

ATTACHMENT 3

B Street and 3rd Street Visioning Process

TECHNICAL SUPPLEMENT

- A. Existing Policy Framework**
 - 1. PD2-86A Zoning Map**
 - 2. Core Area Specific Plan Land Use Map**

- B. Summary of Community Workshops**
 - 1. October 2004**
 - 2. December 2004**

- C. Description of Existing Site Conditions**

- D. Excerpts From Davis Downtown and Traditional Residential Neighborhoods Design Guidelines**
 - 1. Building on Existing Policies: Core Area Strategy Report**
 - 2. Opportunity Sites**
 - 3. Special Character Areas: Third Street**
 - 4. Special Character Areas Case Study**
 - 5. Mixed Use Character Areas: Core Transition West**
 - 6. Special Character Areas: Central Park**
 - 7. University Ave./Rice Lane**
 - 8. Principle 1. Creating Retail Places**
 - 9. Alleys and Service Areas**

- E. Affordable Housing Requirements**

ATTACHMENT 3A

Existing Policy Framework

Policy Framework/ Planning Policy Context

The attached Venn diagram (Figure 1) shows the policy framework which influences the drafting of new policies for B and 3rd Streets. These policy areas reflect elements that are addressed in the City's planning documents and planning objectives identified in the visioning process. The policies are presented in this manner to show how they overlap and can be mutually applied or may in some instances to appear to be in conflict. The value or importance attributed to each policy area differ by situation and from whose viewpoint they are considered. The policy decisions made for B and Third Streets should strive to balance these Community policies.

There are six documents that contain planning policies and regulations that govern the land use and design for the B Street and 3rd Street areas. The General Plan provides an overall blueprint for the city's growth. In addition to the City's General Plan there are five principal planning documents that establish policies and guidelines for development or redevelopment of the properties located within the transitional traditional neighborhood referred to as the University/Rice Lane. These include the Core Area Specific Plan (CASP), the Core Area Strategy Report, the Davis Downtown and Traditional Residential Neighborhoods Design Guidelines (Design Guidelines), Planned Development (PD2 86A) zoning, and Historic Resource Management Ordinance.

General Plan Policies

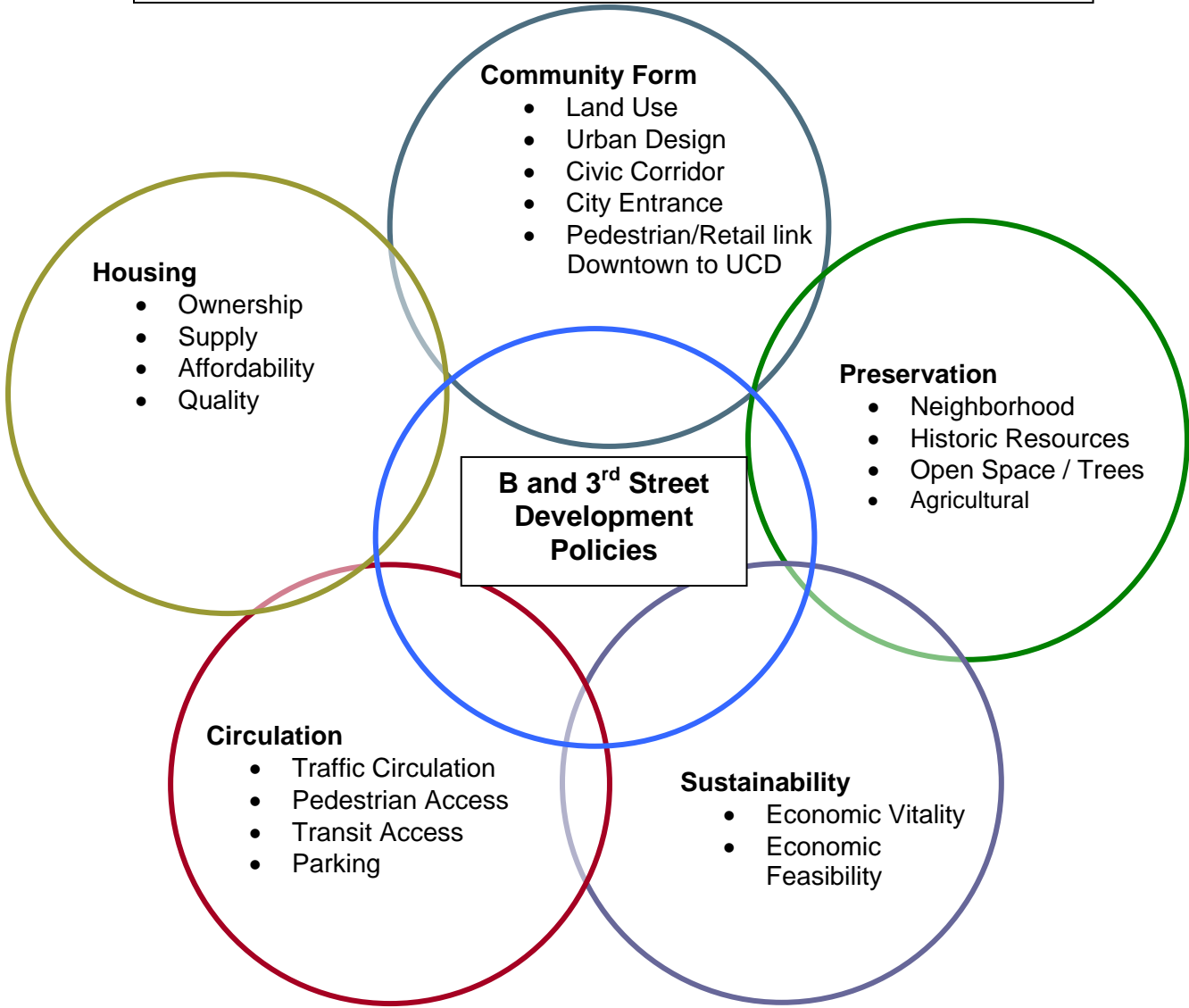
The City of Davis has made a long term commitment to preserve its surrounding agricultural land, its historic resources, its quality of life and the character of its neighborhoods. The City is also committed to addressing the increasing demand for housing, supporting the vitality of the downtown and reducing reliance on cars by pursuing higher density, pedestrian and transit oriented infill development. Facilitating continued investment in the community with quality development is another high priority. These goals and priorities are reflected in the City's General Plan.

