



CITY OF CARMEL-BY-THE-SEA

Housing Element Implementation

Planning Commission Workshop
February 25, 2025

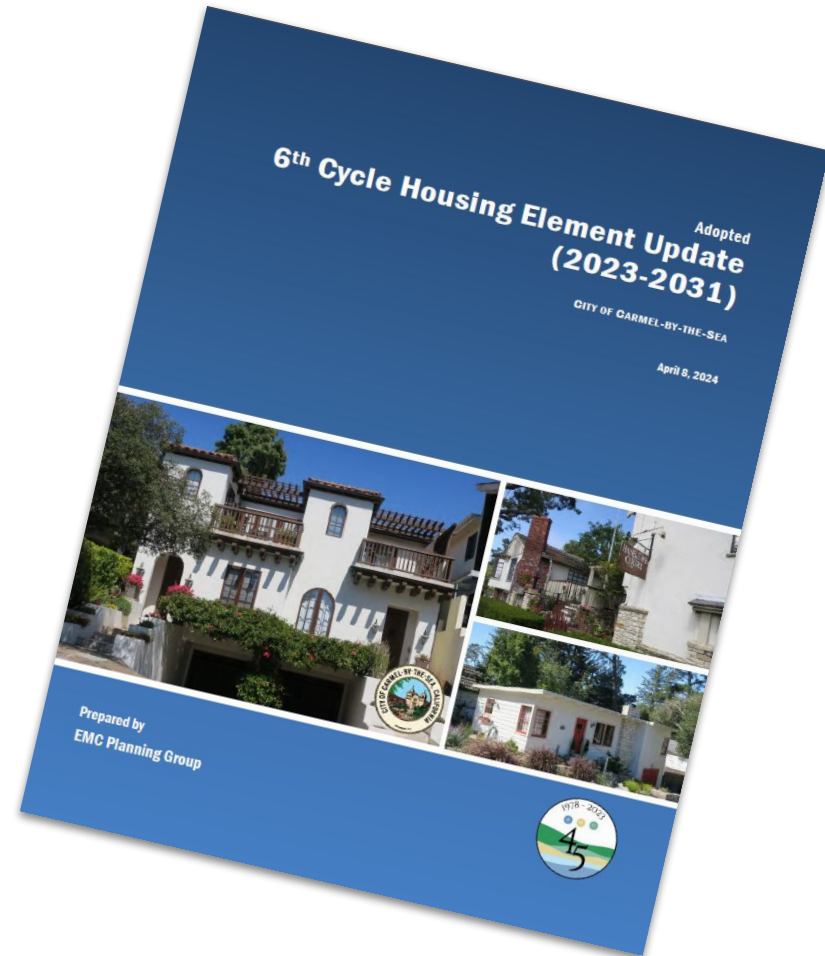


Agenda

1. Introduction
2. Housing Element Overview
3. Implementation Goals
 - a. Remove regulatory barriers to the construction of housing.
 - b. Define various housing types.
 - c. Provide incentives to construct multi-family housing.
4. Presentation of Topics
5. Future Topics
6. Public Comment and Discussion
7. Feedback and Direction from the Planning Commission



Housing Element Overview





Housing Element Overview

Goal HE-1 Facilitate Housing Construction

- Policies
 - Implementing Programs

Goal HE-2 Protect Affordable Housing and Improve the Housing Stock

- Policies
 - Implementing Programs

Goal HE-3 Provide Opportunities for New Affordable and Other Special Needs Housing

- Policies
 - Implementing Programs

Goal HE-4 Exemplify Sustainable Development and Energy Conservation

- Policies
 - Implementing Programs

Goal HE-5 Publicize Housing Needs and Resources

- Policies
 - Implementing Programs



Implementation Goals

Review of 13 programs in support of the following Goals:

