

# INFILL HOUSING DEVELOPMENT STRATEGIES

Community & Economic Development Department

## Housing and Homelessness Committee

July 24, 2023

1



RiversideCA.gov

## BACKGROUND

### SEPTEMBER 2019

City received State PGP funds to pursue projects that facilitate and streamline housing production including evaluating infill development opportunities.

### OCTOBER 2021

City adopts Phase I General Plan Update including 6<sup>th</sup> Cycle Housing Element and Action Plan

### JANUARY 2023

City and consultant team research and draft the Housing Strategies Report

2



RiversideCA.gov

# KEY TERMS

## INFILL DEVELOPMENT

The addition of housing, businesses, or other new uses on existing sites within developed, urbanized areas as opposed to outlying or undeveloped areas, where the efficient use of existing in-place infrastructure and services can be realized.

## BY-RIGHT DEVELOPMENT

By-right development is development that is approved based on the project meeting established, objective criteria

## MISSING MIDDLE HOUSING

A range of house-scale buildings with multiple units—compatible in scale and form with detached single-family homes—located in a walkable neighborhood. Missing middle housing types fall somewhere between single-family houses and large apartment buildings or complexes and are referred to as “missing” because, although once very common, they are often not legal to build under today’s development regulations.



Image source: Abundant Housing Vancouver



# EXISTING POLICY FRAMEWORK



## LAND USE AND URBAN DESIGN ELEMENT

**Objective LU-10:** Provide for appropriate timing of development in accordance with the future land uses designated in this Land Use Element.

**Policy LU-10.1:** Discourage the premature development of non-urbanized areas and encourage growth, through such programs as the Residential Infill Incentive Program, first in undeveloped and under-developed areas within, adjacent to or in close proximity to existing urbanized neighborhoods.



City of Riverside  
**HOUSING ELEMENT**  
SIXTH CYCLE 2021-2029



City of Riverside  
**RIVERSIDE ACTION PLAN**



# IDENTIFIED STRATEGIES

1. Infill Development Ordinance
2. Small Lot Subdivision Ordinance
3. Senate Bill 10 Implementation
4. Density Transfer Program
5. Minimum Density Requirements
6. Increased General Plan Densities



# STRATEGY EVALUATION CRITERIA

- |  |   |
|--|---|
|  Impact on increasing residential density     |  Impact on development feasibility                 |
|  Impact on increasing housing unit production |  Impact on established single family neighborhoods |
|  Level of community interest                  |  Impact on housing mix                             |
|  Impact on City financial/staffing resources  |  Timing  |
|  Consistency with adopted plans/regulations   |  CEQA  |



# STRATEGY 1: INFILL DEVELOPMENT ORDINANCE

**GOAL:** Create flexibility in the zoning code to allow for development of existing lots that do not meet the current minimum development standards.

## EVALUATION CRITERIA

- Within General Plan density limits
- Limited increase in residential capacity
- Community opposition unlikely
- Short term (<1 year)
- Exempt per Section 15060(c)(2), 15061(b)(3)

## OPPORTUNITIES

- Creates a tool to develop vacant or nonconforming parcels
- Additional opportunities for “missing middle housing”
- Increases the market response to changing housing demand

