ITEM NO. 16

STAFF REPORT

CITY OF OCEANSIDE

DATE: November 18, 2009

TO: Honorable Mayor and Councilmembers

FROM: Development Services Department/Planning Division

SUBJECT: **ORDINANCE TO PROHIBIT THE CREATION OF 2,500-SQUARE-FOOT LOTS FOR THE DEVELOPMENT OF SINGLE-FAMILY DETACHED HOMES WITHIN THE RH DISTRICT OF THE SEASIDE NEIGHBORHOOD, AS BOUNDED BY SOUTH HORNE STREET, WEITZEL STREET, MICHIGAN STREET, SOUTH FREEMAN STREET AND MISSOURI STREET**

SYNOPSIS

Under consideration is a Zone Amendment (ZA-4-09) amending Article 1050(HH) of the Zoning Ordinance to prohibit the creation of 2,500-square-foot lots for the development of single-family detached homes within the RH District of the Seaside neighborhood, as bounded by South Horne Street, Weitzel Street, Michigan Street, South Freeman Street and Missouri Street. Subdivision of property to create 2,500-square-foot lots for the development of single-family homes would continue to be permitted in all other RH Districts within the City, subject to a Conditional Use Permit.

BACKGROUND

Comprised of the 300 Block of South Horne Street, South Clementine Street, South Nevada Street, South Ditmar Street and South Freeman Street, the RH District of the Seaside Neighborhood accommodates a variety of housing types, including single-family homes, duplexes and triplexes, and a limited number of apartment buildings with as few as four and as many as 17 rental units. The 300 Block lies between a single-family neighborhood to the south (RS properties) and an area of more urbanized residential development to the north (RH-U properties). Featuring broad parkways between the curb and sidewalk, the streets within the 300 Block display a consistent subdivision pattern of 50' by 100' lots (a few of which have been consolidated to accommodate multifamily development). Rear alleys offer vehicular access, thereby minimizing the number of curb cuts on the street frontage.

Most of the single-family homes in the 300 Block were constructed either in the mid-1920s or in the decade following World War II. Many of these residences exhibit Craftsman bungalow architecture, while others embody Cape Cod, Spanish Colonial Revival and other traditional styles. A number of these vintage houses have been remodeled with second-story additions, most of which are significantly set back from ground-level building lines. Additionally, it is common to find accessory dwelling units to the rear of these single-family homes, often placed above alley-loaded garages.

Multifamily development in the 300 Block is somewhat eclectic, ranging from courtyard bungalows built in the 1920s to conventional attached units constructed in the 1970s and 1980s. While much of the older multifamily housing exhibits similar massing to that of neighboring single-family homes, more recent multifamily development (e.g., 814 Missouri Street; 330 South Horne Street) tends to be conspicuously larger, with broader footprints and less articulated elevations.

Currently, Section 1050(HH) of the City's Zoning Ordinance allows for the development of detached single-family units on 2,500-square-foot lots in all RM-B, RM-C and RH Districts, subject to a Conditional Use Permit. Commonly referred to as rowhomes, detached single-family units on 2,500-square-foot lots are found primarily west of Coast Highway, with the largest concentration situated along North Cleveland Street and North Tremont Street between Pier View Way and Neptune Street. Scattered rowhome development has also occurred east of Coast Highway, including two examples in the Seaside neighborhood (640-644 Grant Street and 105/109 South Ditmar Street). A map exhibit depicting the location of all existing rowhomes in the City has been included with this staff report as Attachment 3. Although no rowhomes have yet been built within the Seaside RH District, a project involving two rowhomes in the 300 Block of South Ditmar Street has entitlements that remain active until January 2011. In accordance with both state statute and a local time extension ordinance that became effective on October 2, 2009, this rowhome project is not subject to the proposed zoning text amendment and thus could still be constructed as approved.

In the spring of 2008, as part of the planning effort that resulted in the Coast Highway Vision and Strategic Plan (CHVSP), the City conducted a series of community design charrettes that gathered input from local stakeholders on future development along Coast Highway and adjacent streets, including those within the Seaside neighborhood. A majority of Seaside residents participating in these charrettes expressed opposition to rowhome development in the Seaside RH District. The City's planning consultant (Torti Gallas and Partners) ultimately recommended a prohibition on rowhome development in the Seaside RH District as part of the CHVSP's implementation strategy. This action item was included in the final version of the CHVSP adopted by the City Council in June 2009.

In July 2009, City staff conducted a community workshop with Seaside residents to further gauge support for the recommended rowhome prohibition. While not unanimous in their opinions, most workshop attendees reiterated their opposition to rowhome development in their neighborhood and encouraged staff to proceed with the requisite zoning text amendment to effect the prohibition.

ANALYSIS

Zone Amendment

The proposed zoning text amendment would preface the existing language of Section 1050(HH) of the Oceanside Zoning Ordinance with the following underlined clause:

With the exception of the RH District bounded by South Horne Street, Weitzel Street, Michigan Street, South Freeman Street and Missouri Street, Single-Family Detached Units on a minimum of 2,500-square-foot lots are allowed with a Conditional Use Permit within the RM-B, RM-C and RH Districts when determined to be compatible with existing and future land uses and plans.

No changes would be made to the development standards outlined in Section 1050(HH), which would continue to apply to all proposed rowhome development outside of the RH District of the Seaside Neighborhood.

Current Standards

As established earlier, the Zoning Ordinance currently allows rowhome development only in the City's RM-B, RM-C and RH Districts, subject to a Conditional Use Permit. Rowhome development is thus already prohibited in the southern portions of the Seaside neighborhood, which are zoned RS (Residential Single-Family), and the northern portions of the neighborhood, which has a zoning designation of RH-U (Residential High-Density Urban). While rowhome development has previously been allowed on RH-U properties, under the interpretation that RH-U is a subcategory of the RH zoning designation, the Planning Division now recognizes RH-U as a separate and distinct zoning designation that does not allow for rowhome development. The RH-U designation is separately identified within the Property Development Regulations matrix of the Zoning Ordinance, where 10,000 square feet is listed as the minimum lot area for subdivision in RH-U districts. Furthermore, the large disparity between typical rowhome density (17 d.u./acre) and the allowable density range for RH-U properties (29-43 d.u./acre) suggests that single-family development is not intended for RH-U districts. It is City staff's position that RH-U properties should be reserved for higher density projects that contribute more dwelling units to the City's housing stock, thereby aiding the City in meeting its fair share of regional housing demand, improving housing affordability and bringing a critical mass of residential development within walking distance of employment, commercial services, transit and other public amenities.

By allowing for the creation of separate 2,500-square-foot lots, Section 1050(HH) of the Oceanside Zoning Ordinance essentially serves as an exemption from the minimum lot area requirements for the RH District, where the minimum lot area is otherwise 7,500 square feet. As noted earlier, the typical lot size in the Seaside RH District is 5,000 square feet (50' x 100'). Under the current provisions of Section 1050(HH), the typical property in the Seaside RH District can be split to accommodate two rowhomes, each on a separate legal lot.

