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City Manager's Report

August 12, 2025, City Council Meeting

Prepared by: Carole Kendrick, Development Services Director

Item #: 11.1

Subject: General Plan Amendment (GPA) 25-01, Zone Change (ZC) 25-01 and Conditional Use Permit (CUP) 25-04 "Thompson House"

Recommendation: Staff recommends that the City Council (1) open the public hearing, (2) take testimony, (3) waive the first full reading of General Plan Amendment (GPA) 25-01 and Zone Change (ZC) 25-01 and approve both by title only, for the following reasons:

1. **Sufficient Public Engagement:** The proposed amendments have undergone public review, including a planning commission hearing, ensuring adequate opportunity for public input as required by California Government Code Section 65350 et seq. for general plan amendments
 2. **Clarity and Accessibility:** The full text of GPA 25-01 and ZC 25-01 has been made available to the public through agenda packet or public counter] in advance of the meeting, meeting transparency requirements and allowing informed public participation.
 3. **Efficiency in Process:** Waiving the full reading streamlines the meeting process while maintaining compliance with legal standards, as the titles of the amendments accurately reflect their purpose and scope, enabling the Council to focus on substantive discussion and public testimony.
 4. **Second Reading:** Staff recommends that the City Council schedule the second reading as a consent item on the August 26, 2025 meeting.
- (4) approve Conditional Use Permit (CUP) 25-04 subject to the attached conditions of approval; and direct staff to prepare a Notice of Exemption (NOE) for the applicants to record with El Dorado County, and direct staff to file the recorded NOE with the State Clearinghouse House per Senate Bill (SB) 6, effective January 1, 2024.

Purpose: Consideration of request to: (1) Amend the Placerville General Plan Map, changing the 1.01 acre property from Business and Professional (BP) to High Density Residential (HDR), (2) Amend the Placerville Zoning from Business and Professional (BP) to Medium Density Multi-Family Residential (MDR), (3) A Conditional Use Permit to re-establish the residential use and find the project Categorically Exempt from environmental review pursuant to the California Environmental Quality Act (CEQA) Section 15061(b)(3) and Section 15301.

Strategic Plan Strategy: The City of Placerville's Strategic Plan emphasizes preserving the city's historic character while promoting balanced growth and community vitality. Approving a historic planning application aligns with this plan by ensuring development respects the city's rich historical identity, as outlined in the General Plan and Zoning Ordinance.

Background/Discussion: On April 15, 2025, Sean Manwaring and Jacob Rigoli submitted Zone

Change (ZC) 25-01. Followed by General Plan Amendment (GPA) 25-01 on May 30, 2025, and Conditional Use Permit (CUP) 25-04 on June 11, 2025.

Zone Change (ZC) 25-01. A property owner may request a zone change by submitting a petition to the commission, as outlined in City of Placerville City Code Section 10-1-7(A)3. The application received on April 15, 2025, seeks to rezone the property from Business and Professional to Medium Density Residential (12 dwelling units per acre) to align with the zoning of neighboring properties.

General Plan Amendment (GPA) 25-01. California Code, Government Code – GOV § 65358 states:

(a) If it deems it to be in the public interest, the legislative body may amend all or part of an adopted general plan. An amendment to the general plan shall be initiated in the manner specified by the legislative body. Notwithstanding Section 66016, a legislative body that permits persons to request an amendment of the general plan may require that an amount equal to the estimated cost of preparing the amendment be deposited with the planning agency prior to the preparation of the amendment.

(b) Except as otherwise provided in subdivision (c) or (d), no mandatory element of a general plan shall be amended more frequently than four times during any calendar year. Subject to that limitation, an amendment may be made at any time, as determined by the legislative body. Each amendment may include more than one change to the general plan.

Staff concluded that a General Plan Amendment is required to align the property's zoning with the General Plan. The proposed amendment would revise the land use designation from Business and Professional (BP) to High Density Residential (HDR).