## CHALLENGES

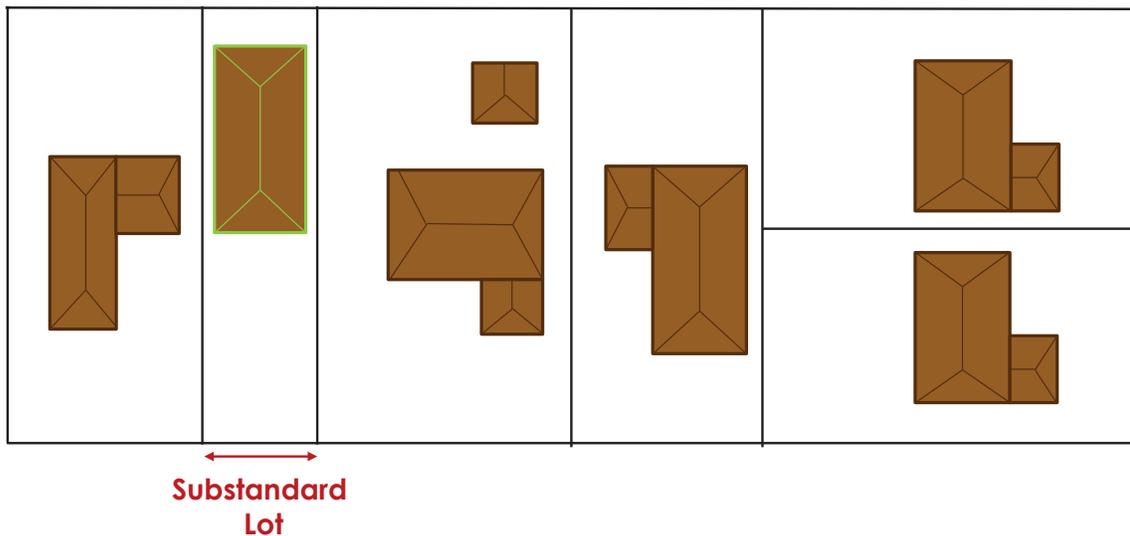
- Could result in a decrease of residential densities
- Permissive standards could result in neighbor opposition



7

RiversideCA.gov

# STRATEGY 1 EXAMPLE



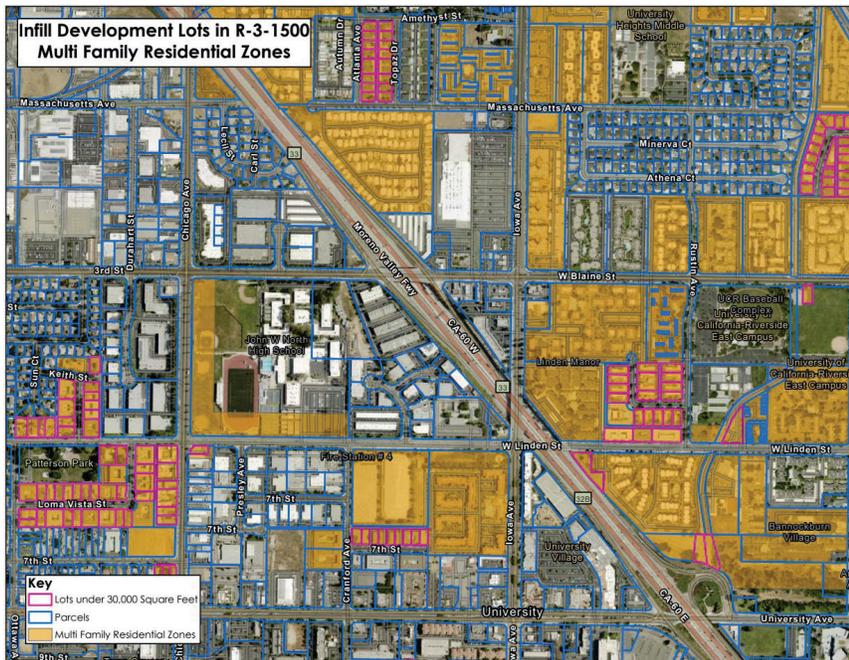
8

RiversideCA.gov

# INFILL LOT EXAMPLE - SINGLE FAMILY



# INFILL LOT EXAMPLES - MULTIFAMILY ZONE



# STRATEGY 2: SMALL LOT SUBDIVISION ORDINANCE

**GOAL:** Increase the number of residential lots by allowing existing lots to be subdivided into smaller lots.

## EVALUATION CRITERIA

- Within General Plan density limits
- Limited increase in residential capacity
- Community opposition likely
- Short term (<1 year)
- Exempt per Section 15060(c)(2), 15061(b)(3)