In addition to allowing what would otherwise be substandard lot sizes in the RH District, Section 1050(HH) further accommodates rowhome development with reduced setback requirements (compared to those applicable to other development types permitted in the RH District). The following table reveals the different standards applicable to rowhomes vis-à-vis other development types permitted in the RH District.

RH Development Standards:
Rowhomes vs. Other Development Types

Development Standard	Development Type	
	SFD/Duplex/Triplex	Rowhome
Minimum Lot Area	7,500 square feet	2,500 square feet
Maximum Lot Width	60 feet	25 feet
Minimum Front Yard	15 feet	10 feet
Minimum Side Yard	5 feet	3 feet

As indicated in the above table, rowhomes can be situated five feet closer to the front property line than other development types, including standard single-family homes, duplexes and triplexes. Additionally, rowhomes can also be placed two feet further into the required side yard than other development types.

Section 1.13(G) of the Land Use Element of the Oceanside General Plan establishes that future development in the Seaside RH District shall be limited to triplex design "to ensure compatibility with the surrounding neighborhood." Staff interprets this policy to preclude the development of attached housing with more than three dwelling units per building, regardless of the size of the property, thereby minimizing the massing impacts often associated with high-density housing. Rather than the kind of large-footprint, street-adjacent multifamily housing found in more urban settings, the scale of multifamily housing in the Seaside RH District should remain compatible with that of existing single-family development.

The Coast Highway Vision and Strategic Plan (CHVSP), adopted in June of 2009, includes residential development guidelines that apply to the Seaside neighborhood. Among other things, these guidelines call for:

- Human-scale proportions and architectural building details which emphasize and reflect the presence and importance of people;
- All building elevations should be architecturally enhanced [and] unarticulated walls and monolithic roof forms should be prohibited;
- One-story architectural elements and massing should be incorporated into two and three-story building designs to the greatest extent possible.

Without specifying a preferred architectural style, the CHVSP residential development guidelines encourage new construction and remodel projects that are "in keeping with the existing character of the community."

Existing Rowhome Development

Existing rowhome development in Oceanside is largely confined to the City's most urbanized areas, including the downtown redevelopment area, tourist-serving areas near the beach and neighborhoods featuring a mix of residential and commercial land uses (e.g., South Cleveland Street and South Tremont Street near Oceanside Boulevard).

While existing rowhome development in Oceanside displays a range of architectural styles, virtually all of the existing examples in the City maintain a distinctly vertical orientation, with second stories situated directly above ground-level development. Front elevations typically include decorative projections and/or recesses, and in some cases, second stories are appreciably set back from ground-level building lines. For the most part, however, the massing of front elevations is similar to that of urban "brownstone" development, with relatively sheer facades in close proximity to the street frontage. Moreover, due to the narrowness of rowhome properties, side elevations usually display little horizontal or vertical articulation. Commonly separated by no more than six feet, the side elevations of adjacent rowhomes create narrow outdoor hallways that reinforce the urban character of this housing type. Finally, in keeping with their somewhat rectangular form, most existing rowhomes feature flat roofs, which typically provide open deck areas. It is common for these open deck areas to include stair enclosures and other ancillary structures that are allowed to project as much as ten feet above the base district height limit (27 feet in the Seaside RH District).

Seaside Neighborhood Character

Ten of the 13 north-south blocks that make up the Seaside neighborhood, extending from Missouri Street to Oceanside Boulevard, have an RS zoning designation and consist almost entirely of single-family homes. Only the three blocks lying north of Missouri Street allow for multifamily housing. The RH District, comprising only one of these three blocks, provides a transition between the single-family character of Seaside's southern areas and the more urban setting of the RH-U zone, which features

a number of large apartment buildings as well as two six-story congregate care facilities. The transitional nature of the RH District is evidenced by the intermingling of single-family and multifamily housing, usually (though not always) with only modest differences in the scale and orientation of development.

In contrast to the appearance of the typical rowhome, the housing types that define the general character of the Seaside neighborhood are more horizontally oriented, with deeper front setbacks, recessed second stories and pitched-roof elements with projecting eaves. While development in the Seaside neighborhood often presents significant massing at the rear of properties, where habitable space is often situated above alley-loaded garages, the street frontage of Seaside properties tends to feature generous landscape area and front elevations that maintain a relatively low profile.

City staff concurs with the predominant sentiment expressed by Seaside residents that the rowhome aesthetic is generally incompatible with this neighborhood's defining architecture and site design. While the straight lines and vertical orientation of the typical rowhome remains an appropriate option in other high-density residential areas of the City, staff finds that the distinctly urban character of this housing product does not fit with traditional patterns of development in the Seaside neighborhood, which display massing offsets, landscaped parkways and front yards, and other design elements that generally cannot be incorporated into rowhome design.

As noted earlier, the CHVSP residential development guidelines for the Seaside neighborhood encourage projects that feature strong single-story elements, articulated elevations and varied roof forms, none of which are characteristic of existing rowhome development in Oceanside.

Alternative Development Types

Without the option of building rowhomes in the Seaside RH District, developers will likely propose attached duplex and triplex projects. Duplex projects will be subject to review and approval by the City Planner, while triplex projects will require Planning Commission review and approval. As part of the discretionary review process, these projects will have to meet several required findings, one of which speaks to the projects' compatibility with existing and potential development on adjoining properties and in the surrounding neighborhood. To meet this finding, proposed duplex and triplex projects in the Seaside RH District will display front elevations with strong single-story elements while concentrating additional stories and overall massing toward the rear of the property. These projects will feature varied roof elements with projecting eaves and other forms of vertical and horizontal articulation. Porches and stoops will lend these projects a street-friendly character, while pathways and/or stairways connected to the sidewalk will provide direct access to prominent entryways. In short, proposed multifamily projects in the Seaside RH District will be expected to perpetuate a high-quality residential environment with designs that complement, rather than overwhelm, the open streetscapes of the Seaside neighborhood, blending effectively with existing single-family development and maintaining the neighborhood's human scale.

COMMISSION/COMMITTEE REPORT

On October 26, 2009, the Planning Commission reviewed and recommended approval of the proposed Zone Amendment. At and immediately prior to this public hearing, comments both in support of, and opposition to, the proposed action were shared by members of the public, most of whom reside within the Seaside neighborhood. Several of those who expressed opposition to the proposed Zone Amendment argued that a prohibition on rowhome development should be accompanied by other changes to development standards to better accommodate alternative development types in the Seaside RH District (i.e., duplexes and triplexes). Suggested changes included reduced setbacks in the rear portions of lots, allowance of a third story within the existing 27-foot height limitation, and flexibility regarding the configuration of required on-site parking (e.g., tandem parking, parking lifts). During the public workshop on the proposed Zone Amendment conducted in July of this year, some participants conveyed similar opinions (summarized in Exhibit 4). At the public workshop and in subsequent conversations with interested parties, staff indicated that additional changes to development standards for the Seaside RH District could be explored if the City Council were to provide such direction. Those interested in additional changes to development standards have been encouraged to express their opinions to the City Council.

