Vacant/Underutilized
	City Limits (Acres)	SOI (Acres)	City Limits (Acres)
Residential Estate	0	4	0
Low Density Residential	20	78	33
Medium Density Residential	0	10	4
High Density Residential	11	20	5
Mixed Use	39	17	27
Downtown Commercial & Mixed Use	2	0	0
West Gateway	13	0	34
North Gateway Commercial	52	48	24
General Commercial	3	0	8
Industrial	232	192	102
Airport	11	0	0
Airport Support	89	0	19
Public	2	0	1
<b>TOTAL</b>	<b>475</b>	<b>369</b>	<b>257</b>

Source: PlaceWorks, 2020.

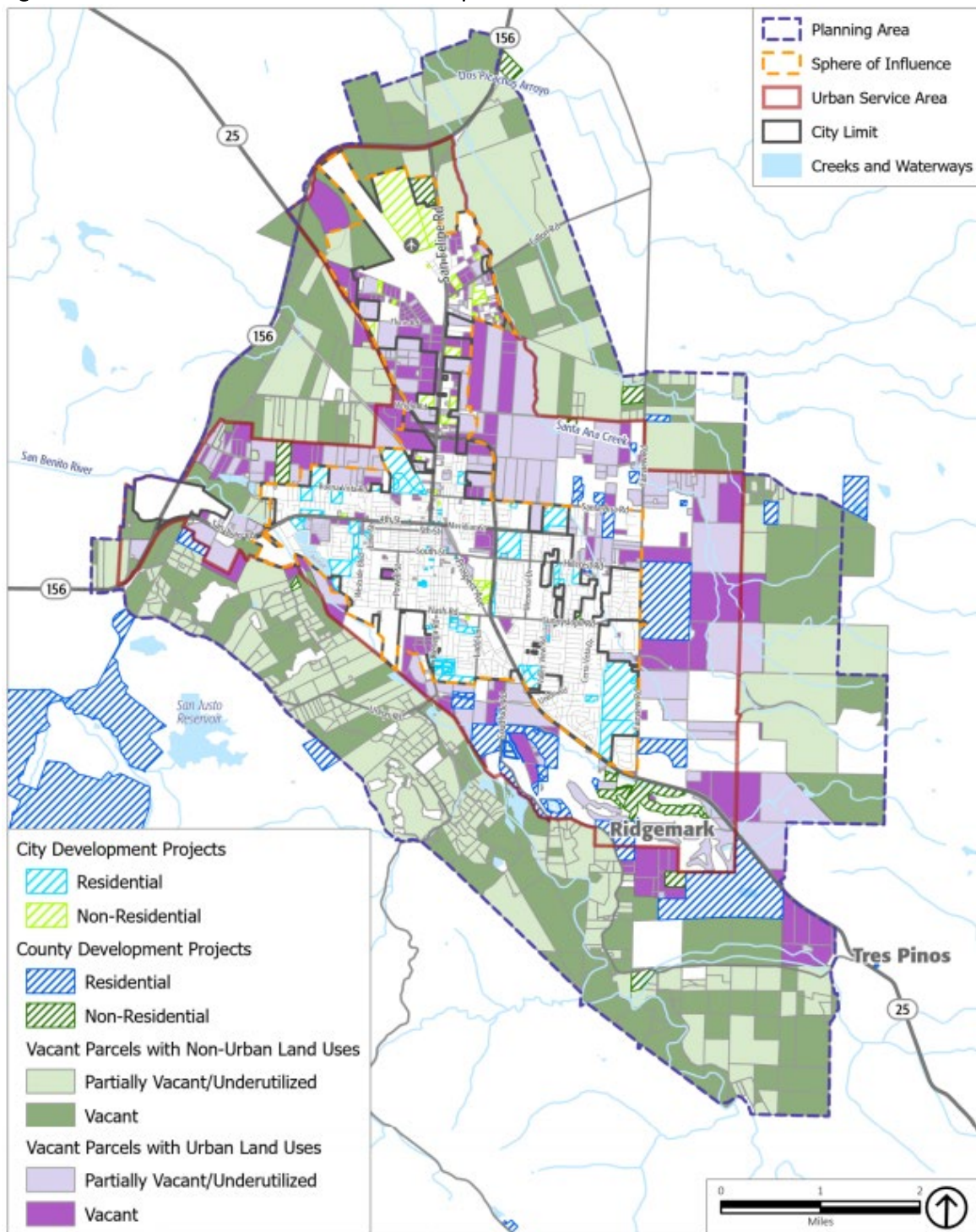
TABLE 12-4 VACANT AND UNDERUTILIZED LAND WITHIN THE PLANNING AREA

County GPLU Designation	Planning Area Vacant (Acres)	Planning Area Partially Vacant/Underutilized
Rural	113	267
Rural Transitional	7	60
Residential Rural	396	842
Residential Mixed	703	704
Santana Ranch Specific Plan	50	0
Commercial Neighborhood	1	0
Commercial Thoroughfare	86	28
Industrial Light	141	254
Industrial Heavy	28	40
Public Quasi Public	12	4
Agriculture	6,099	6,998
Rangeland	436	0
<b>TOTAL</b>	<b>8,070</b>	<b>9,197</b>

Source: PlaceWorks, 2020.

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Figure 12-3 Vacant and Underutilized Land Map



Source: City of Hollister, 2020; ESRI, 2020; PlaceWorks, 2020; San Benito County, 2020; USGS, 2019

## **12.3 IMPLICATIONS FOR THE GENERAL PLAN UPDATE**

Based on information contained in this chapter, the General Plan Update process should consider the following:

- Coordinate with the County of San Benito to ensure orderly growth and development.
- Encourage future development to be adjacent to existing urban uses to reduce pressure on existing agricultural and open space uses.
- Prioritize new development in the Special Planning Areas, and near existing commercial, recreational, and public services.
- Consider the inventory of vacant residential land in Hollister and determine whether additional land is needed to support future residential and commercial and office growth.
- Create development policies for the three new Special Planning Area (SPA) designations to emphasize compact development in commercial neighborhood nodes, reduction of vehicle miles traveled, and adequate provision of schools and parks.
- Consider the economic implications to City operations when considering potential land use changes.
- Plan for a mix of housing types and designate enough residential acreage to meet the City's RHNA through the horizon year of the General Plan Update.

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