

Application No: PP2018-11
APNs: 015-321-01
Applicant: Raoul Ortiz
Hearing Date: August 24, 2021

ZONING MAP AMENDMENT FINDINGS (WMC § 14-12.708)

The following findings apply to the portion of the project site in which the Zoning Map designation is changed from Industrial Park (IP) to Multiple Residential High Density with a Planned Development Overlay (RM-3/PD).

- 1. That the proposed amendment is consistent with the policies embodied in the General Plan.**

Supportive Evidence

The proposed residential development is located on the portion of APN 015-321-01 presently designated Industrial on the General Plan Land Use Diagram and within the IP Zoning District. Residential units are not a permitted use; therefore, to allow residential development on APN 015-321-01, the project requires an amendment of the General Plan Land Use Diagram from Industrial to Residential High Density and an amendment of the Zoning Map from IP to RM-3/PD.

The purpose of the Residential High Density designation is to provide living environments through multi-story apartment and condominium type housing at densities of between 14 and 36.99 dwelling units per acre. The project includes construction of 21 townhouse-style dwelling units. The proposed density of the project is 16.2 units per acre. Therefore, the project is consistent with the dwelling type and residential density standards permitted in the Residential High Density designation.

In addition, the project is consistent with the following General Plan goals, policies and implementation measures:

- ***Land Use Element Goal 4.7: Land Use Suitability.*** *Ensure that the orderly development of land for the needs of the existing and projected population within in the City limit and Sphere of Influence is based on the land's overall suitability, including: the accessibility of existing and proposed public facilities, services, and utilities, physical and financial constraints; and/or growth inducing impacts.*

The project site has been used as a rebar manufacturing site since 1993. The proposed project would be an infill project converting the site/land use to residential use. The site is within close proximity to existing utilities that can be extended to serve the project. The project would not induce population growth other than the residents that would directly inhabit the proposed residential units.

- **Land Use Element Policy 4.B: Neighborhood Preservation.** *The City shall plan for the protection of existing neighborhood qualities and the provision of adequate neighborhood facilities in developing areas.*
- **Land Use Element Implementation Measure 4.B.2: New Neighborhood Facilities.** *The City shall utilize land use controls, such as, specific plan, LOS standards, and zoning development controls, to ensure balanced neighborhood development in a compact pattern, and to avoid premature extension of public facilities and services.*
- **Land Use Element Implementation Measure 4.A.2: Land Use Compatibility.** *The City shall monitor housing production to ensure compatibility with surrounding land uses.*

Although the proposed project is located adjacent to light industrial uses to the west and south, and the airport to the north, it is also adjacent to the existing Colonial Manor manufactured home residential development to the east. The proposed project will be built to a similar density to the manufactured housing project. The proposed project is consistent with City of Watsonville *Livable Community Residential Design Guidelines* (2001).

The proposed project includes a General Plan Amendment and rezoning to change the land use designation and zoning of the project site to Residential High Density and RM-3, respectively. The rezoning would include adopting a PD Overlay District that would allow smaller lot sizes and more compact patterns of development. With approval of the proposed rezoning, the project would be consistent with applicable land use controls.

- **Land Use Element Goal 4.4 Industrial Land Use – Achieve economic diversification, living wage employment, the preservation of the agricultural economic base of the Pajaro Valley, and maintain a balance among jobs, housing, and other urban land uses.**
- **Land Use Element Policy 4.D: Industrial Land Use.** *The City shall promote modernization of existing industrial plants and the location of new industrial facilities on lands planned for industry in Watsonville 2005 General Plan.*
- **Land Use Element Implementation Measure 4.D.4: Industrial Reserve.** *The City shall maintain a reserve of industrial land sufficient to meet the long-term job creation goals and to enable the City to maximize economic opportunities consistent with the city's Comprehensive Economic Development Action Plan.*

The 1.57-acre project represents approximately 0.3 percent of the 559.6 acres of land designated as Industrial in the General Plan, and the same percentage of the 550.8 acres zoned either Industrial Park (IP) or General Industrial (IG). The existing industrial operation is small and not a major employer in the City. The site also abuts the Residential Medium Density land use designation to the east. Therefore, changing the designation will represent a small, marginal adjustment to

the overall Land Use Plan with minimal changes to the City's industrial base and the ability to maintain a robust number of jobs in the City. The conversion of this small site does not compromise the reserve of industrial land in the city. There will still be a robust industrial base on the roughly 550 acres of industrial land remaining in the city.