FISCAL IMPACT

The proposed Zone Amendment would have no fiscal impact.

CITY ATTORNEY'S ANALYSIS

Pursuant to Article 4506 of the Oceanside Zoning Ordinance, the City Council is required to hold a public hearing on the proposed text amendment. Consideration of the amendment should be based on the evidence presented at the public hearing. After conducting the public hearing, the City Council should approve, modify or reject the Planning Commission's recommendation. City Attorney has approved as to form.

RECOMMENDATION

Staff recommends that the City Council introduce an ordinance amending Article 1050(HH) of the Zoning Ordinance to prohibit the creation of 2,500-square-foot lots for the development of single-family detached homes within the RH District of the Seaside neighborhood, as bounded by South Horne Street, Weitzel Street, Michigan Street, South Freeman Street and Missouri Street.

PREPARED BY:

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SUBMITTED BY:

Peter A. Weiss
City Manager

REVIEWED BY:

Michelle Skaggs-Lawrence, Deputy City Manager
George Buell, Development Services Director
Jerry Hittleman, City Planner

ATTACHMENTS/EXHIBITS

1. City Council Ordinance
2. Proposed Zoning Text Amendment
3. Map of Seaside RH District
4. Planning Commission PowerPoint presentation
5. Summary of Public Comment from the Seaside Rowhome Zoning Text Amendment Workshop (July 9, 2009)
6. Planning Commission Resolution No. 2009-P45
7. Planning Commission Staff Report dated October 26, 2009

ORDINANCE NO.

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF OCEANSIDE FOR A ZONE AMENDMENT (ZA-4-09) AMENDING ARTICLE 1050(HH) OF THE ZONING ORDINANCE TO PROHIBIT THE CREATION OF 2,500-SQUARE-FOOT LOTS FOR THE DEVELOPMENT OF SINGLE-FAMILY DETACHED HOMES WITHIN THE RH DISTRICT OF THE SEASIDE NEIGHBORHOOD, AS BOUNDED BY SOUTH HORNE STREET, WEITZEL STREET, MICHIGAN STREET, SOUTH FREEMAN STREET AND MISSOURI STREET

WHEREAS, on April 15, 2009, the City Council approved the Coast Highway Vision and Strategic Plan, which included as part of its implementation strategy a recommended prohibition on the creation of 2,500-square-foot lots for the development of single-family detached homes (i.e. "rowhomes") in the RH District of the Seaside neighborhood; and

WHEREAS, on July 9, 2009, the Planning Division conducted a publicly noticed community workshop at which a majority of participants expressed support for a prohibition on the creation of 2,500-square-foot lots for the development of single-family detached homes in the RH District of the Seaside neighborhood; and

WHEREAS, the creation of 2,500-square-foot lots for the development of single-family detached homes would continue to be conditionally permitted in all other RH Districts within the City; and

WHEREAS, on October 26, 2009, the Planning Commission of the City of Oceanside, after holding a duly advertised public hearing as required by law, adopted Resolution No. 2009-P45recommending approval of the subject request; and

WHEREAS, on November 18, 2009, the City Council of the City of Oceanside held a duly advertised public hearing to consider said Zone Amendment and the recommendation of the Planning Commission thereon and heard and considered written evidence and oral testimony by all persons regarding the proposed Zone Amendment; and

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WHEREAS, a Notice of Exemption was prepared by the Resource Officer of the City of Oceanside for this project pursuant to the California Environmental Quality Act of 1970 and the State Guidelines thereto amended to date; and

WHEREAS, based upon such evidence, testimony and staff reports, this Council finds as follows:

1. The Zoning Amendment conforms to the General Plan of the City of Oceanside.

2. By precluding the massing disparities that vertically-oriented rowhomes create when situated adjacent to low-profile bungalow development, the Zoning Amendment achieves consistency with the specific purposes of residential districts as established in Article 1010 of the Zoning Ordinance, which calls for projects that: ensure adequate light, air, privacy and open space for each dwelling; protect single-family residential districts from excessive loss of sun, light, quiet and privacy resulting from proximity to multifamily development; and achieve design compatibility with surrounding neighborhoods.

NOW, THEREFORE, the City Council of the City of Oceanside does ordain as follows:

1. Article 1050(HH) of the Zoning Ordinance is hereby amended to include the following additional text (as underlined):

<u>Except in the RH District bounded by South Horne Street, Weitzel Street, Michigan Street, South Freeman Street and Missouri Street</u>, Single-Family Detached Units on a minimum of 2,500-square-foot lots are allowed with a Conditional Use Permit within the RM-B, RM-C and RH Districts when determined to be compatible with existing and future land uses and plans.

2. Notice is hereby given that the time within which judicial review must be sought on this decision is governed by CCP Section 1094.6.

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3. The City Clerk of the City of Oceanside is hereby directed to publish the title of this Ordinance once within fifteen (15) days after its passage in the North County Times, a newspaper of general circulation published in the City of Oceanside. This Ordinance shall take effect and be in force on the thirtieth (30th) day from and after its final passage.

INTRODUCED at a regular meeting of the City Council of the City of Oceanside, California, held on the 18th day of November, 2009, and, thereafter,

PASSED AND ADOPTED at a regular meeting of the City Council of the City of Oceanside, California, held on the _____ day of_____, 2009, by the following vote:

AYES:

NAYS:

ABSENT:

ABSTAIN:

_____
Mayor of the City of Oceanside

ATTEST:

_____
City Clerk

APPROVED AS TO FORM:

_____, DCA
City Attorney

Attachment 2: Proposed Zoning Text Amendment

Article 1050(HH)

Text added to the original language is underlined below:

(HH) <u>Except in the RH District bounded by South Horne Street, Weitzel Street, Michigan Street, South Freeman Street and Missouri Street,</u> Single Family Detached Units on a minimum of 2,500 square foot lots are allowed with a Conditional Use Permit within the RM-B, RM-C and RH Districts when determined to be compatible with existing and future land uses and plans. The following minimum development regulations are also required:

Lot Width 25-feet

Open Space-None except for required yards

Lot Depth 100-feet

Setbacks

Front	10-feet	
Side	3-feet	
Corner Side	10-feet	(Maybe reduced if determined that corner clear zone can be maintained)