Core Area Specific Plan

The adoption of the Core Area Specific Plan (CASP) in November 1996 established development policies for City's Downtown core areas. The objectives of the plan were to "guide growth in the core area so that it remained the pedestrian-oriented economic and social center of the City" The plan "strives to create a sense of place" and intends to "enhance the identity of the Downtown by increasing commercial and residential opportunities and creating a streetscape with unifying features."

Figure 1

Community Form Policies B and 3rd Streets



The CASP outlines the importance and recognition of study area parcels along B and 3rd Streets as “Special Character areas”. They are identified as mixed-use transition areas between the Downtown, a traditional residential neighborhood and the University. B Street is a major arterial and important Gateway to the City and borders a major community facility – Central Park. 3rd Street is recognized as a primary and secondary shopping street, with several redevelopment “opportunity sites.” Both 3rd and B Streets function as “principal” pedestrian connections in the City and are planned for corridor improvements in the Redevelopment Agency’s Five Year Implementation Plan. The CASP states that no new curb cuts should be placed on B Street and that vehicle access be from the rear alleys.

Preservation of Davis’s historical heritage and traditional forms through adaptive reuse of existing historic structures and new infill development that is of compatible scale and site design, reflective of existing traditional building forms and careful, sensitive transitions to existing single family residences are core principles of the CASP.

The University Ave. /Rice Lane Neighborhood is the only traditional neighborhood contained in the CASP. The CASP calls for intensification of the area to be concentrated first in the area bounded by First and Fourth Streets and D Street and the Railroad tracks (Policy 6. pg. 31). It also calls for larger developments on the edges of the core to stimulate business, and suggests a new retail cluster near the Central Park expansion to “strengthen the 3rd Street link between the University and Core Area and to encourage use of the new park facilities including the Teen Center” but this policy also calls for provision of on site parking unless an acceptable Transportation Management Measures program is adopted and monitored (Policy 7. pg.33). Small developments in the Core are encouraged to pay in lieu fees instead of providing parking on site to eliminate the need for driveways interrupting pedestrian areas. (Parking Policy 7. pg. 47). Miscellaneous Policy 2. (pg. 48.) calls for improved pedestrian access between UC Davis and the Core Area.

The Core Area Strategy Report and Five-Year Action Plan

The Core Area Strategy Report adopted in February 2000, establishes policies and strategies to strengthen the vitality of the Downtown core area. A specific goal of the Core Area Strategy Report is to “enhance 3rd Street between A and H Streets as a bicycle and pedestrian way and suggests consideration of installation of a gateway/welcoming treatment between the campus and the Core Area” (pg.6).