Conditional Use Permit (CUP) 25-04. The 6th Cycle Housing Element Chapter 2 – Housing Restraints section contains language in the nonconforming uses segment states that the re-establishment of a residential structure in nonconformance because of density through the approval of a Conditional Use Permit. This application ensures the site remains consistent with the 6th Cycle Housing Element as a procedural step.

The subject property is in the Cedar Ravine Road Historic District, established in 1951 (see Attachment H). The Blair-Thompson House, reportedly constructed by John Blair in 1862, is potentially the oldest surveyed property in this district. Detailed history and photographs of the site are provided by the applicants/owners in Attachment C to this staff report.

The Thompson House is not listed as a city historic resource, state-designated historic resource, or on the National Register of Historic Places, but it is included in the City of Placerville Historic Inventory (009-5667-58-D) (see Attachment J), which has not been adopted by the City Council. It is not part of the Placerville Historic Markers Inventory compiled by Stan Morris and Dee Owens on January 17, 2023.

In 1976, the property was rezoned to Business-Professional-Residential under Use Permit U-76-5, allowing the structure to be remodeled into a professional office building with off-street parking adjacent to the lot.

In 2018, historical preservationists Jacob Rigoli and Sean Manwaring purchased the property and

began restoring it as their personal residence.

Site Description

The project site includes one (1) existing parcel (APN: 003-241-067), totaling 1.01-acres, located approximately 120-feet south of intersection of Pacific Street and Cedar Ravine Road at 3062 Cedar Ravine Road.

Project Setting

The subject property is a 1.01-acre lot located at 3062 Cedar Ravine Road. To the north, the adjacent parcel is occupied by Pacific Street Dental. The properties to the south, east, and west are developed with residential uses. The site itself lacks curb, gutter, and sidewalk improvements.

The project setting can also be seen in the following materials attached to this staff report:

- General Plan Land Use Map (Attachment E)
- Zoning Map (Attachment F)
- Aerial Photograph (Attachment G)

The land uses, zoning, and Placerville General Plan Land Use Element designations of the project site

and surrounding area are shown in the following Table.

	LAND USE	EXISTING GENERAL PLAN	PROPOSED GENERAL PLAN	EXISTING ZONING	PROPOSED ZONING
PROJECT SITE	Residential	Business & Professional (BP)	High Density Residential (HDR)	Business & Professional (BP)	Medium Density Multi-Family Residential (R-3) 12 du/ac
NORTH	Pacific Street Dental	Business & Professional (BP)	N/A	Central Business District (CBD)	N/A
SOUTH	Residential	High Density Residential (HDR)	N/A	Medium Density Multi-Family Residential (R-3) 12 du/ac	N/A
EAST	Residential	High Density Residential (HDR)	N/A	Medium Density Multi-Family Residential (R-3) 12 du/ac	N/A
WEST	Residential	High Density Residential (HDR)	N/A	Medium Density Multi-Family Residential (R-3) 12 du/ac	N/A

PROJECT ANALYSIS

General Plan Consistency: The proposed project will be in conformance with the General Plan for the City of Placerville pending approval of the project applications. The land use designation for the project site is currently Business and Professional (BP) (see Attachment C) which allows for professional office development and related services.

The proposed land use designation of High Density Residential (HDR) allows for a range of housing types and densities consistent with the General Plan Housing Element. The proposal will match the General Plan designation of all of the surrounding properties with the exception of Business and Professional to the north.

In addition, the Housing Element Chapter 4 Housing Constraints – Historic Buildings in the City

states that “the City’s residential historic districts are predominately built out containing few vacant parcels”. The subject property has not been identified in the 6th Cycle Housing Element and is developed. The proposed use is consistent with General Plan Goal G to preserve and enhance Placerville’s historical heritage.

The following section provides an overview of the project with respect to the following General Plan Elements: Land Use; Transportation; Housing; Public Facilities; Natural, Cultural, and Scenic Resources; Health and Safety; and Community Design.