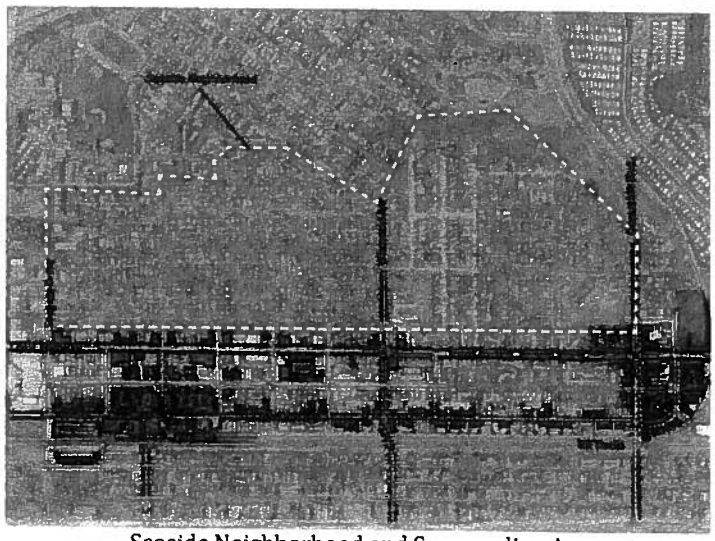
Garage Access: Vehicular access to garages shall be from the rear-yard via a public alley or private drive.

Attachment 3: Seaside RH District

Attachment 4: PowerPoint Presentation to Planning Commission

ZA-4-09
Seaside Rowhome Prohibition

ZA-4-09
Seaside Rowhome Prohibition



Seaside Neighborhood and Surrounding Area

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Seaside Rowhome Prohibition

The public right-of-way in Seaside features 12 to 13-foot parkways between the sidewalk and curb, creating an open streetscape where planted material softens development on either side. 15 to 20-foot front yard setbacks contribute to the open feel of the streetscape.

Aerial of the 300 Block of S. Ditmar Street

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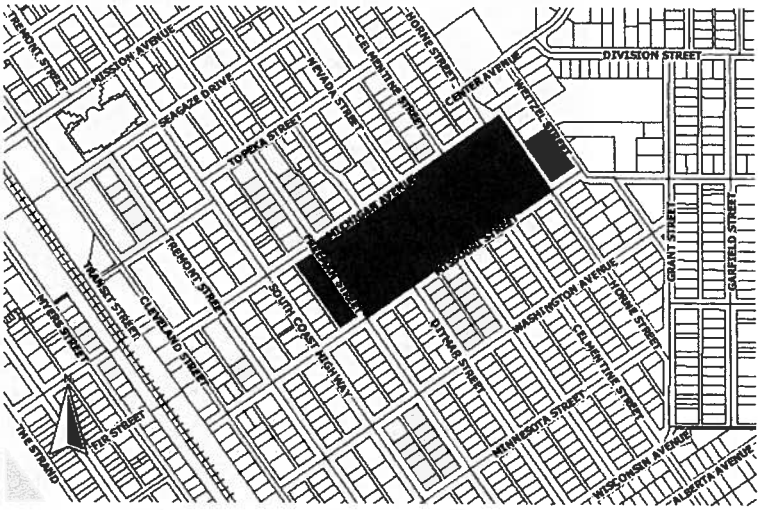
Seaside Rowhome Prohibition

The RH District of Seaside is bounded by single-family zoning to the south and urban high density zoning to the north.



RH District of the Seaside Neighborhood

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Seaside RS District

The RS District of Seaside features vintage single-family homes in a variety of architectural styles.

ZA-4-09
Seaside Rowhome Prohibition

Seaside RS District

It is these low-profile "bungalow" or "cottage" homes that create the prevailing visual character of the neighborhood.

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Seaside Rowhome Prohibition

Seaside RS District

Homes in the RS District maintain generous setbacks and feature highly articulated roofs and front elevations.

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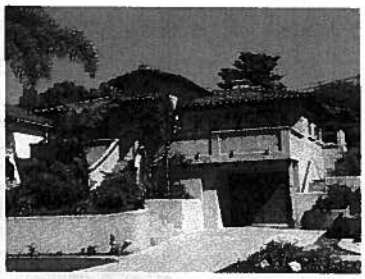
Seaside RS District

New construction and renovations of existing homes tend to reflect Seaside's existing character, though sometimes at a slightly larger scale.



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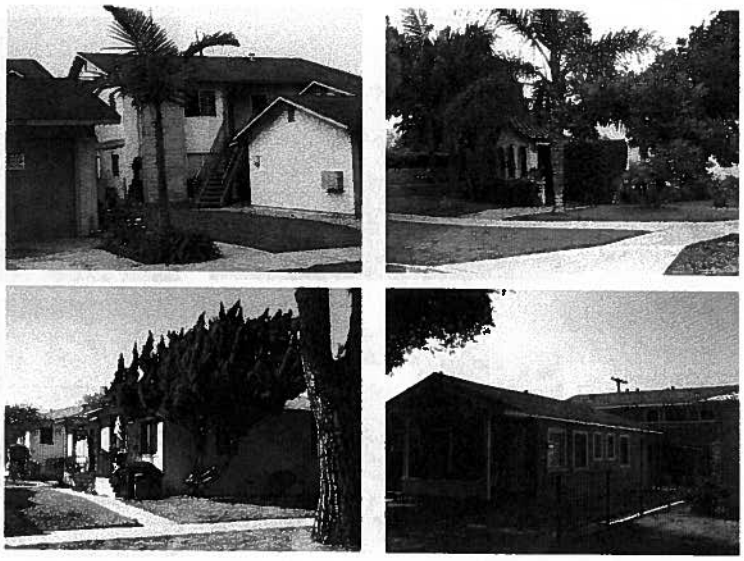
Seaside Rowhome Prohibition

Seaside RH District

Serving as a transition between the single-family and more urban neighborhoods, the RH District features a combination of single-family homes, courtyard multi-family housing and more conventional apartments.



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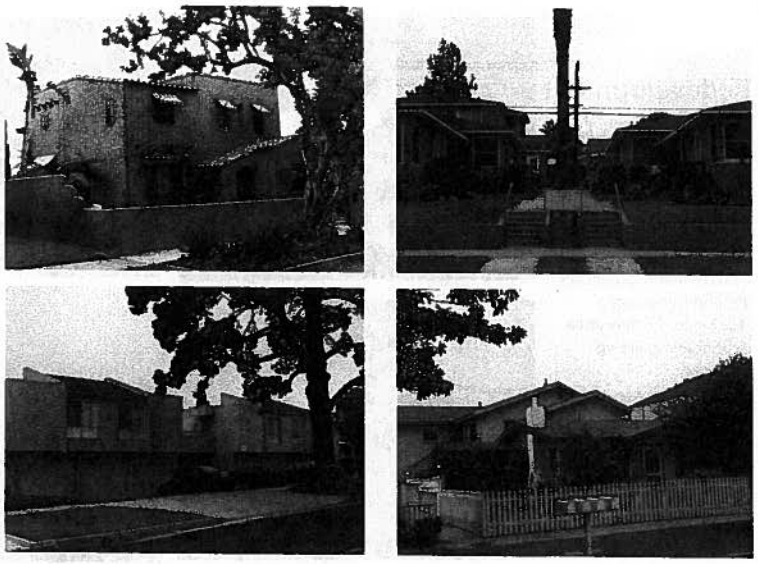
Seaside RH District



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Seaside
RH District

ZA-4-09
Seaside Rowhome Prohibition

Redevelopment
Potential in the
RH District

While there are few vacant lots in the RH District, many properties are underdeveloped relative to the allowable density and building envelope.