- **Urban Design Element Goal 5.1: Visual Resources.** *Preserve and enhance the built and natural visual resources within Watsonville.*
- **Urban Design Element Goal 5.2: Community Appearance.** *Blend new development and recognized values of community appearance and scenic qualities, and ensure that new development enhances, rather than detracts from its surroundings.*
- **Urban Design Element Goal 5.6: Urban Design.** *Achieve high standards of street, site and building design that are both efficient, and aesthetically pleasing.*
- **Urban Design Element Policy 5.B Design Consistency** – *The City shall review new development proposals to encourage high standards of urban design and to ensure that elements of architectural design and site orientation do not degrade or conflict with the appearance of existing structures.*
- **Urban Design Element Implementation Measure 5.A.4: Development Standards** – *In addition to the Design Review Guidelines, the City shall use the adopted standards for multiple family residential developments to ensure that medium- and high-density development is designed so as to enhance rather than detract from the urban environment.*
- **Urban Design Element Implementation Measure 5.B.3: Enhancement** – *The City shall utilize the development standards, zoning ordinance regulations for each district, and the design review guidelines to ensure that new development is an asset to the existing neighborhood and community with regard to parking, landscaping, open space, and project design.*

Residential development would be consistent with the City of Watsonville *Livable Community Residential Design Guidelines* (2001). Specifically, residential units have been designed with facades that are well composed, balanced, and appropriately articulated to reflect the scale and street orientation of Watsonville's traditional neighborhoods. The massing of wall and roof planes would be sufficiently broken up by the use of offsets in surfaces, changes in roof plane, variations in color, materials and trim. The streetscape plan would ensure that both the internal street system and the public frontage are aesthetically pleasing.

- **Housing Element Goal 3.0: Housing Production** – *Provide housing opportunity for Watsonville's share of the regional housing need for all income groups.*

- **Housing Element Policy 3.1** – Encourage the production of housing that meets the needs of all economic segments, including lower, moderate, and above moderate-income households, to achieve a balanced community.
- **Housing Element Policy 3.2** – Provide high quality rental and ownership housing opportunities for current and future residents that are affordable to a diverse range of income levels.
- **Housing Element Policy 3.4** – Continue to implement the Affordable Housing Ordinance, Density Bonus Ordinance, and other programs as a means of integrating affordable units within new residential development.
- **Housing Element Policy 4.2.** *Implement and enforce residential design guidelines to ensure that the community's expectations are met with respect to the quality and style of housing projects.*
- **Housing Element Program 18: Design Review Process** – *The City will continue to use the Livable Community Residential Design Guidelines in concert with the City's General Plan, Zoning and Subdivision Ordinance and other area plans. The City will continue to ensure that projects comply with the City's design review process and the Design Guidelines.*

The project will create 21 units of new for-sale housing. The project is required to provide 15 percent (3 units) of the 21 units as affordable, in accordance with the City's Affordable Housing Ordinance, and will help the City meet the production goals of the Housing Element to provide housing for all income groups. The project is designed to be architecturally compatible with the existing development in the neighborhood. The site planning provides both private and common open space amenities for the benefit of the residents. The development will be consistent with the City of Watsonville *Livable Community Residential Design Guidelines* (2001). An existing residence on the property will be demolished as part of project development.

- **Housing Element Goal 4.0: Removal of Government Constraints** – *Where appropriate, mitigate unnecessary governmental constraints to the maintenance, improvement, and development of housing.*
- **Housing Element Program 17: Planned Development District** – *The City will continue to use the PD designation to provide flexibility in developments and facilitate creative housing option as well as explore amendments to the Zoning and Subdivision Ordinances to encourage lot consolidation in districts with substandard lots, fee and development waivers for projects meeting redevelopment criteria and other incentives for developers and property owners in such districts. The City will consider other options to encourage lot consolidation, such as a smaller lot size for PD development.*

The proposed project includes General Plan Amendment, rezoning and adoption of a PD Overlay District to allow the proposed residential development at higher densities than would be allowed by the underlying zoning district regulations. The

proposed PD Overlay District allows the creation of small lots with modifications requested to support the proposed townhomes.