HE-1 Facilitate Housing Construction

HE-2 Protect Affordable Housing and Improve the Housing Stock

HE-3 Provide Opportunities for New Affordable and Other Special Needs Housing

Implementation includes amending the Carmel Municipal Code

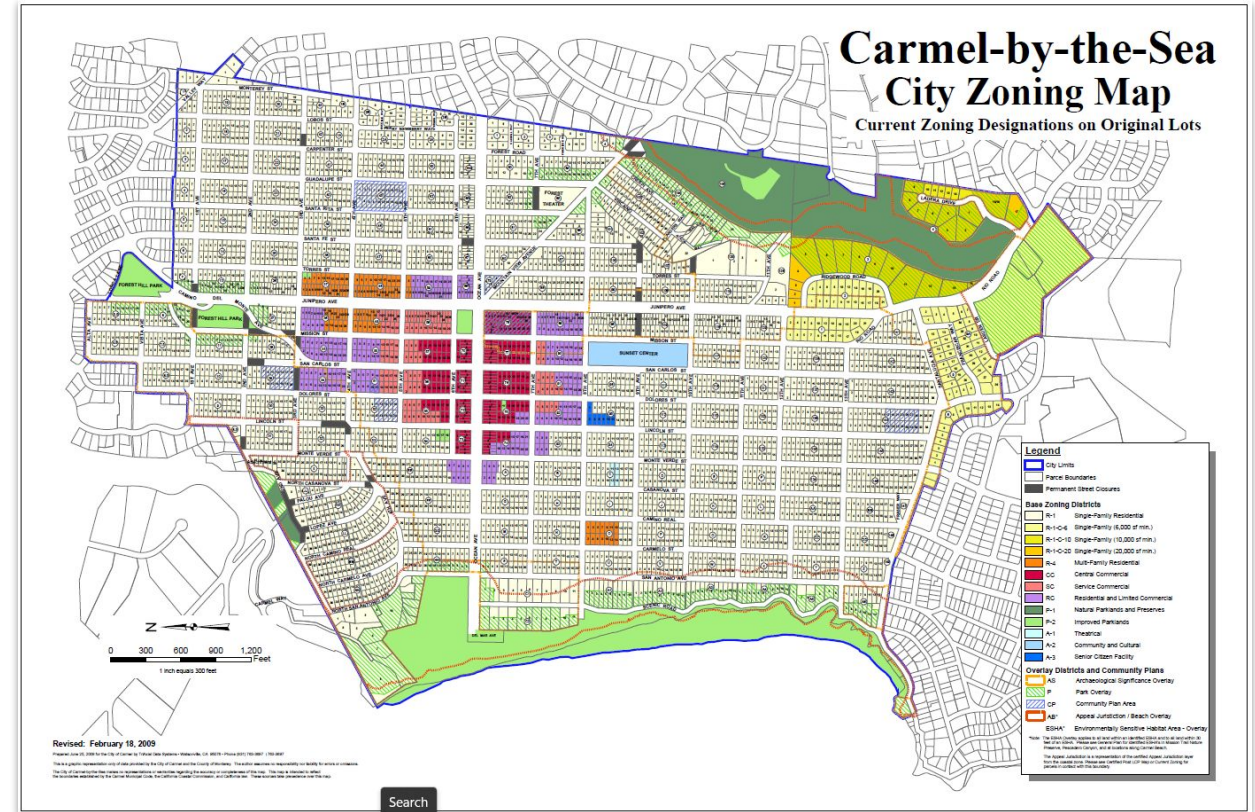
Amendments are limited to Title 17, Zoning