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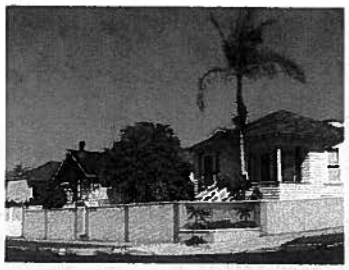
Seaside Rowhome Prohibition

Seaside RH-U District

The RH-U District is a study in contrasts, with some of Seaside's best bungalow architecture juxtaposed with multi-family development that demonstrates little vertical or horizontal articulation.



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Seaside RH-U District

Many RH-U lots have been consolidated to accommodate multi-family development.

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Seaside Rowhome Prohibition

Stepped Back 2nd Stories

Residents indicate that additional height and massing are acceptable in rear portions of the lot, as seen in these examples.

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Seaside Rowhome Prohibition

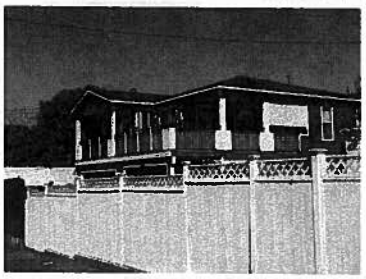
Stepped Back 2nd Stories

Stepped back 2nd stories provide for both single-family additions as well as separate, ancillary dwelling units.

ZA-4-09
Seaside Rowhome Prohibition

Stepped Back 2nd Stories

These are two examples of stepped back development as viewed from both the street frontage and the rear alley.



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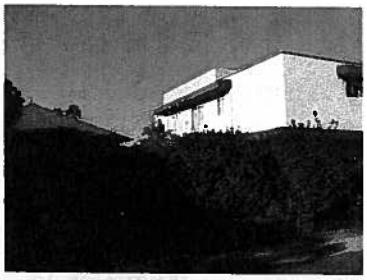
Massing Disparities

In these examples, Seaside bungalows are overwhelmed by adjacent multi-family projects that show little vertical or horizontal articulation.



ZA-4-09
Seaside Rowhome Prohibition

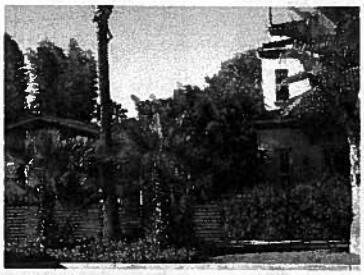
Massing Disparities

The single-family homes in the two lower photos share their lots with additional units at the rear, with less massing impact than the multi-family projects found next door.

ZA-4-09
Seaside Rowhome Prohibition

Massing Disparities

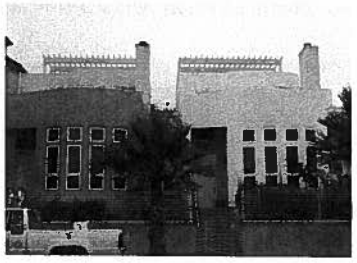
These photos show how existing rowhomes read next to pre-existing bungalow development.



ZA-4-09
Seaside Rowhome Prohibition

Rowhomes

- Allowable front and side setbacks are not consistent with those found in Seaside
- Landscaping does not mitigate building mass at the front setback
- Projections above 27 feet often read as third stories



ZA-4-09
Seaside Rowhome Prohibition

- In recent years, Seaside residents have formally opposed proposals for rowhome development in their neighborhood.
- A majority of Seaside residents expressed their opposition to rowhome development in their neighborhood during the Coast Hwy Vision and Strategic Plan effort.
- As part of its implementation strategy, the Coast Highway Vision and Strategic Plan calls for a zoning text amendment to "exclude rowhouses in the Seaside Neighborhood."
- On July 9, 2009, a majority of those participating in the Seaside Rowhome Community Workshop expressed support for this action item.

ZA-4-09
Seaside Rowhome Prohibition

Excerpt from an email sent by a Seaside resident in advance of the Community Workshop in July:

[Seaside] lots are too small to accommodate the oversized row houses. Not to mention the look of boxes, the expansi[on] of lot coverage blocking natural light to neighbors, and the elimination of adequate space for greenscaping with natural plants and trees for shade. [This] section of Seaside...already displays the confusion in planning and building permits from the past. Row houses only add to that chaos. We applaud this effort to eliminate past practices and apply sound planning to the area...

...We have hundreds of housing tracts in Oceanside. We have very few neighborhoods like Seaside. Over the years, the City has not always recognized the uniqueness and potential of Seaside. We hope that the prohibition of row houses is the first step to preserve this entire area. The charm of Coronado and North Park is the beautiful and well maintained unique homes that display the architecture of the past. Seaside can fit in this category if leadership is provided.

ZA-4-09
Seaside Rowhome Prohibition

Except in the RH District bounded by Horne Street, Weitzel Street, Michigan Street, Freeman Street and Missouri Street, Single Family Detached Units on a minimum of 2,500 square foot lots are allowed with a Conditional Use Permit within the RM-B, RM-C and RH Districts when determined to be compatible with existing and future land uses and plans. The following minimum development regulations are also required:

Lot Width 25-feet Open Space-None except for required yards
Lot Depth 100-feet
Setbacks
- Front 10-feet
- Side 3-feet
- Corner Side 10-feet (Maybe be reduced if determined that corner clear zone can be maintained)

Garage Access: Vehicular access to garages shall be from the rear-yard via a public alley or private drive.

Text of the Proposed Zoning Amendment

ZA-4-09
Seaside Rowhome Prohibition

- Rowhome development is already prohibited in the RS and RH-U portions of Seaside.
- One previously-approved and automatically extended rowhome project (307 S. Ditmar) may still be built.
- Rowhome development would still be conditionally permitted in all other RH districts in the City.
- No other development standards would be changed (e.g. minimum setbacks, height limits, parking requirements).

ZA-4-09
Seaside Rowhome Prohibition

- At the public workshop in July, participants offered a number of suggestions regarding additional changes to development standards for the Seaside RH District.
- The majority of respondents continue to express support for the zoning amendment as proposed.
- Some respondents are concerned that the proposed action would take away a development right without providing additional flexibility for alternative forms of development (i.e. duplexes and triplexes).
- Stakeholders have been informed that other changes to development standards for this area cannot be initiated by staff without specific direction from the Planning Commission and/or the City Council.