2. **That the proposed amendment is compatible to the extent possible with the actual and general planned use of the adjacent properties.**

Supportive Evidence

The proposed amendments to the General Plan Land Use Diagram and Zoning Map would allow infill housing in a manner consistent with existing nearby residential neighborhoods. The Colonial Manor manufactured housing development east of the site is built to a similar density as the project. The project is compatible with the light industrial uses to the west and south as well as the airport to the north. The site is served by existing utilities. The addition of 21 dwellings will help the City provide much needed housing for its residents.

PLANNED DEVELOPMENT OVERLAY DISTRICT FINDINGS (WMC § 14-16.2508)

The following findings apply to the portion of the project site in which a Planned Development (PD) Overlay District shall be combined with the underlying RM-3 Zoning District to allow the development of 21 units on individual parcels, consisting of 21 townhome units on the property located at 547 Airport Boulevard.

1. **The District is consistent with the General Plan and/or the Local Coastal Land Use Plan, and/or adopted area plans when applicable.**

Supportive Evidence

The project density of approximately 16.2 units per acre is consistent with the General Plan land use designation of Residential High Density, which allows density range of 14 to 36.99 units per acre. The project is, therefore, consistent with the density requirements in the General Plan.

The creation of small lots with townhome-style units requires approval of a modification request from district regulations set forth in WMC Section 14-16.404 for the RM-3 Zoning District. The proposed modifications are necessary to achieve the project density of 16.2 units per acre. As described in the discussion of the General Plan Amendment, the project would be consistent with numerous Goals, Policies and Implementation Measures of the General Plan.

2. **The District is consistent with the purposes of WMC Chapter 14-16 and other applicable sections of Title 14.**

Supportive Evidence

The PD process can be used to make modifications to subdivision and zoning district development standards for project sites that exceed one acre. The purpose of the PD process is to provide a technique to foster development plans which serve public objectives more fully than development plans permitted under conventional zoning regulations. A PD Overlay District may provide for modifications on district regulations, such as to building setbacks, lot coverage, lot area and street standards.

The proposed project serves public objectives more fully than development plans permitted under conventional zoning regulations, in that proposed site layout, orientation and location of buildings, clustered development away from riparian areas, vehicular access, pedestrian circulation, parking, setbacks, common open space areas and communal amenities, and similar elements have been designed to create an attractive, livable project which addresses the housing needs of the City without having a negative effect on nearby neighborhoods and natural open spaces.

3. **The General Development Plan includes planned variations to underlying district regulations which serve public purposes to an equivalent or higher degree than would underlying district regulations.**

Supportive Evidence

Variations from conventional development standards are justified as the project is designed in a manner which offers amenities that enhance neighborhood quality, in general, and provides additional open space greater than what would be permitted by the underlying district regulations.

The requested modifications will enable the applicant to build more units and provide more open space than would otherwise be permitted on the property. This will in turn enable the units to be more affordable and help the City meet the 700 units necessary to fulfill the Regional Housing Needs Assessment (RHNA) in the 2015-2023 Housing Element. Each of the requested modifications will be discussed individually below.

i) Allow a one-car, rather than two-car, garage for each unit (RDS Section II.A.2). The requested modification allowing the driveway to serve as a required parking space, and to have one-car garages, will enable the applicant to build more units than would otherwise be permitted. Since the parking spaces are oriented towards the internal street system and not towards the public right-of-way, parking on the driveway will generally not be visible from the public road. In addition, there is some evidence that car ownership is becoming relatively less popular, which may mean that not every household will own two automobiles. Based on these factors, the requested modification is reasonable to help the City achieve the critical goal of providing more housing.

ii) Allow a 6-foot-tall fence within the front setback (WMC § 14-32.020). The project, rather than being oriented to the public street, orients the units internally toward the private street system. The north side of Building 1 functions as the side yard for the building. As such, it seems reasonable to allow fencing to control access to the yards and open space areas of the project and enable the residents to enjoy the use of the yard near the street. To mitigate the appearance of the fence, it will be constructed of wrought iron. This will help preserve a more open appearance. Landscaping will also be planted between the buildings and the fence. The requested modification is reasonable to control access to the site while creating a landscaped buffer behind the fence. As a condition of approval, the

height of the wooden fence along the western property line, near the street, will need to be reduced to preserve sight visibility for vehicles exiting the property.