Chapters:	Title 17 ZONING ¹
17.02 Title, Components and Purposes	Division I. General Regulations
17.04 Zoning Districts Established	
17.06 General Rules	
17.08 Residential Zoning Districts	Division II. Base Zoning Districts
17.10 R-1 District Design Regulations	
17.12 R-4 District Design Regulations	
17.14 Commercial Zoning Districts	
17.18 Public and Quasi-Public Districts	
17.20 Overlay Districts	Division III. Overlay and Community Plan Districts
17.22 Community Plan Districts and Specific Plans	
17.28 General Site Regulations and Standards for Specific Uses	Division IV. Provisions Applying in All or Several Districts
17.30 Demolition of Buildings	
17.32 Historic Preservation	
17.34 Landscaping	
17.36 Nonconforming Uses and Buildings	
17.38 Off-Street Parking Requirements	
17.40 Signs	
17.42 Stormwater Quality and Utility	
17.43 Water Quality Protection Ordinance	
17.44 Subdivisions and Lot Line Adjustments	
17.46 Telecommunications and Wireless Facilities	
17.48 Trees and Shrubs	
17.50 Water Management Program	
17.52 Permit Procedures	Division V. Processes and Authorities
17.53 Cannabis	
17.54 Appeals	
17.56 Restricted Commercial Uses	
17.58 Design Review	
17.60 Environmental Review	
17.62 Reclassifications and Amendments	
17.64 Findings Required for Permits and Approvals	
17.66 Enforcement	
17.68 Use Classifications	Division VI. Classifications, Terms and Definitions
17.70 List of Terms and Definitions	



Zoning Districts Overview

- CC: Central Commercial (red)
- SC: Service Commercial (pink)
- RC: Residential & Limited Commercial (purple)
- R-4: Multi-Family (orange)





Presentation of Topics

- Definitions
- Parking
- Forest & Beach Commission Findings
- Use Permits
- Mixed Use Incentive & Density Bonus
- Minimum Residential Density
- Residential Density Examples



Definitions

Program 1.3.F: Employee Housing

Program 1.3.J: Emergency Shelters

Program 3.3.A: Zoning for Transitional and Supportive Housing

Program 3.3.B: Low-Barrier Navigation Centers

Program 3.3.D: Single Room Occupancy (SRO) Units

Program 1.3.G: Manufactured Homes on a Foundation System



Definitions: Employee Housing

Employee Housing Act, Health & Safety Code:

- Employee housing providing accommodations for six or fewer employees
- Within a single-family structure deemed a residential use
- Shall not be included within the definition of a boarding house, rooming house, hotel, dormitory, or other term that implies it is a business run for profit or differs in any other way from a family dwelling
- No conditional use permit, zoning variance, or other zoning clearance shall be required
- Shall not be subject to any business taxes, local registration fees, use permit fees, or other fees



Definitions: Employee Housing

Employee Housing must meet all of the following:

- Rented to agricultural employees
- Occupants must be employed by the owner or property manager
- Occupants must have their rent deducted from their wages
- Owner or property manager must be an agricultural employer
- Terms of occupancy are not negotiated separately with each occupant
- Occupants must live in the housing as a condition of employment



Definitions: Emergency Shelters

Current Definition: **Community Social Service Facilities.** Any noncommercial housing facility, such as homeless shelters or emergency shelters, which may also provide meals, showers, and/or laundry facilities. Specialized programs and services related to the needs of the residents may also be provided. This classification excludes transitional housing facilities that provide long-term living accommodations.

Proposed Definition: **Emergency Shelter.** A noncommercial housing facility which may also provide meals, showers, and/or laundry facilities, along with minimal supportive services for people experiencing homelessness, and limited to occupancy of six months or less. No individual or household may be denied emergency shelter because of an inability to pay.



Definitions: Transitional Housing

Transitional Housing. Transitional housing means any housing configured as a rental housing development, but operated under program requirements that require the termination of assistance and recirculating of the assisted unit to another eligible program recipient at a predetermined future point in time that shall be no less than six months from the beginning of the assistance.



Definitions: Supportive Housing

Supportive Housing. Supportive housing means housing with no limit on length of stay, that is occupied by the target population, and that is linked to an onsite or offsite service that assists the tenant in retaining the housing; improving his or her health; and maximizing his or her ability to live, and, when possible, work in the community.



Definitions: Low Barrier Navigation Center

Low Barrier Navigation Center. A Housing First, low-barrier, service-enriched shelter focused on moving people into permanent housing that provides temporary living facilities while case managers connect individuals experiencing homelessness to income, public benefits, health services, shelter, and housing. A Low Barrier Navigation Center may be non-congregate and relocatable. “Low Barrier” means best practices to reduce barriers to entry, and may include, but is not limited to, the following:

- (1) The presence of partners if it is not a population-specific site, such as for survivors of domestic violence or sexual assault, women, or youth.
- (2) Pets.
- (3) The storage of possessions.
- (4) Privacy, such as partitions around beds in a dormitory setting or in larger rooms containing more than two beds, or private rooms.