Attachment 5: Summary of Public Comment from the Seaside Rowhome Zoning Text Amendment Workshop (July 9, 2009)

Rowhomes

R.1	Do not allow subdivision of already-substandard lots (i.e. less than 7,500 square feet).
R.2	Rowhomes do not fit the feel/character of the older, vintage houses in Seaside.
R.3	Ensure that future projects meet the design guidelines in the Coast Hwy Vision & Strategic Plan.
R.4	What stops building on an existing legal 25' by 100' lot?
R.5	Roof decks are an eyesore. They encourage flat roof design at the maximum height. No one uses the roof deck.
R.6	Rowhome are okay if they are limited between Nevada, Ditmar and Freeman.
R.7	Allowing rowhomes encourages the removal of dilapidated and overcrowded housing.
R.8	Rowhomes have a boxy appearance, block natural light, and eliminate adequate space for landscaping.
R.9	Move toward a model that favors triplexes over rowhomes.

Development Standards

D.1	Ten-foot front yard setback is too close.
D.2	Maintain deep front yard setbacks and allow for zero setbacks on the alley.
D.3	Streetscape considerations (e.g. sidewalk and park strip width, curb cuts) need to be factored into zoning regulations.
D.4	At what point does a front yard setback become too narrow for large trees (either in the front yard or adjacent park strip)?
D.5	Change the height requirements to read "27 feet to top of roof plate with a maximum roof pitch of (3/12, 5/12, etc.)."
D.6	Eliminate the two-story limitation.
D.7	Reduce the rear (alley) setback to zero and allow habitable space above the garage to extend to the rear property line.
D.8	Create a zero side yard setback at the alley for one side of the building, maintaining a five-foot setback on the opposite side.
D.9	Duplex development should be the maximum allowed on 5,000 square-foot lots.
D.10	With articulated elevations and proper setbacks, three-story development is not a problem.
D.11	Reduced setbacks on the alley could allow for four side-by-side parking spaces along the rear property line.

Parking

PK.1	Why is covered parking required?
PK.2	Why can't the full width of properties adjacent to the alleys be utilized for parking? Within the typical 50-foot lot width, five (5) parking stalls could be accommodated.
PK.3	To what extent do current parking requirements encourage the removal of existing single-family homes?
PK.4	Allow tandem parking,

Miscellaneous

M.1	All rules should be aimed at preserving the historic homes and neighborhood character.
M.2	The 200 Block should be reserved for senior housing.
M.3	Allow for a variety of architectural styles.
M.4	An architectural review board should be established.
M.5	Overhead utilities should be buried.

PLANNING COMMISSION
RESOLUTION NO. 2009-P45

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF OCEANSIDE, CALIFORNIA RECOMMENDING APPROVAL OF A ZONE AMENDMENT TO PROHIBIT THE CREATION OF 2,500-SQUARE-FOOT LOTS FOR THE DEVELOPMENT OF SINGLE-FAMILY DETACHED HOMES WITHIN THE RH DISTRICT OF THE SEASIDE NEIGHBORHOOD, AS BOUNDED BY SOUTH HORNE STREET, WEITZEL STREET, MICHIGAN STREET, SOUTH FREEMAN STREET AND MISSOURI STREET

APPLICATION NO: ZA-4-09
APPLICANT: City of Oceanside
LOCATION: Citywide

THE PLANNING COMMISSION OF THE CITY OF OCEANSIDE, CALIFORNIA DOES RESOLVE AS FOLLOWS:

WHEREAS, on April 15, 2009, the City Council approved the Coast Highway Vision and Strategic Plan, which included as part of its implementation strategy a recommended prohibition on the creation of 2,500-square-foot lots for the development of single-family detached homes (i.e. rowhomes) in the RH District of the Seaside neighborhood; and

WHEREAS, on July 9, 2009, the Planning Division conducted a publicly noticed community workshop at which a majority of participants expressed support for a prohibition on the creation of 2,500-square-foot lots for the development of single-family detached homes in the RH District of the Seaside neighborhood; and

WHEREAS, there was filed with this Commission a verified petition on the forms prescribed by the Commission requesting a Zone Amendment under the provisions of Article 45 of the Zoning Ordinance of the City of Oceanside to permit the Zoning Ordinance text amendment as shown in the attached Exhibit "A"; and

WHEREAS, the Planning Commission, after giving the required public notice, did on the 26th day of October, 2009, conduct a duly advertised public hearing as prescribed by law to consider said application; and

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WHEREAS, pursuant to the California Environmental Quality Act of 1970, and State Guidelines thereto; the amendment was found to be a Class 8, Categorical Exemption "Action by Regulatory Agencies for Protection of the Environment" per Section 15308 of the California Environmental Quality Act; and

WHEREAS, studies and investigations made by this Commission and in its behalf reveal the following facts pertaining to the proposed Zone Amendment:

1. The Zone Text Amendment, as proposed, conforms to the General Plan of the City.
2. That the granting of the Zoning Amendment is consistent with the purposes of the Zoning Ordinance because the prohibition of rowhome development in the RH District of the Seaside neighborhood will help to preserve the existing visual character of the neighborhood and protect residents from the potential adverse massing impacts of rowhome development.

NOW, THEREFORE, BE IT RESOLVED that the Planning Commission does hereby recommend approval of Zone Amendment (ZA-4-09), as represented in the attached Exhibit "A".

PASSED AND ADOPTED Resolution No. 2009-P45 on October 26, 2009 by the following vote, to wit:

AYES: Troisi, Neal, Balma, Martinek, Rosales and Scrivener

NAYS: Bertheaud

ABSENT: None

ABSTAIN: None

Claudia Troisi, Chairperson
Oceanside Planning Commission

ATTEST:

Jerry Hittleman, Secretary

I, JERRY HITTLEMAN, Secretary of the Oceanside Planning Commission, hereby certify that this is a true and correct copy of Resolution No. 2009-P45.

Dated: October 26, 2009

PLANNING COMMISSION AGENDA NO. 3 CITY OF OCEANSIDE

DATE: October 26, 2009

TO: Chairperson and Members of the Planning Commission

FROM: Development Services Department/Planning Division

SUBJECT: ZONE AMENDMENT (ZA-4-09) AMENDING SECTION 1050(HH) OF THE OCEANSIDE ZONING ORDINANCE TO PROHIBIT THE CREATION OF 2,500 SQUARE-FOOT LOTS FOR THE DEVELOPMENT OF SINGLE-FAMILY DETACHED HOMES (I.E. ROWHOMES) WITHIN THE RH DISTRICT OF THE SEASIDE NEIGHBORHOOD, AS BOUNDED BY HORNE STREET, WEITZEL STREET, MICHIGAN STREET, FREEMAN STREET AND MISSOURI STREET – APPLICANT: CITY OF OCEANSIDE

RECOMMENDATION

Staff recommends that the Planning Commission recommend City Council approval of an amendment to Section 1050(HH) of the Oceanside Zoning Ordinance to prohibit the creation of 2,500 square-foot lots for the development of single-family detached homes (i.e. rowhomes) within the RH District of the Seaside Neighborhood, as bounded by South Horne Street, Weitzel Street, Michigan Street, South Freeman Street and Missouri Street. Single-family detached units on 2,500 square-foot lots would continue to be conditionally permitted in all other RH districts within the City, when determined to be consistent with existing and future land use and development.