iii) Allow less than 4 feet of space between a parking stall and an adjacent building (RDS Section II.B.8). The compact parking space adjacent to the home on Lot 12 appears to be less than 4 feet from the southeast corner of the building. However, anyone parking in this space will be able to easily open a car door as the side is not obstructed by the nearby building. As a condition of approval, wheel stops will be required at the front of all surface parking spaces to prevent vehicles from encroaching on nearby buildings, walkways or landscaping. It appears that allowing this modification would therefore be reasonable.

iv) Allow no setback where 5 feet is required between a side yard and a parking space (RDS Section II.B.5); and

v) Allow for no planter where a 5-foot-wide planter is required between parking spaces and adjoining property lines (RDS Section III.C.2.b). Both of these requests are related. The project has a compact parking space adjacent to the southern side property line of Lot 9, adjacent to the eastern side property line of Lot 12, and adjacent to the western side property of Lot 13. The spaces are not on the house lots; they are located on the common area of the project. Because the project is a zero-lot-line development, in which the homes share a wall, development regulations applicable to more traditional single-family development are inappropriate. In this case, since the buildings themselves have no setback, it seems reasonable to all parking spaces to also enjoy a zero setback. In addition, only the 3 compact spaces on the common area are affected by the requirement for a planter separation from an adjoining property line. These spaces are interior to the site, not visible from the public right-of-way. Landscaping flanks both side of the space adjacent to Lot 9; only a short section has a planter less than 5 feet wide. The two compact spaces between Lots 12 and 13 have landscaping on the non-abutting sides. Placing the parking spaces adjacent to each other allows a more efficient use of the land. The area in and around each of the parking spaces will still be landscaped. It appears that allowing these modifications would therefore be reasonable.

The following is a list of project features that are considered a public benefit and, therefore, provide justification for a Planned Development:

- Aggregate open space greater than the minimum requirement;
- A centrally located common areas with amenities meant for all age groups to help foster a sense of community;
- Maximizing the developable land area for more efficient land use and to provide a range of housing types; and
- Increasing the number of housing units in turn increases the number of affordable housing units.

4. The General Development Plan can be coordinated with existing and proposed development of surrounding areas.

Supportive Evidence

The proposed project allows infill housing in a manner consistent with existing and planned nearby residential neighborhoods. The project will provide single-family homes in a multi-family configuration, providing a reasonable transition between the mobile-home park east of the site, the single-family homes further to the southeast, and light industrial operations to the west.

5. **The General Development Plan, overall, provides an amenity level and amount of open space greater than what would have been permitted by the underlying district regulations.**

Supportive Evidence

A total of 33 percent of the site is landscaped where 20 percent is required. The proposed project provides additional open space greater than what would be permitted by the underlying district regulations. Along with providing an aggregate open space greater than the minimum requirement, the project provides amenities for all age groups, such as a children's area, landscaped park-like open space and family picnic area.

6. **If applicable, a final subdivision map for the proposed planned development shall be recorded within two years of the expected date of adoption of the General Development Plan for the planned development.**

Supportive Evidence

A condition of approval requires the filing of a Final Map within two years of the date of final project approval.

7. **The General Development Plan is planned so that the total development in each individual development phase can exist as an independent unit; adequate assurance will be provided that such objective will be attained; that the uses proposed will not be detrimental to present and planned surrounding uses, as shown in the General Plan, but will have a beneficial effect which could not be achieved without being located in a PD District.**

Supportive Evidence

Project development will be built in one phase. The proposed residential development component of the project is compatible with existing residential neighborhoods on adjacent properties. The Colonial Manor manufactured housing development east of the site is built to a similar density as the project. The project is compatible with the light industrial uses to the west and south as well as the airport to the north.

8. **The General Development Plan includes streets and thoroughfares, suitable and adequate to carry anticipated traffic, and the proposed densities will not generate traffic in such amounts as to overload the street network outside the development.**

Supportive Evidence

The project includes a private driveway system that meets City regulations and standards. The Initial Study prepared for the project determined that traffic generation would not create significant impacts to the street network.

9. **The General Development Plan is designed so that existing or proposed utility services and facilities and other public improvements are adequate for the population densities and land uses proposed.**

Supportive Evidence

Existing utilities serve the site. The Draft MND determined that there would be no significant impacts to public services or utilities. In addition, the applicant is required to pay impact fees, which are a one-time charge paid to the City by developers to offset the additional public service costs of new developments.

