



City of Visalia

City Council
Public Hearing
December 2, 2025

**Item 2: 1st Reading of Ordinance to adopt
Zoning Text Amendment (ZTA) No. 2025-04**

Request:

A City-initiated request to implement text amendments corresponding to

Housing Element Program 2.7: Missing Middle Housing

- Amend development standards in the Zoning Ordinance to streamline missing middle-density housing types

Housing Element Program 3.17: Planning for Large Sites

- Remove constraints towards parceling sites larger than 10 acres, particularly through the waiver of public hearings

Housing Element Program 5.2: Emergency Shelters

- Identify one or more permitted by-right zones per AB 2339

Housing Element Purpose:

- To identify community's housing needs
- To state the community's goals / objectives regarding housing production, rehabilitation, and conservation
- To define policies / programs that the community will implement to achieve stated goals / objectives

City of Visalia's 6th Cycle Housing Element, covering years 2023-2031, was adopted 12/18/2023, certified 9/20/2024

MISSING MIDDLE HOUSING

Program 2.7 Missing Middle Housing

Recommendation is based on August 19, 2025 Joint Meeting Discussion

- Of the seven suggestions presented at Joint Meeting to change Municipal Code, four are moving forward
- Two items – rear yard setback reduction and #6 (reduction of parking – are not moving forward with this ZTA request
- One item – CUP for creation of <2-acre multi-family lots – was completed through a previously-approved ZTA

1. Rename R-1-5 Zone to R-1 Zone to reflect existing permitted use of lots below 5,000 sq. ft.

- Renaming provides clarity that R-1-5 also allows lots under 5,000 sq ft, consistent with 2 – 10 units/acre in General Plan
- Ordinance sections will be updated based on lot sizes
 - Permitted if lot sizes are
 - 5,000 SF and above
 - between 3,600 to 4,999 SF if meeting Section 17.12.135
 - Conditional Use Permit / Planned Development Permit if lot sizes are below 3,600 sq. ft.

1. Rename R-1-5 Zone to R-1 Zone to reflect existing permitted use of lots below 5,000 sq. ft.

- Does not change minimum lot size to this zone
- Standards for lots above & under 5,000 SF are not changing

Recommendation

- Change the "R-1-5" zone name to "R-1"
- Change the collective abbreviation for the three single-family residential zones (i.e. R-1-5, R-1-12,.5, and R-1-20) from "R-1" to "R-S"

2. Eliminate PUD / CUP requirements for simple lot splits

- In cases where a PUD becomes an additional entitlement adding cost and processing, with no other practical application