Definitions: Single Room Occupancy Units

A Single Room Occupancy (SRO) unit is a type of affordable housing typically consisting of a single, small private room intended for one occupant.

SRO units may share common facilities such as bathrooms, kitchens, or lounges.

They are often found in older hotels, rooming houses, or purpose-built residences and serve as an important housing option for low-income individuals, students, and people transitioning out of homelessness.



Definitions: Manufactured Homes

- Manufactured homes on a foundation system permitted in the single family district
- Affordable and cost-effective form of housing
- Subject to the same development standards as a conventional single-family dwelling
- Acknowledging manufactured homes as a distinct housing type



Parking

Program 1.1.C: Development on Small Sites

Program 3.1.E: Reduced Parking Requirements



Parking

- Facilitate market rate multi-family housing
- Reduced parking = reduced construction costs
- Reduce residential parking requirement from 1.5 space per unit in the RC and R-4 to 1 space per unit consistent with the CC and SC
- Update the parking table to reflect that no parking is required for apartments in the CC district
- Clarify that parking in-lieu fees are not required for apartments in the CC district



Parking

- CC: Central Commercial (red)
- SC: Service Commercial (pink)
- RC: Residential & Limited Commercial (purple)
- R-4: Multi-Family (orange)





Findings

Program 1.3.K: Forest & Beach Commission Findings



Forest & Beach Commission Findings

- The findings required to approve the removal of a significant tree to facilitate the development of multi-family housing has been identified as a constraint.
- Findings for approval are applicable to tree removals in the single family district as well as the commercial districts.
- Findings are subjective and at the discretion of the Forest & Beach Commission.
- To mitigate the constraint on the development of multi-family housing, staff recommends a third finding be included as follows:
 - That removal of the tree(s) is required to facilitate the construction of multi-family housing.



Use Permits

Program 1.4.A: Eliminate Unnecessary Use Permits



Use Permits

- A use that may be compatible with the surrounding environment if certain conditions are applied
- Examples include vehicle repair shops, theaters, and auctions
- Also includes restaurants, multi-family residential, and underground parking
- Additional discretionary permits with subjective findings is considered a regulatory constraint to the development of housing
 - Requires an additional application be submitted
 - Additional application fees
 - Additional review and approval findings
 - All of this takes time
 - Time = Money



Use Permits

- Eliminate unnecessary use permits
- Objective standards take the place of Use Permit findings

Table 1. Findings for residential construction at densities between 33 and 44 dwelling units per acre in the R4 District.

Finding	Type
1. That at least 20 percent of all units on the site will be used as housing for “lower-income households” as defined by the Association of Monterey Bay Area Governments (AMBAG); or	Objective
2. That at least 10 percent of all units on the site will be used as housing for “very low-income households” as defined by AMBAG; or	Objective
3. That at least 50 percent of all dwelling units on the site will be used as housing for “senior citizens” as established in California Housing Statutes.	Objective
Affordable housing units produced pursuant to subsection (A) or (B) of this section or CMC 17.14.140(D) shall be administered by a City-approved public or quasi-public agency involved in affordable housing programs, or will be verified by the City based on documentation supplied annually by the property owner, in conformance with State Density Bonus Law.	Objective



Use Permits

Table 2. Findings for residential construction at densities between 33 and 44 dwelling units per acre in the CC, SC, and RC Districts.