Davis Downtown and Traditional Residential Neighborhoods Design Guidelines

Development of design guidelines specific to the Core area and a design review process were identified as a mitigation measure in the EIR prepared for the CASP. In August of 2001 the Downtown Davis and Traditional Residential Neighborhoods Overlay District was adopted and design guidelines established for the district. The University Avenue/Rice Lane neighborhood was identified in these guidelines as a distinct neighborhood in the conservation district. B Street around Central Park and 3rd Street were identified as “special character areas.”

The Design Guidelines were intended to ensure that “new investment in the center of Davis would enhance rather than erode its valued character. The central goals and principles for the

design guidelines and sections of the guidelines most pertinent to the policy choices presented in this report are summarized by sub area below and provided as Attachment 2C.

Zoning Regulations – Planned Development 2-86A

Planned Development zoning was adopted in July of 2002 for the University Ave/Rice Lane traditional neighborhood conservation district to implement the policies of the CASP and Design Guidelines. The neighborhood was divided into sub-areas with specific zoning regulations. The CASP states that “the purposes of PD2-86A are to stabilize and protect the residential character of the area while allowing limited commercial uses combined with higher residential densities along 3rd Street, retain and renovate existing homes wherever possible and retain Landmark Trees, Trees Worth Saving and all other significant trees whenever possible” (pg.20) .

Areas of Inconsistency

Examination of the planning policies and zoning requirements of parcels within the Study Area shows that there are areas of disconnect between what the planning policies intend and what the zoning would allow. The visioning process was intended to address these discrepancies.

B Street/Central Park– Special Character Area (Design Guidelines)

- Central Park is a focal point and activity center that requires special consideration to “activate and shape the open space.”
- New buildings in this area should frame the park and define the space, but have residential forms (sloping roofs, porches etc.) and built in modules in scale with traditional buildings.
- Yards are encouraged in front of buildings, and traditional setbacks should be maintained.
- Commercial uses are to be limited to the ground floor and additional residential uses should be accommodated to enhance the 24 hour presence of the park.

B Street/Core Area West - Mixed Character Area (Design Guidelines)

The portion of B Street between 2nd and 3rd Street is designated as a mixed character area:

- New buildings should have “residential design elements, with setbacks plus or minus 10 feet from average setbacks for the blocks.
- New, smaller residential units (1-3 bdrms.) designed for ownership (townhouses, condominiums are encouraged.
- Parking should be considered and incorporated as part of an overall parking plan for the downtown.
- A minimum of one parking space per residential unit should be provided on site.
- On site parking for commercial uses and sharing between commercial and residential uses is encouraged.

Current zoning in PD2-86A does not reflect these guidelines.

B Street Zoning – Sub Area C

B Street between 2nd and 4th Streets is currently zoned PD2-86A as Sub Area C – University Avenue – Transitional District, except for three parcels, two at the corners of 3rd and B, and one at the corner of B and 2nd Street which are identified as Sub Area D - Core Retail with Offices.

Sub Area C is to “allow for new or intensified residential and office uses that provide a transition from more intensified uses to the south and east to single family interior...residential scale and character shall be maintained and pedestrian oriented uses with lower parking demand encouraged.”

- Single family uses and combined office/residential uses allowed (no duplexes).
- Professional offices allowed if they don't result in increased square footage
- Minimum lot size area is 2,400 s.f., and theoretically a 50' by 150' lot could provide three parcels, but the height and setback requirements are the same as Sub area A – low density residential. The applications of a 20 foot front and rear yard, and two six foot side yards, and site coverage requirements essentially preclude much intensified development.

The current zoning provisions do not support the goal of making the area bordering Central park activate and frame the park, and nor do they effectively provide for new residential development necessary to enhance the area around the park. Modifications to the setback requirements and possible relocation of the existing structures would be necessary to allow appropriate and efficient infill development.

3rd Street - Special Character Area Design Guidelines

The current guidelines distinguish between the treatments of 3rd Street on either side of University Avenue. Third Street is identified as the principle bike and pedestrian connection to the University with the following objectives and guidelines:

- Enhance the gateway from campus with mixed use buildings, sidewalk cafes and pedestrian/bike enhancements.
- Intensify commercial uses and encourage adaptive reuse of traditional residential structures, and provide a careful transition to adjacent single story buildings.
- Varied setbacks are encouraged to provide careful transitions and court yards and plazas.
- Two and three story buildings should predominate, with the exception of the north side of 3rd between University and E Street and the south side of 3rd between University and B Street which were to be primarily one and two stories.