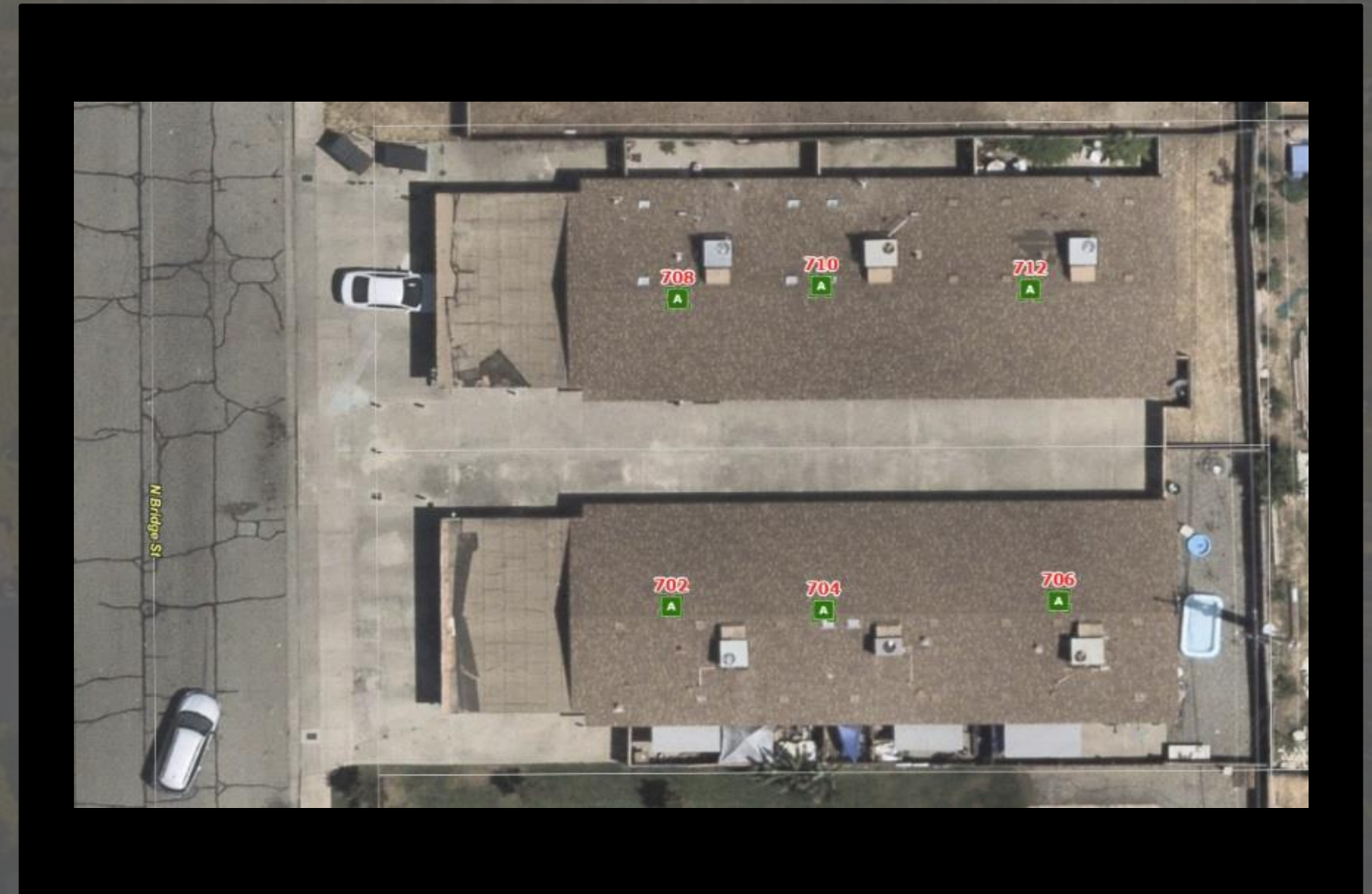
Recommendation

- Waive PUD / CUP process if:
 - If establishing an access easement for vehicular / pedestrian purposes
 - No common lots requested
 - No deviation from setbacks



5. Remove Multi-Family Residential Zone's 10-foot side yard requirement for access to more than one dwelling unit

- Intended to apply when a pedestrian walkway adjacent to side property line provides access to 2+ units
- Standard side yard setback is 5 feet
- 10-foot setback may be seen as creating an unnecessary hardship toward smaller parcels