Land Use

The Land Use Element of Placerville’s General Plan aims to maintain the city’s small-town, rural charm while accommodating a land use mix that supports the residential, commercial, and employment needs of current and future residents. The parcel in question is currently designated as Business and Professional (BP), which permits professional office uses.

The applicant proposes changing the parcel’s land use designation to High Density Residential (HDR) to align with the General Plan’s Housing Element, which seeks to provide diverse housing types and densities. The goal of this change is to preserve the existing residential structure on the parcel. While a single-family residential designation might better suit the structure, it would constitute “spot zoning” since surrounding properties are primarily zoned HDR, except for a BP designation to the north.

Spot zoning refers to zoning a single parcel or small area differently from its surroundings, often to enable a specific use or development that benefits a particular owner or project. This practice can conflict with the broader zoning plan, such as placing a commercial zone within a residential area for one lot. It is contentious because it may undermine consistent land use planning and prioritize individual interests over community standards.

Transportation

Placerville is both defined and constrained by its networks of roads and streets. Traffic congestion is a major concern in Placerville as new developments can generate additional traffic. The Transportation Element in the General Plan seeks to promote the development of a circulation system of all modes of transportation that is correlated with the planned land use pattern and facility ease of access through and within Placerville. The project proposal does not involve new development and the conversion from office to single-family residence will reduce traffic to the site.

Housing

The City of Placerville, pursuant to the 2021-2029 Housing Element, is responsible for accommodating the City’s RHNA allocation of 259 additional housing units between 2021 and 2029. Of the 259 units, 56 of them are expected to be affordable to very low-income households, 34 to low-income households, 50 to moderate-income households, and 119 to above-moderate-income households.

The subject request would increase the allowable density from none to 12 dwelling units. Additionally, the proposed amendment would match the existing land use designations adjacent to the subject property with the exception of Business and Professional to the north.

Public Facilities

The main goal of the Public Facilities and Services policies in Section IV of Placerville’s General Plan

is to maintain adequate service levels to support existing and future development while protecting public health and safety.

As the applications do not propose any development, they will have no impact on the property's service levels.

Natural, Cultural, and Scenic Resources

The City aims to conserve, safeguard, improve, and highlight Placerville's natural, cultural, and scenic assets, which hold inherent value for residents and significantly shape the community's quality of life. These assets encompass water resources, agricultural lands, mineral resources, vegetation, and wildlife.

The area around the project site is predominantly developed with residential properties and a dental office to the north. The proposed project would maintain the existing open space and vegetated area as it is.

Overall, the project would preserve the distinctive residential character of the surrounding area. Therefore, the proposed project aligns with Goal I, Policy 1 of the Natural, Cultural, and Scenic Resources Element of the General Plan, which directs the City to "protect and enhance Placerville's community character and scenic resources."

Health and Safety

The Health and Safety Element of the General Plan aims to reduce risks to public health and safety, mitigate nuisances for residents, and minimize potential property damage or loss. The proposed project would not introduce hazards to the surrounding area, as it involves no construction or modifications.

Community Design

Community design fosters a distinctive and appealing "sense of place" and local identity through the cohesive integration of physical elements, including the foothill setting, small-town rural charm, scenic vistas, points of interest, landmarks, historic downtown, streetscapes, and diverse residential neighborhoods, each with its own unique character. A notable asset of the City is the visual variety of its residential neighborhoods, where streets are thoughtfully aligned with the natural contours of ridges and ravines.

The area around the project site is predominantly residential, featuring a variety of lot sizes, with residential uses and a dental office to the north. The project parcel is already developed, and no changes are proposed. The distinctive residential atmosphere of the surrounding area would be preserved and maintained.

Zoning Classification and Regulation Consistency: The subject property is currently zoned Business and Professional (see Attachment D), and the application proposes rezoning it to Medium Density Multi-Family Residential (R-3) with a density of 12 dwelling units per acre. This change would bring the property's zoning in line with that of surrounding areas, except for the Business and Professional zoned parcel to the north.

While the medium density zone does not match the current use, the application aims to secure a residential zone that aligns with the adjacent zoning, which includes single-family residences. As noted

in the General Plan section of this staff report, spot zoning is not advised.