3rd Street Zoning PD2-86A Sub Areas A & D

Though 3rd Street is identified in the CASP as a primary and secondary retail streets parcels on the street are treated differently. Five parcels in the study area on 3rd Street are zoned Sub Area A – Low Density Residential. Within Sub Area A commercial, retail and office uses are not permitted. Combined office/residential is permitted as a conditional use but is subject to the low density residential development standards (one and two stories and residential setbacks).

The remaining parcels are zoned Sub Area D Core - Retail with Offices. Parcels within Sub Area D are treated differently depending if they are east or west of University Avenue (e.g. No. of stories/bldg. height, and setbacks). Parcels west of University Avenue are allowed to be 2 and 3 stories tall while Parcels east of University are to be 1 to 2 stories tall (including the two parcels at the corner of B and 3rd Street).

The zoning along 3rd Street does not allow development that is consistent with the policies and objectives of the CASP or the Design Guidelines for this Special Character Area. At the time that PD2-86A was adopted the City Council acknowledged that this inconsistency existed and directed staff to return at a later time to resolve it.

Historic Preservation Management

The intent of the Historic Preservation section of the Zoning Ordinance is to protect, enhance and perpetuate the use of the city's cultural resources including buildings and areas that reflect special elements of the city's historical, architectural, archaeological, cultural, or aesthetic heritage. The City has a special process for any proposals to demolish structures designated as historic or structures built before 1945. Recognition of the historic value of the neighborhood context is a factor to be addressed when considering infill development options. Thirteen of the 22 parcels in the study area have structures built before 1945 and are listed in the City's Historic Inventory. Two properties (232, 3rd Street, the Eggleston House, and 337 B Street, the McDonald House) are designated as historic structures. Two structures have been evaluated as part of development applications and though deemed not eligible for designation, were considered to contribute to the areas historic character.

All policy options now presented for consideration retain or relocate on site, existing structures designated as historic resources. Vision One assumes all existing structures on B Street to be retained, but this would not necessarily happen as projects could still be permitted involving the demolition of existing structures. These properties owners could still redevelop their parcels under existing zoning. Visions Two, Three and Four suggest that existing structures on B would be replaced and or integrated with new higher density attached housing, (B Street) or mixed use buildings (3rd Street). The environmental analysis prepared for any specific plan or ordinance amendments or specific development project will need to assess any potential impacts on cultural and historic resources.

ATTACHMENT 3B

B Street and 3rd Street Visioning Process

Workshop Summaries

- 1. October 2004**
- 2. December 2004**

ATTACHMENT 3C

Existing Site Conditions

The presence of the University to the west and the Downtown to the east are important factors in the evolution of the land use pattern and condition of the study area. The existing conditions of these portions of B and 3rd Streets reflect their designation as a transition area. B Street is still predominately residential. The block between 3rd and 4th opposite Central Park is made up of smaller single family homes and cottages that are rental units in varying states of repair. A historic resource, the McDonald house, is located at the northern end and a Craftsman style home that has been converted into a popular café (Ciocolat) is at the southern end. Conditions along the alley are generally poor with informal unpaved parking, and several poorly maintained, dysfunctional garage structures. The west block of B Street between 3rd and 4th Streets includes the Baker's Square restaurant at the south end, a 1960's three story apartment building, several smaller residential buildings and a home at the southwest corner of B and 3rd Streets has been modified for mixed office/residential use. The condition of the alley behind these properties is also poor, with the southern half bordered by surface parking lots for adjoining commercial or apartment uses. It is believed that only two of the houses in the study area are occupied by their owners, the mixed residential office use on B and 3rd and one home fronting on 4th Street.

3rd Street between A Street and University Avenue is a mix of commercial uses, primarily restaurants with a bookstore at the southeast corner of 3rd and A. 3rd Street between University Avenue and B Street is a mix of small single family rentals, several in poor condition with one mixed-use project and a restaurant on the north side. The house located at the south east corner of 3rd and University (the Eggleston home, 232 3rd St.) is designated a historic resource.