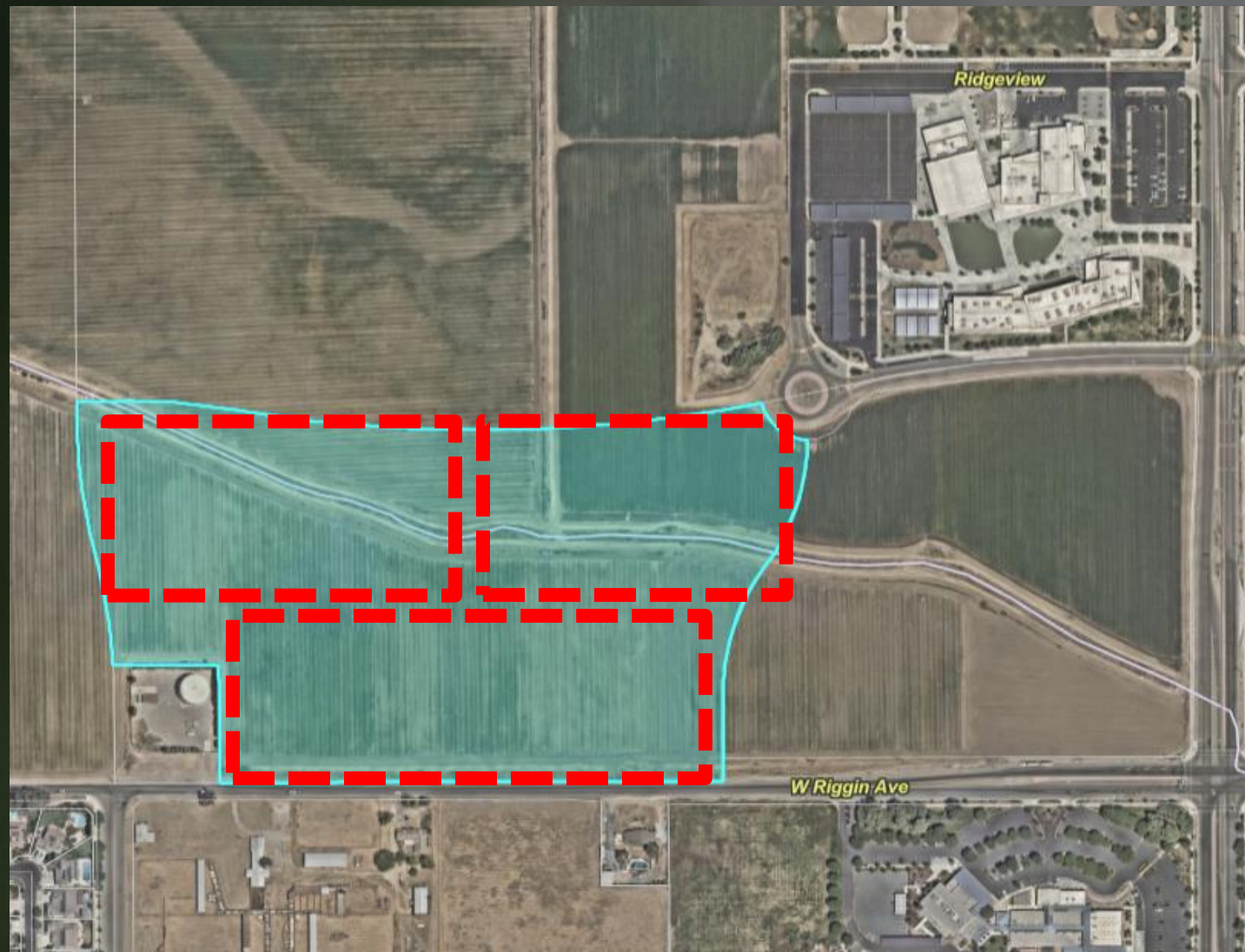
7. In Mixed Use Zones (D-MU and C-MU), remove CUP / public hearing requirement for adding to an existing number of units

- Eliminates redundancy when residential uses are already established on-site and surrounding uses are already conditioned to having existing residential uses



PLANNING FOR LARGE SITES

- Housing Element Program to facilitate sites that conform with State HCD's recommended parcel size of between 0.5 and 10 acres for higher-density lower-income development



“Pinnacle” project, Riggin / Roeben



Colegio Property, Dinuba / Glendale

PLANNING FOR LARGE SITES

- To adopt an incentive to encourage the development of large RHNA sites:

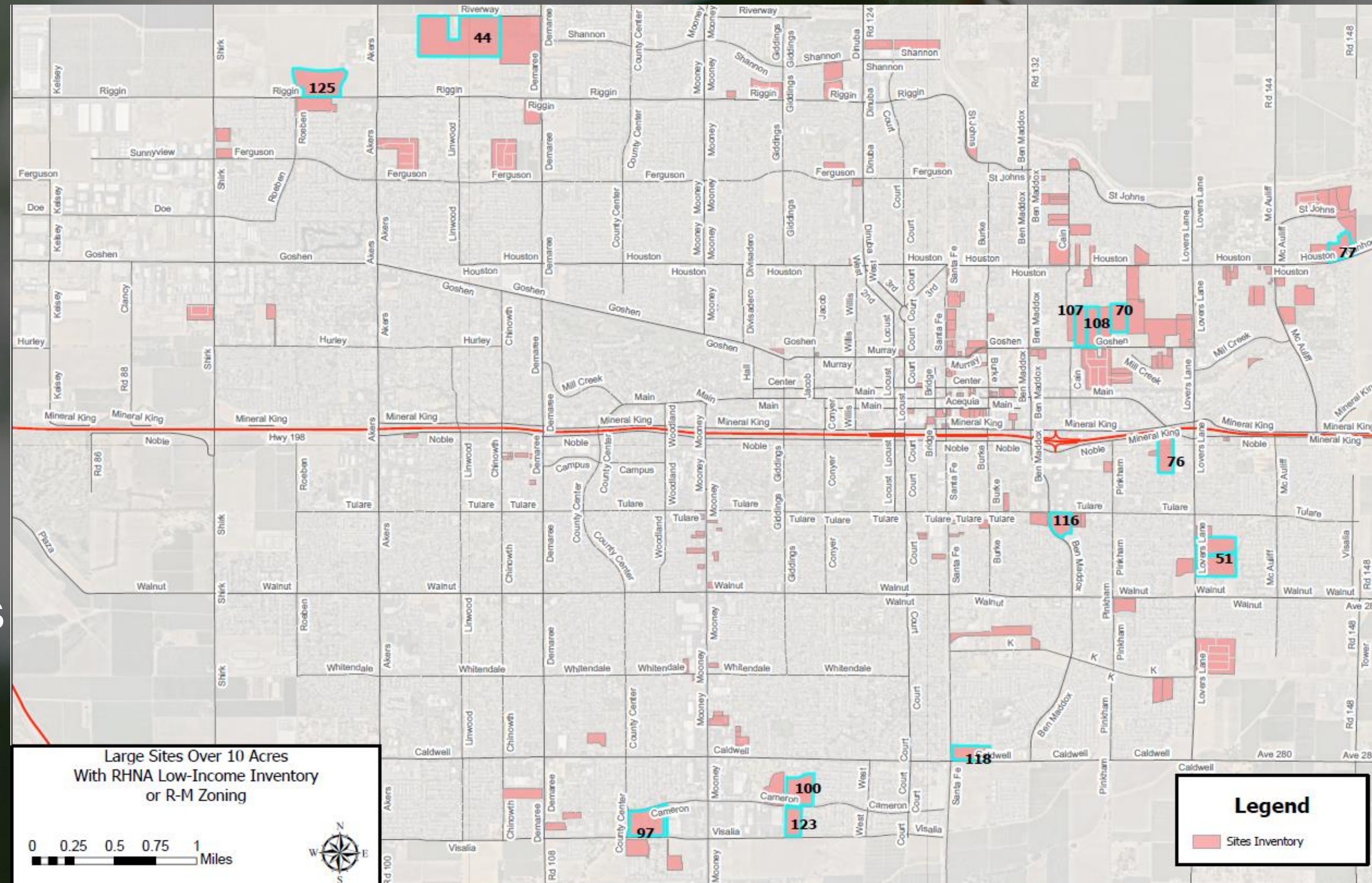
Recommendation:

- Establish an Overlay District
 - District contains >10-acre sites with either:
 - RHNA site inventory requirement for lower income units
 - R-M-2 or R-M-3 zone designation
 - 13 sites total in Overlay District
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- CUP still required for developments exceeding 80 units

- Blue Outline indicates the 13 sites in the Overlay District

A Tentative Parcel Map for these sites shall be waived, provided:

- The Map creates no more than 4 parcels
- Resulting parcels are between 0.5 and 10 acres



EMERGENCY SHELTERS

To comply with Assembly Bill 2339, the City must

- Identify one or more permitted by-right zones that:
 - Are suitable for residential uses
 - Has sufficient sites capacity
 - If non-residential zoning, is located near specified amenities and services, which may include:
 - o health care,
 - o transportation,
 - o retail,
 - o employment
 - o social services

EMERGENCY SHELTERS

Emergency Shelters are currently:

Permitted in

- Light Industrial (I-L)

Conditionally Allowed in

- Service Commercial (C-S)
- Commercial Mixed Use (C-MU)
- Quasi-Public (QP)