Senate Bill (SB) 18

Consultation for SB 18 is a government-to-government process and must be initiated by the local governmental agency. An SB 18 tribal contact list is requested from the Native American Heritage Commission (NAHC) and the government agency sends each tribal representative a letter extending an invitation to discuss any concerns they may have about the proposed project. The tribal contacts for this list are maintained by the NAHC but are distinct from the Most Likely Descendent (MLD) list typically received when the project archaeologist requests NAHC to search their sacred lands file.

Prior to adoption or amendment of a General or Specific Plan, local government must refer the proposed action to tribes on the NAHC list that have traditional lands located within the city or county's jurisdiction.

On June 20, 2025, Development Services sent letters to 20 tribes or tribal members regarding a project or activity at a specific property. As of July 22, 2025, only the Shingle Springs Band of Miwok Indians has responded, requesting a consultation that occurred on July 16, 2025. The tribe concluded the consultation, determining that no further action was needed due to the absence of proposed activities at the property.

Planning Commission

On July 15, 2025, the Placerville Planning Commission held a properly noticed public hearing, during which they discussed whether the site complies with the development standards of the proposed zoning. The existing structure adheres to the R-3 zone's development standards, and the Conditional Use Permit (CUP) ensures the use aligns with zoning requirements. Changes were made to Condition of Approval No. 5, as detailed in Attachment D. The Commission unanimously voted to recommend approval of the "Thompson House" General Plan Amendment (GPA), Zone Change (ZC), and CUP to the City Council.

Public Communications

Property owners located within a 300-foot radius of the project site were notified of the public hearing on July 23, 2025, with a 20-day hearing notice in addition to a public notice in the Mountain Democrat (see Attachment K). At the time of report preparation, the Planning Department has received one (1) email comment from the public that is neutral and is provided Attachment I. Any comments received prior to the time of the scheduled City Council meeting will be provided to the Council at the time of the public hearing.

Options:

1. Do not approve General Plan Amendment (G)A 25-001, Zone Change (ZC) 25-001, and Conditional Use Permit (CUP) 25-004.

Findings

General Plan Amendment (GPA) 25-01

1. **Consistency with Environmental Goals:** The proposed General Plan Amendment, including the rezoning of the subject property to Medium Density Multi-Family Residential (R-3), supports the goals of the General Plan’s Natural, Cultural, and Scenic Resources Element by preserving the rural residential character and scenic resources of the project vicinity. The amendment maintains the existing open space and vegetated areas, ensuring no adverse impact on the community’s sense of place or visual diversity.
2. **No Significant Environmental Impacts:** Based on the project description, which involves no construction or physical alterations to the property, the amendment is anticipated to result in no significant environmental impacts. The project aligns with the Health and Safety Element by avoiding the introduction of hazards or nuisances to the surrounding residential area, consistent with CEQA’s objective to minimize public health and safety risks.
3. **Conformance with Surrounding Land Use:** The rezoning to R-3 aligns the subject property with the predominant residential zoning of adjacent areas, promoting land use compatibility. While the Commercial Business District (CBD) zoned parcel to the north remains an exception, the amendment avoids spot zoning by ensuring consistency with the broader residential neighborhood, as required by the General Plan and CEQA’s emphasis on orderly development.
4. **Exemption or Negative Declaration:** Given the absence of proposed physical changes or development, the General Plan Amendment may qualify for a CEQA exemption (e.g., Categorical Exemption under CEQA Guidelines Section 15061(b)(3), where no significant environmental effect is anticipated) or a Negative Declaration if an Initial Study confirms no significant impacts. The project’s alignment with existing land use patterns and lack of physical alterations supports this determination.
5. **Public Interest and Community Benefit:** The amendment furthers the public interest by reinforcing Placerville’s community design, which emphasizes a harmonious blend of the foothill environment, small-town rural atmosphere, and diverse residential neighborhoods. By maintaining the existing character and avoiding spot zoning, the project complies with CEQA’s requirement to balance development with environmental and community considerations.