Street sections along B and 3rd Streets are consistent with others in the neighborhood and provide a planting strip between the sidewalk and the street. Front yard setbacks along B Street for remaining residential structures are generous and landscaped. Trees along B and 3rd Street are valuable to the Streetscape but vary in condition and do not present a consistent pattern. Mature trees are located on many of the parcels under study with several identified in the Core Area Specific Plan as "Trees worth Saving" (229, 241 and 315 B Street, 240 3rd Street). Many of these trees are located along property lines or the rear alleys.

The planning staff conducted a "windshield survey" of the site and made the following observations:

- The planning area includes 22 parcels.
- These parcels have 44 units of housing.
- 16 of the parcels have only one unit and two parcels have two units.
- 24 of the units are located in two 1960's vintage apartment buildings.
- There are an estimated 93 bedrooms.
- There are 109 parking spaces in the planning area.
- There is 8,770 SF of commercial uses.

ATTACHMENT 3D

Excerpts From Davis Downtown and Traditional Residential Neighborhoods Design Guidelines

- 1. Building on Existing Policies: Core Area Strategy Report**
- 2. Opportunity Sites**
- 3. Special Character Areas: Third Street**
- 4. Special Character Areas Case Study**
- 5. Mixed Use Character Areas: Core Transition East**
- 6. Special Character Areas: Central Park**
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ATTACHMENT 3E

Affordable Housing Requirement Overview

Low/Moderate Income Affordable Housing Requirement

The **standard ownership requirement** is that residential ownership projects with 5 units or more meet a 25% affordability requirement.

The **standard rental requirement** is that residential rental projects with 5 to 19 units meet a 25% affordability requirement and rental projects with 20 units or greater meet a 35% affordability requirement.

It is estimated that projects resulting from the B Street Visioning process would likely fit into the *Small Developments* section of the affordable housing requirements. This section allows projects within the Core Area that are 15 units or fewer and totaling less than 38 bedrooms to fulfill their affordable housing requirement using one of the following options:

Construction Subsidy. City staff will work with the developer to provide financial assistance to be used in the construction of the affordable unit(s) required on-site, in order to assist in ensuring the project's feasibility. The developer shall present a proforma (for the affordable units) to staff showing the necessary amount of construction assistance needed through supplemental city funds, in order to make the project economically feasible. The project will require the standard review process, and the necessary funding approval from the City Council.

Combination of On-Site Construction and In-lieu Fees. The affordability requirement may be fulfilled through a combination that includes the on-site development of a portion of the required affordable units, with the remaining amount of the affordability requirement fulfilled through in-lieu fees. The exact split of the combination shall be determined during the review of the project's affordable housing plan, based on the developer's stated ability to provide affordable units on-site.

In-lieu Fees. In the event that the developer cannot accommodate options (a) and (b) within the proposed project, the affordability requirement may be fulfilled through the payment of in-lieu fees pursuant to an adopted fee schedule to be revised on an annual basis. A payment plan may be approved by the Social Services Commission in the event that the developer does not have the necessary funds available for payment; however, the majority of in-lieu fees shall be paid prior to the issuance of the certificate of occupancy on any of the market rate units. In addition to the standard in-lieu fee, the City maintains the right to adopt an in-lieu fee for use in future resource-pooled projects. This special in-lieu fee would apply to projects within a specific project area where the fee is intended to be used towards a planned resource-pooled project.

Larger projects that do not fit within the small projects section, would be required to fulfill their affordable housing requirements on-site or through a project individualized plan to be reviewed and approved by the city.

Middle Income Affordable Housing Requirement

This requirement would not apply to projects developed in the B Street Corridor Plan, as they would all be located within the Core Area, which is exempt from the middle income affordable housing requirement.

ATTACHMENT 4

Written Comments on the B Street and 3rd Street Visioning Process Options

- 1. Email from Karen Kane**
- 2. Email from Beth Keefer**
- 3. Excerpt from “davisvilletoday” Newsletter, Dec. 2004**
- 4. Excerpt from “davisvilletoday” Newsletter, March 2005**
- 5. Letter from Maria and David Ogrydziak**
- 6. Letter from Davis Historical Society, March 23, 2005**
- 7. Letter from Davis Historical Society, March 29, 2005**
- 8. Letter from Tedda Oldknow**
- 9. Letter from Jim Kidd**
- 10. Letter from Michael Yackey**
- 11. Email from Sue Ruebner**
- 12. Letter from Mark Francis**
- 13. Letter from 14 University Ave. and Rice Lane Neighborhood Residents containing a “Neighborhood Proposal for Infill Development on B Street and Third Street”**