EMERGENCY SHELTERS

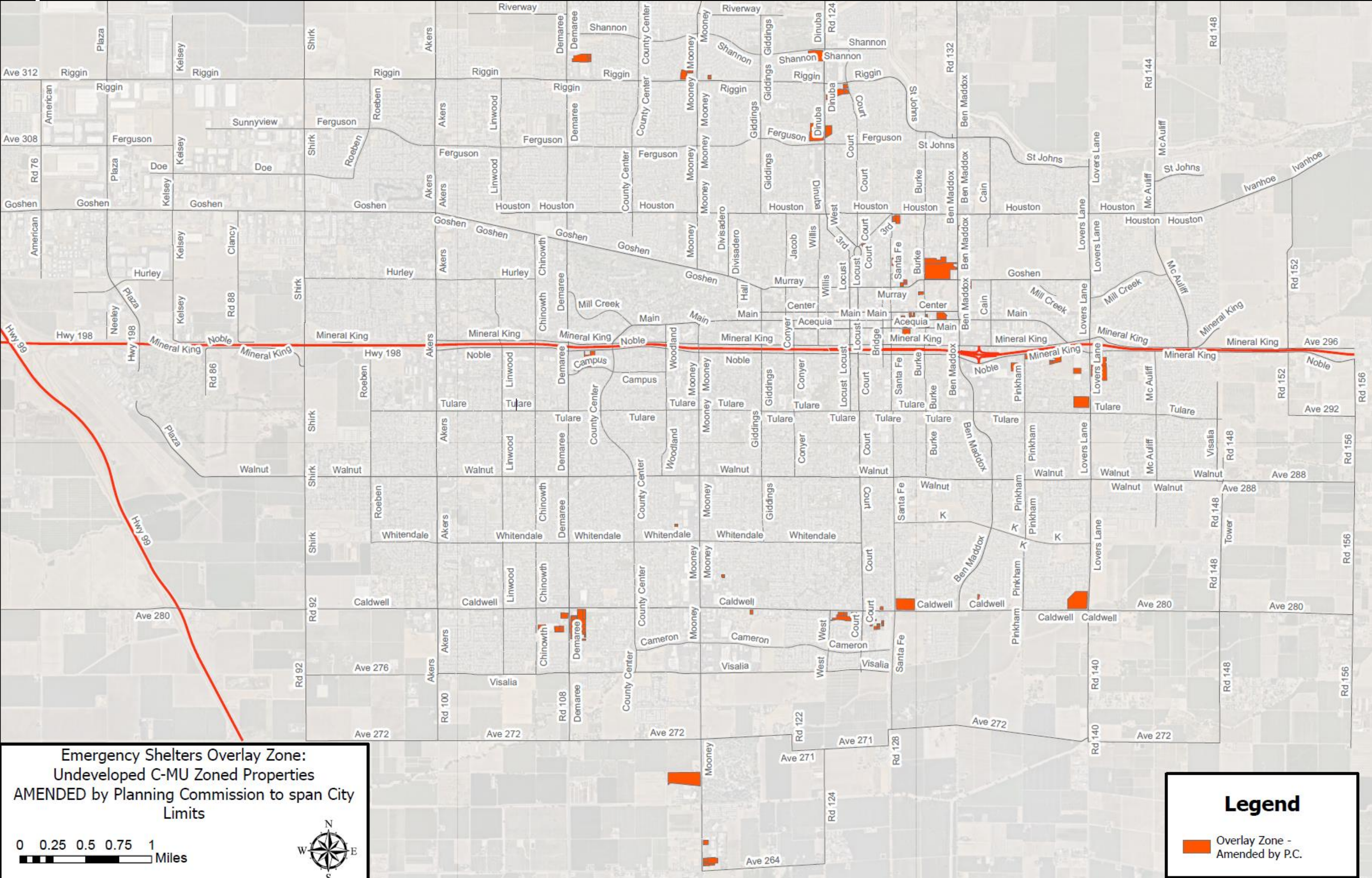
- Per report given at August 19, 2025 Joint Meeting, the Commercial Mixed Use (C-MU) & Downtown Mixed Use (D-MU) zones meet all capacity and amenity/service requirements
- Multiple comments were made regarding undersaturation of shelters & support services South of State Route 198

Original Staff Recommendation to Planning Commission:

- Creation of an Overlay District, consisting of only vacant sites, in C-MU zone south of State Route 198
- Amend Zones Use Table to reflect that Emergency Shelters are permitted by right only in the Overlay District
- Change Light Industrial zone from Permitted by right to Conditional