Staff recommends that the Planning Commission:

(1) Adopt Planning Commission Resolution No 2009-P45 recommending approval of Zoning Amendment (ZA-4-09) to the City Council with findings of approval attached herein.

BACKGROUND

Comprised of the 300 Block of South Horne Street, South Clementine Street, South Nevada Street, South Ditmar Street and South Freeman Street, the RH District of the Seaside Neighborhood accommodates a variety of housing types, including single-family homes, duplexes and triplexes, and a limited number of apartment buildings with as few as four and as many as 17 rental units. The 300 Block lies between a single-family neighborhood to the south (RS properties) and an area of more urbanized residential development to the north (RHU properties). Featuring broad parkways

between the curb and sidewalk, the streets within the 300 Block display a consistent subdivision pattern of 50' by 100' lots (a few of which have been consolidated to accommodate multi-family development). Rear alleys offer vehicular access, thereby minimizing the number of curb cuts on the street frontage.

Most of the single-family homes in the 300 Block were constructed either in the mid 1920's or in the decade following World War II. Many of these residences exhibit Craftsman bungalow architecture, while others embody Cape Cod, Spanish Colonial Revival and other traditional styles. A number of these vintage houses have been remodeled with second-story additions, most of which are significantly set back from ground-level building lines. Additionally, it is not uncommon to find accessory dwelling units to the rear of these single-family homes, often placed above alley-loaded garages.

Multi-family development in the 300 Block is somewhat eclectic, ranging from courtyard bungalows built in the 1920's to conventional attached units constructed in the 1970's and 1980's. While much of the older multi-family housing exhibits similar massing to that of neighboring single-family homes, more recent multi-family development (e.g. 814 Missouri Street; 330 South Horne Street) tends to be conspicuously larger, with broader footprints and less articulated elevations.

Currently, Section 1050(HH) of the City's Zoning Ordinance allows for the development of detached single-family units on 2,500-square-foot lots in all RM-B, RM-C and RH Districts, subject to a Conditional Use Permit. Commonly referred to as rowhomes, detached single-family units on 2,500-square-foot lots are found primarily west of Coast Highway, with the largest concentration situated along North Cleveland Street and North Tremont Street between Pier View Way and Neptune Street. Scattered rowhome development has also occurred east of Coast Highway, including two examples in the Seaside neighborhood (640-644 Grant Street and 105/109 South Ditmar Street). A map exhibit depicting the location of all existing rowhomes in the City has been included with this staff report as Attachment 3. Although no rowhomes have been built within the Seaside RH District, a project involving two rowhomes in the 300 Block of South Ditmar Street was approved in December of 2007. As this project remains active, having recently received an automatic two-year time extension in accordance with both state statue and a local ordinance that becomes effective on October 2, 2009, it would not be subject to the proposed zoning text amendment and thus can be constructed as approved.

In the spring of 2008, as part of the planning effort that resulted in the Coast Highway Vision and Strategic Plan (CHVSP), the City conducted a series of community design charrettes that gathered input from local stakeholders on future development along Coast Highway and adjacent streets, including those within the Seaside neighborhood. A majority of Seaside residents participating in these charrettes expressed opposition to rowhome development in the Seaside RH District. The City's planning consultant (Torti Gallas and Partners) ultimately recommended a prohibition on rowhome development in the Seaside RH District as part of the CHVSP's implementation strategy. This action

item was included in the final version of the CHVSP adopted by the City Council in June of 2009.

In July of 2009, City staff conducted a community workshop with Seaside residents to further gauge support for the recommended rowhome prohibition. While not unanimous in their opinions, most workshop attendees reiterated their opposition to rowhome development in their neighborhood and encouraged staff to proceed with the requisite zoning text amendment to effect the prohibition.

PROJECT DESCRIPTION

The proposed zoning text amendment would preface the existing language of Section 1050(HH) of the Oceanside Zoning Ordinance with the following underlined clause:

With the exception of the RH District bounded by South Horne Street, Weitzel Street, Michigan Street, South Freeman Street and Missouri Street, Single-Family Detached Units on a minimum of 2,500-square-foot lots are allowed with a Conditional Use Permit within the RM-B, RM-C and RH Districts when determined to be compatible with existing and future land uses and plans.

No changes would be made to the development standards outlined in Section 1050(HH), which would continue to apply to all proposed rowhome development outside of the RH District of the Seaside Neighborhood.

ANALYSIS

Current Standards

As established earlier, the Zoning Ordinance currently allows rowhome development only in the City's RM-B, RM-C and RH Districts, subject to a Conditional Use Permit. Rowhome development is thus already prohibited in the southern portions of the Seaside neighborhood, which are zoned RS (Residential Single-Family), the northern portions of the neighborhood, which have a zoning designation of RH-U (Residential High-Density Urban). While rowhome development has previously been allowed on RH-U properties, under the interpretation that RH-U is a subcategory of the RH zoning designation, the Planning Division now recognizes RH-U as a separate and distinct zoning designation that does not allow for rowhome development. The RH-U designation is separately identified within the Property Development Regulations matrix of the Zoning Ordinance, where 10,000 square feet is listed as the minimum lot area for subdivision in RH-U districts. Furthermore, the large disparity between typical rowhome density (17 d.u./acre) and the allowable density range for RH-U properties (29-43 d.u./acre) suggests that single-family development is not intended for RH-U districts. It is City staff's position that RH-U properties should be reserved for higher density projects that contribute more dwelling units to the City's housing stock, thereby aiding

the City in meeting its fair share of regional housing demand, improving housing affordability and bringing a critical mass of residential development within walking distance of employment, commercial services, transit and other public amenities.

By allowing for the creation of separate 2,500-square-foot lots, Section 1050(HH) of the Oceanside Zoning Ordinance essentially serves as an exemption from the minimum lot area requirements for the RH District, where the minimum lot area is otherwise 7,500 square feet. As noted earlier, the typical lot size in the Seaside RH District is 5,000 square feet (50' x 100'). Under the current provisions of Section 1050(HH), the typical property in the Seaside RH District can be split to accommodate two rowhomes, each on a separate legal lot.

In addition to allowing what would otherwise be substandard lot sizes in the RH District, Section 1050(HH) further accommodates rowhome development with reduced setback requirements (compared to those applicable to other development types permitted in the RH District). The following table reveals the different standards applicable to rowhomes vis-à-vis other development types permitted in the RH District.