Zone Change (ZC) 25-01 and Conditional Use Permit (CUP) 25-04

1. **No Significant Environmental Impacts:** The proposed zone change from Business and Professional to Medium Density Multi-Family Residential (R-3) and conditional use permit involves no physical construction or alterations to the subject property. As such, the project is not anticipated to result in significant environmental impacts to resources such as air quality, water, wildlife, or cultural assets, consistent with CEQA’s objective to avoid adverse environmental effects.
2. **Consistency with General Plan and Community Character:** The zone change and conditional use permit aligns the subject property with the predominant Medium Density Multi-Family Residential (R-3) zoning of adjacent areas, except for the Business and

- Professional zoned parcel to the north. This rezoning supports the General Plan’s Natural, Cultural, and Scenic Resources Element by preserving the rural residential character and visual diversity of Placerville’s neighborhoods, as required under CEQA for compatible land use planning.
3. **Avoidance of Spot Zoning:** By aligning the subject property with the surrounding R-3 zoning, the CUP avoids spot zoning, as discouraged by the General Plan. The conditional use is designed to integrate with the existing residential neighborhood, ensuring no disruption to the community’s small-town rural atmosphere, in accordance with CEQA’s focus on orderly and cohesive development.
 4. **Health and Safety Compliance:** The zone change and conditional use permit introduces no new hazards or nuisances to the surrounding residential area, consistent with the General Plan’s Health and Safety Element. By maintaining the existing developed condition of the property without physical changes, the project supports CEQA’s goal of protecting public health and safety.
 5. **CEQA Exemption or Negative Declaration:** Given the absence of physical development or environmental alterations, the zone change may qualify for a CEQA Categorical Exemption (e.g., Section 15061(b)(3), where there is no possibility of significant environmental impact) or a Negative Declaration if an Initial Study confirms no significant effects. The project’s compatibility with existing land uses supports this determination.
 6. **Public Interest and Benefit:** The zone change and conditional use permit enhances the public interest by reinforcing Placerville’s community design, which emphasizes a harmonious blend of its foothill environment, small-town rural atmosphere, and diverse residential neighborhoods. By aligning the property with surrounding zoning, the project complies with CEQA’s requirement to balance development with environmental and community considerations.

Environmental: The City has reviewed this request and has determined that the proposed amendment is exempt from environmental review pursuant to Section 15061(b)(3) and Section 15301 as the project is an “Existing Facility”.

CEQA Section 15301 refers to a categorical exemption under the California Environmental Quality Act (CEQA) for "Existing Facilities." This exemption applies to projects involving the operation, repair, maintenance, permitting, leasing, licensing, or minor alteration of existing public or private structures, facilities, mechanical equipment, or topographical features, with negligible or no expansion of existing or former use.

Cost: None.

Budget Impact: The cost to prepare this report is approximately \$350.00, which are covered by the application fees submitted for this project totaling \$4,800.00.



M. Cleve Morris, City Manager



Carole Kendrick, Development Services
Director

Attachments:

- Attachment A: Draft Resolution GPA25-01
- Attachment B: Draft Ordinance ZC25-01
- Attachment C: Site Plan, Photographs and Site History
- Attachment D: Draft Conditions of Approval
- Attachment E: General Plan Land Use Designation Map
- Attachment F: Zoning Map
- Attachment G: Aerial Photograph
- Attachment H: Historic District Map
- Attachment I: Proof of Publication
- Attachment J: History Resource Inventory 009-5667-58-D
- Attachment K: Andrew Painter email dated July 17, 2025

INCORPORATED BY REFERENCE

City of Placerville General Plan
 City of Placerville Zoning Ordinance
 City of Placerville Historic Survey Inventory
 Placerville Historic Markers Inventory Co-
 Contents of City of Placerville Planning Department Project File GPA25-01, ZC25-01, CUP25-04,
 SPR76-12, U-76-5, LLA25-01 and SPR04-06