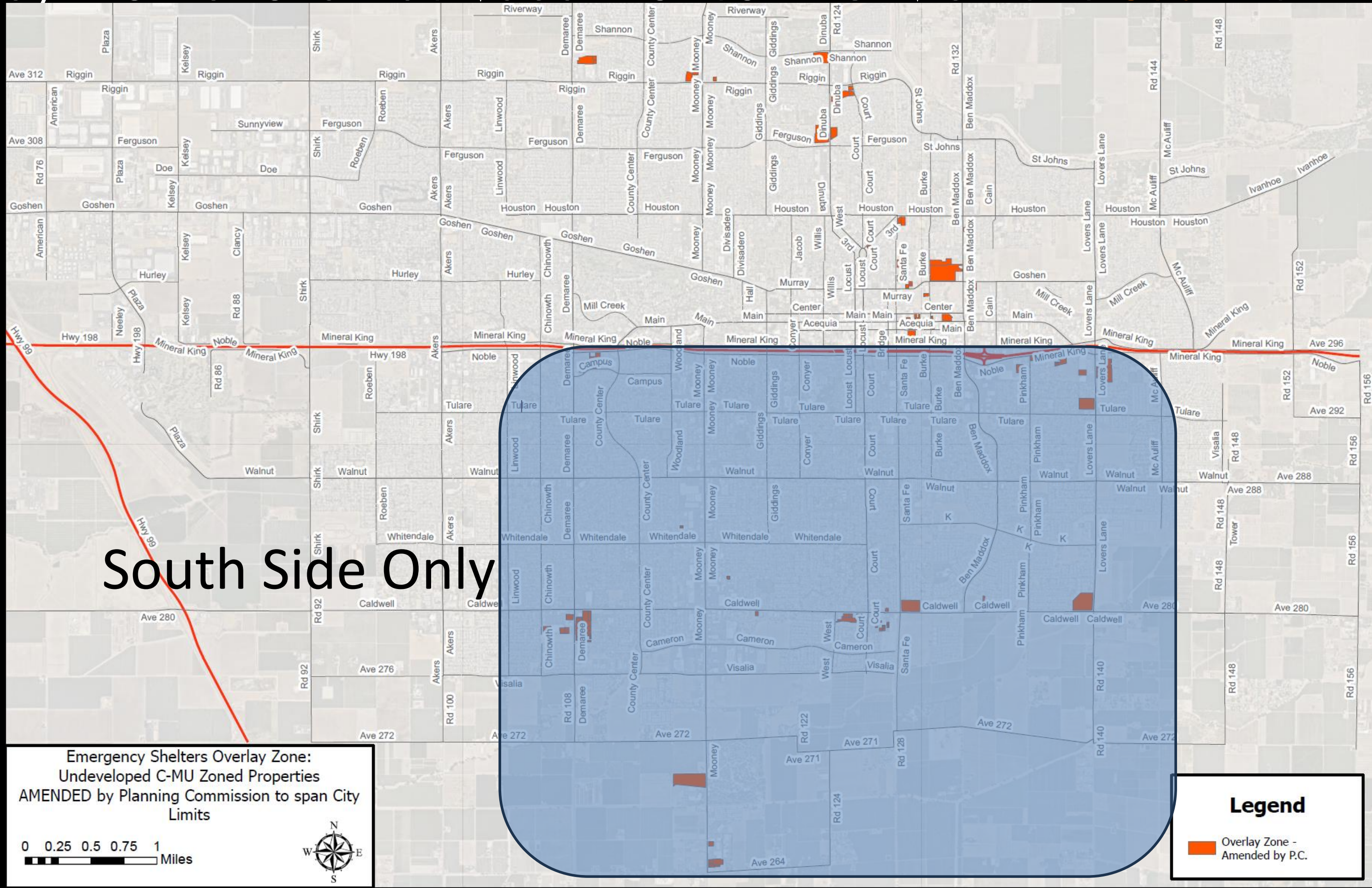
Planning Commission recommendation:

- Overlay District shall be vacant sites in C-MU zone south & north



Original Staff Recommendation:

- Overlay District shall be vacant sites in C-MU zone south of 198



RECOMMENDATION

Staff recommends that the City Council approve the 1st Reading of Ordinance No. 2025-15 adopting Zoning Text Amendment No. 2025-04

PLANNING COMMISSION

- Held Public Hearing on November 10, 2025
- Voted 5-0 to recommend approval of Zoning Text Amendment No. 2025-04 with change to Emergency Shelter overlay map
- No public comment was received