RH Development Standards:
Rowhomes vs. Other Development Types

Development Standard	Development Type	
	SFD/Duplex/Triplex	Rowhome
Minimum Lot Area	7,500 square feet	2,500 square feet
Maximum Lot Width	60 feet	25 feet
Minimum Front Yard	15 feet	10 feet
Minimum Side Yard	5 feet	3 feet

As indicated in the above table, rowhomes can be situated five feet closer to the front property line than other development types, including standard single-family homes, duplexes and triplexes. Additionally, rowhomes can also be placed two feet further into the required side yard than other development types.

Section 1.13(G) of the Land Use Element of the Oceanside General Plan establishes that future development in the Seaside RH District shall be limited to triplex design "to ensure compatibility with the surrounding neighborhood." Staff interprets this policy to preclude the development of attached housing with more than three dwelling units per building, regardless of the size of the property, thereby minimizing the massing impacts often associated with high-density housing. Rather than the kind of large-footprint, street-adjacent multi-family housing found in more urban settings, the scale of multi-family housing in the Seaside RH District should remain compatible with that of existing single-family development.

The Coast Highway Vision and Strategic Plan (CHVSP), adopted in June of 2009, include residential development guidelines that apply to the Seaside neighborhood. Among other things, these guidelines call for:

- Human-scale proportions and architectural building details which emphasize and reflect the presence and importance of people;
- All building elevations should be architecturally enhanced [and] unarticulated walls and monolithic roof forms should be prohibited;
- One-story architectural elements and massing should be incorporated into two and three-story building designs to the greatest extent possible.

Without specifying a preferred architectural style, the CHVSP residential development guidelines encourage new construction and remodel projects that are "in keeping with the existing character of the community."

Existing Rowhome Development

Existing rowhome development in Oceanside is largely confined to the City's most urbanized areas, including the downtown redevelopment area, tourist-serving areas near the beach and neighborhoods featuring a mix of residential and commercial land uses (e.g. South Cleveland Street and South Tremont Street near Oceanside Boulevard).

While existing rowhome development in Oceanside displays a range of architectural styles, virtually all of the existing examples in the City maintain a distinctly vertical orientation, with second stories situated directly above ground-level development. Front elevations typically include decorative projections and/or recesses, and in some cases, second stories are appreciably set back from ground-level building lines. For the most part, however, the massing of front elevations is similar to that of urban "brownstone" development, with relatively sheer facades in close proximity to the street frontage. Moreover, due to the narrowness of rowhome properties, side elevations usually display little horizontal or vertical articulation. Commonly separated by no more than six feet, the side elevations of adjacent rowhomes create narrow outdoor hallways that reinforce the urban character of this housing type. Finally, in keeping with their somewhat rectangular form, most existing rowhomes feature flat roofs, which typically provide open deck areas. It's common for these open deck areas to include stair enclosures and other ancillary structures that are allowed to project as much as ten feet above the base district height limit (27 feet in the Seaside RH District).

Seaside Neighborhood Character

Ten of the 13 north-south blocks that make up the Seaside neighborhood, extending from Missouri Street to Oceanside Boulevard, have an RS zoning designation and consist almost entirely of single-family homes. Only the three blocks lying north of Missouri Street allow for multi-family housing. The RH District, comprising only one of these three blocks, provides a transition between the single-family character of Seaside's southern areas and the more urban setting of the RHU zone, which features

a number of large apartment buildings as well as two six-story congregate care facilities. The transitional nature of the RH District is evidenced by the intermingling of single and multi-family housing, usually (though not always) with only modest differences in the scale and orientation of development.

In contrast to the appearance of the typical rowhome, the housing types that define the general character of the Seaside neighborhood are more horizontally oriented, with deeper front setbacks, recessed second stories and pitched roof elements with projecting eaves. While development in the Seaside neighborhood often presents significant massing at the rear of properties, where habitable space is often situated above alley-loaded garages, the street frontage of Seaside properties tends to feature generous landscape area and front elevations that maintain a relatively low profile.

City staff concurs with the predominant sentiment expressed by Seaside residents that the rowhome aesthetic is generally incompatible with this neighborhood's defining architecture and site design. While the straight lines and vertical orientation of the typical rowhome remains an appropriate option in other high-density residential areas of the City, staff finds that the distinctly urban character of this housing product does not fit with traditional patterns of development in the Seaside neighborhood, which emphasize massing offsets, generous landscape areas and other features that generally cannot be incorporated into rowhome design.

As noted earlier, the CHVSP residential development guidelines for the Seaside neighborhood encourage projects that feature strong single-story elements, articulated elevations and varied roof forms, none of which are characteristic of existing rowhome development in Oceanside.

Alternative Development Types

Without the option of building rowhomes in the Seaside RH District, developers will likely propose attached duplex and triplex projects. Duplex projects will be subject to review and approval by the City Planner, while triplex projects will require Planning Commission review and approval. As part of the discretionary review process, these projects will have to meet several required findings, one of which speaks to the projects' compatibility with existing and potential development on adjoining properties and in the surrounding neighborhood. To meet this finding, proposed duplex and triplex projects in the Seaside RH District will display front elevations with strong single-story elements while concentrating additional stories and overall massing toward the rear of the property. These projects will feature varied roof elements with projecting eaves and other forms of vertical and horizontal articulation. Porches and stoops will lend these projects a street-friendly character, while pathways and/or stairways connected to the sidewalk will provide direct access to prominent entryways. In short, proposed multi-family projects in the Seaside RH District will be expected to perpetuate a high-quality residential environment with designs that complement, rather than overwhelm, the open streetscapes of the Seaside neighborhood, blending effectively with existing single-family development and maintaining the neighborhood's human scale.

ENVIRONMENTAL DETERMINATION

The proposed zone text amendment and local coastal plan amendment is exempt from the provisions of the California Environmental Quality Act (CEQA) pursuant to Section 15308 (Actions by Regulatory Agencies for Protection of the Environment) as a Class 8 exemption.

SUMMARY

Approval and implementation of Zone Amendment (ZA-4-09) will assist in maintaining the distinctive character of the Seaside neighborhood by precluding a housing type that is better suited to a more urban setting. As such, staff recommends that the Planning Commission:

-- Adopt Planning Commission Resolution No 2009-P45 recommending approval of Zoning Amendment (ZA-4-09) to the City Council with findings of approval attached herein.

PREPARED BY:

Russ Cunningham
Senior Planner

SUBMITTED BY:

Jerry Hittleman
City Planner

Attachments:
1. Planning Commission Resolution No. 2009-P45
2. Exhibit "A" – Zoning Ordinance Text Amendment
3. Exhibit "B" – Map of the Seaside RH District
4. Exhibit "C" – Map of existing rowhome development
5. Exhibit "D" – Photos of existing rowhome development
6. Exhibit "E" – Summary of written comments from 7/9/09 community workshop