10. **The General Development Plan is designed so that proposed ratios for off-street parking are consistent with parking regulations.**

Supportive Evidence

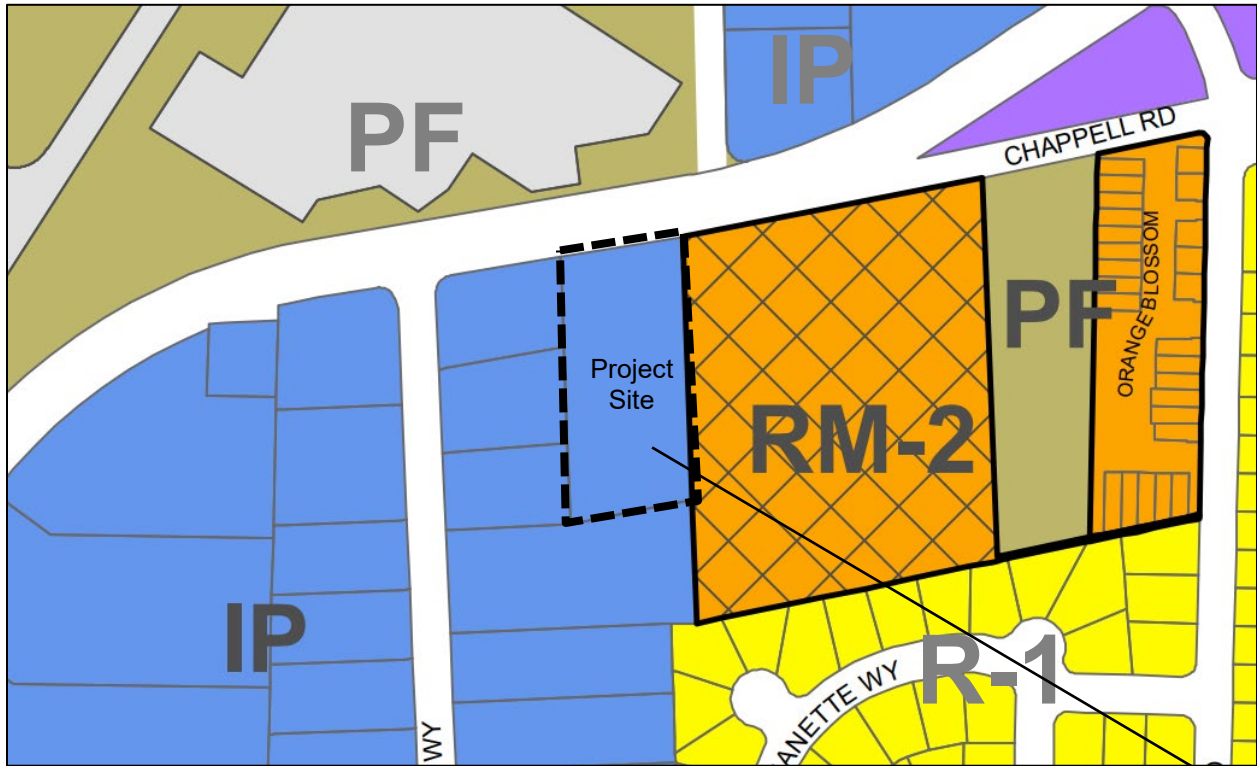
The project includes a request for a deviation from the requirement that parking for each unit be provided in a two-car garage. The applicant is proposing a one-car garage and a second parking space on the driveway for each unit. The project is required to provide 42 enclosed parking spaces; 21 are proposed in single-car garages with the remaining 21 spaces on the driveway aprons in front of each garage. The proposed deviation is a reasonable way to promote the construction of much needed housing at higher densities than typical residential neighborhoods in Watsonville and provide three units of affordable housing.

11. **The General Development Plan will not have a detrimental and unmitigatable financial impact on the City.**

Supportive Evidence

This is a market-rate, for-sale townhome project, consisting of 21 single-family units. The property, including the on-site roadways, will be maintained privately by a homeowner's association. As mentioned previously, the applicant is also required to pay impacts fees to offset the additional public service costs of new developments.

Exhibit "B"



Existing Zoning: Industrial Park (IP)

Proposed Zoning: Multiple Residential High Density/Planned Development Overlay (RM-3/PD)