## OPPORTUNITIES

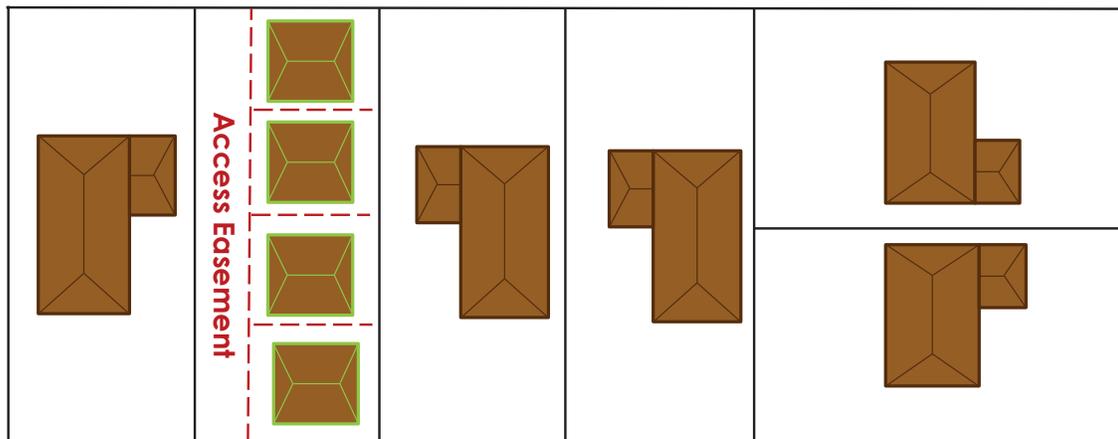
- Creates opportunities for “missing middle housing in the form of smaller single-family detached homes vs. townhomes or condominiums
- Compatible in building size, character
- Lower-cost homeownership opportunity

## CHALLENGES

- More permissive standards could result in neighbor opposition
- In multifamily zones, could result in fewer residential units



# OPTION 2 EXAMPLE



# STRATEGY 3: SB 10 IMPLEMENTATION

**GOAL:** Rezone parcels using SB 10 to allow up to 10 units, 2 ADUs, and 2 JADUs per parcel

## EVALUATION CRITERIA

- Increases General Plan density limits
- Substantial increase in residential capacity
- Community opposition likely
- Medium Term (1-2 Years)
- Exempt per Section 65913.5(a)(3)

## OPPORTUNITIES

- Maintains local control over implementation
- Potential to create sizeable increase in housing supply (10 units per parcel plus ADUs/JADUs)
- City has until 12/31/2028 to adopt an ordinance

## CHALLENGES

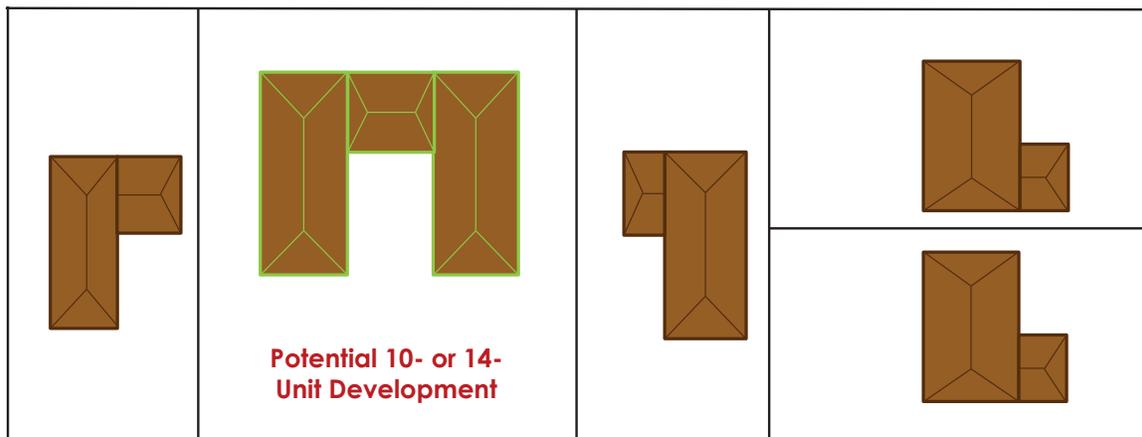
- No known successful implementation
- Neighborhood opposition against increase in density