Finding	Type
1. In order to facilitate the provision of affordable housing, the City shall grant a density bonus and other incentives and concessions for residential developments in conformance with State Density Bonus Law (Government Code Sections 65915 et seq.) as it may be amended from time to time.	Objective
2. Affordable housing projects produced in accordance with this section shall be in conformity with the Local Coastal Program (including with regard to preservation of community character, tree and urban forest protections, preservation of public views, provision of public recreational access, and open space protections), with the exception of the density provisions.	Subjective
3. Affordable housing projects produced in accordance with this section shall be located in areas with core commercial and/or residential/commercial land use designations.	Objective
Affordable housing units produced pursuant to subsection (A) or (B) of this section or CMC 17.14.140(D) shall be administered by a City-approved public or quasi-public agency involved in affordable housing programs, or will be verified by the City based on documentation supplied annually by the property owner, in conformance with State Density Bonus Law.	Objective



Use Permits

Table. 3 Findings for residential construction at densities between 45 and 88 dwelling units per acre (CC, SC, RC)

Finding	Type
A. That the project consists entirely of affordable housing units for low- and/or very low-income households, as defined in Chapter 17.70 CMC.	Objective
B. That the project, and any zoning exceptions requested, will not be detrimental to adjacent properties or injurious to public health, safety, or welfare.	Subjective
C. That the project is consistent with the applicability of provisions found in CMC 17.14.090 and the basic review standard found in CMC 17.14.100 and that new construction represents an improvement over existing conditions.	Subjective
D. That the project will preserve the community character and will be compatible with the streetscape, mass, bulk and height of the surrounding neighborhood context.	Subjective
E. That the affordable housing units will be administered by a City-approved public or quasi-public agency involved in affordable housing programs, or will be verified by the City based on documentation supplied annually by the property owner.	Objective
F. That the project will not diminish the village character by excessively blocking important public or private views and disturbing natural topography, mature trees, or native growth.	Subjective



Mixed Use Incentive & Density Bonus

Program 2.1.A: Incentives for Mixed-Use Development

Program 3.1.C: Density Bonus



Mixed Use Incentive & Density Bonus

- Existing floor area bonus for affordable housing: up to 15%
- Proposing to increase the bonus to 25%
- Incentivize lower income units with a higher floor area bonus
- Bonus could allow for one additional market rate unit

Income Level	Existing Bonus	Proposed Bonus
Very Low	15% bonus for 10% very low	20% bonus for 25% very low
Low	10% bonus for 20% low	15% bonus for 20% low
Moderate	5% bonus for 25% moderate	5% for 10% moderate



Mixed Use Incentive & Density Bonus

- State density bonus law has been in effect since 1979
- Numerous amendments have been passed strengthening the law
- Developers can request additional residential units (aka density), beyond what local zoning allows, in exchange for providing a certain percentage of affordable units
- Developers can also request “concessions” or “incentives” which are waivers of local zoning requirements to make a project financially feasible
- Examples include reduced parking, reduced setbacks, increased building height, etc.
- Review local ordinance for consistency with changes in state law



Minimum Residential Density

Program 3.1.G: Establish Minimum Densities and Ministerial Approval Process



Minimum Residential Density

- Existing minimum density is zero
- Recent projects range from 22-33 dwelling units per acre
- Propose minimum density of 33 dwelling units per acre
- Propose eliminating single family dwellings in the SC and RC districts
- Adopt objective design and development standards
 - Request for proposals has been posted
 - Additional workshops will be scheduled



Residential Density Examples



Residential Density Examples

Location: San Carlos between 7th & 8th
Lot Size: 8,000 SF lot
Density: 44 du/acre
Number of Units: 9 condos (2 low income)
Building Size: 10,400 SF of building area
Parking: 12 on-site spaces





Residential Density Examples

Location: Dolores & 5th
Lot Size: 16,000 SF lot
Density: 33 du/acre
Number of Units: 12 apartments
Building Size: 22,443 SF of building area
Parking: 28 on-site spaces