13

RiversideCA.gov

# STRATEGY 3 EXAMPLE



14

RiversideCA.gov

# STRATEGY 4: DENSITY TRANSFER PROGRAM

**GOAL:** Develop a density transfer program to increase densities on undeveloped and under-developed lots.

## EVALUATION CRITERIA

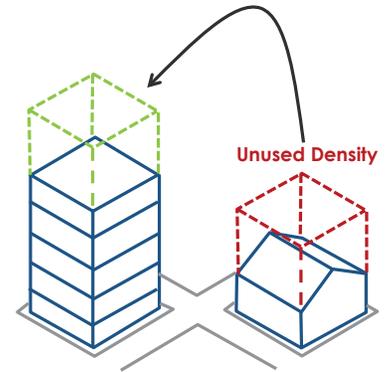
- Within General Plan density limits
- Moderate increase in residential capacity
- Community opposition unlikely
- Medium term (1-2 year)
- Addendum to General Plan EIR

## OPPORTUNITIES

- Satisfies Housing Element Program HE-EJ-7-2
- Provides a way to gain back unused density within current limits
- Increases ability for market to respond to changes in demand

## CHALLENGES

- Program development may be lengthy and/or costly
- Requires ongoing monitoring, tracking and reporting



Infographic Credit: NYC.gov

15



RiversideCA.gov

# STRATEGY 5: REQUIRE MINIMUM DENSITIES

**GOAL:** Amend the General Plan and Zoning Code to require minimum densities

## EVALUATION CRITERIA

- Within General Plan density limits
- Substantial increase in residential capacity
- Community opposition likely
- Long Term (>2 years)
- Exempt per Section 15060(c)(2), 15061(b)(3)

## OPPORTUNITIES

- Guarantees a certain number of housing units from a project
- Promotes transit use and pedestrian oriented development

## CHALLENGES

- May be seen as infringing on development rights
- Substantial time and community engagement required

16



RiversideCA.gov

# STRATEGY 6: INCREASE MAXIMUM DENSITY

**GOAL:** Amend the General Plan and Zoning Code to increase maximum densities

## EVALUATION CRITERIA

- Within General Plan density limits
- Substantial increase in residential capacity
- Community opposition likely
- Long Term (>2 years)
- Requires EIR (Supplemental or addendum)

## OPPORTUNITIES

- Most likely to create largest increase in capacity
- Allows market to respond to changing demand
- Local control over where higher densities occur

## CHALLENGES

- Program development likely to be lengthy and costly
- Potential to create incapability with existing residential neighborhoods.



17

RiversideCA.gov

# STRATEGIC PLAN ALIGNMENT



## Strategic Priority 2 – Community Well Being

**Goal 2.1** - Facilitate the development of a quality and diverse housing supply that is available and affordable to a wide range of income levels

**Goal 2.3** – Strengthen neighborhood identities and improve community health and the physical environment through amenities and programs that foster an increased sense of community and enhanced feelings of pride and belonging citywide.

## Cross-Cutting Threads



Community Trust



Fiscal Responsibility



Sustainability & Resiliency



Equity



Innovation



18

RiversideCA.gov

# RECOMMENDATIONS

That the Housing and Homelessness Committee:

- 1. RECEIVE AND FILE** the report on infill development strategies and policy options; and
- 2. PROVIDE** staff with direction to pursue one or more of the strategies presented.