Residential Density Examples

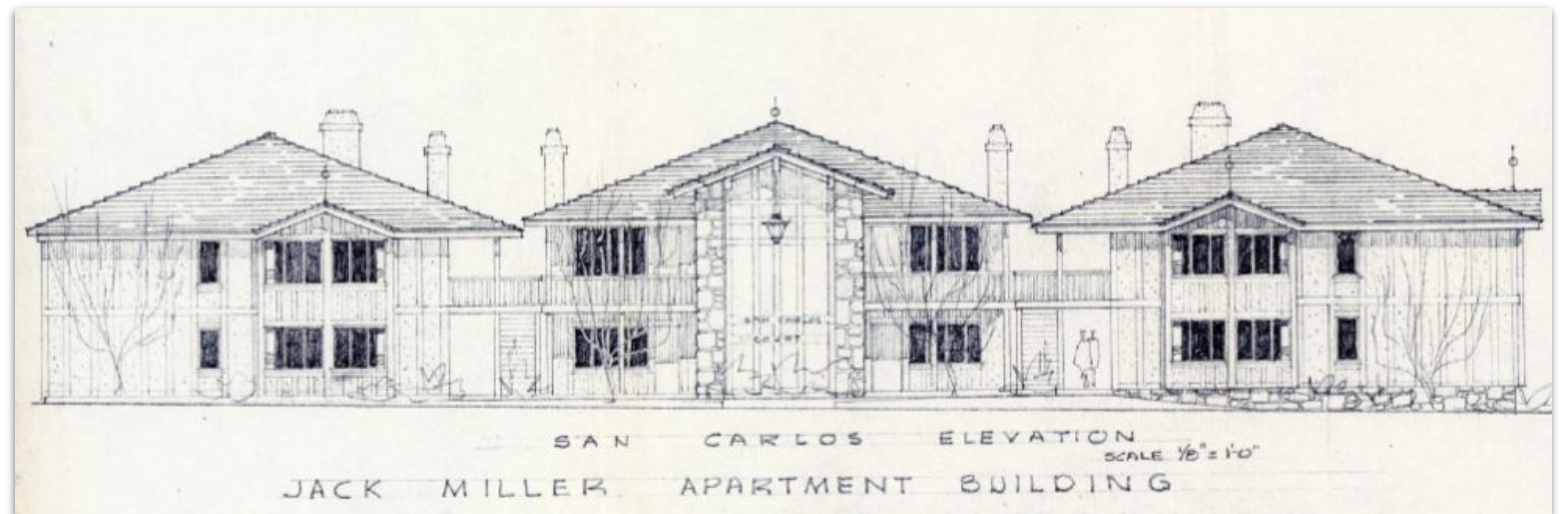
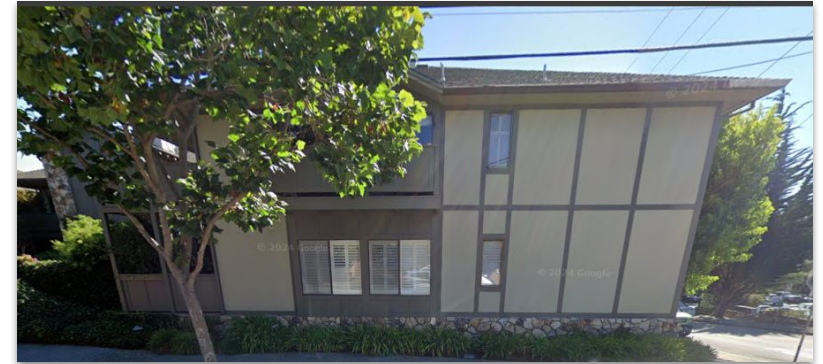
Location: Dolores & 7th
Lot Size: 16,000 SF lot
Density: 22 du/acre
Number of Units: 5 condos, 2 apartments (low income)
Building Size: 17,980 SF of building area
Parking: 54+ on-site spaces





Residential Density Examples

Location: San Carlos & 8th
Lot Size: 16,500 SF lot
Density: 42 du/acre
Number of Units: 16 condos
Building Size: Unknown
Parking: Unknown





Future Topics

- Objective Design and Development Standards
- Density Bonus ordinance update
- Water allocation policy
- Accessory Dwelling Unit ordinance update
- SB 35/423 processing procedures
- Expedited processing procedures
- Unlicensed residential care facilities



Thank you!

Questions...

Comments...

Suggestions...

