

*Placerville, a Unique Historical Past Forging into a Golden Future”*



City of Placerville Planning Commission  
**STAFF REPORT**

**MEETING DATE:** September 20, 2016  
**FILE NO:** General Plan Amendment (GPA) 16-02, Zone Change (ZC) 2016-03,  
Planned Development Overlay (PD) 03-01 - The Ridge at Orchard Hill  
**PREPARED BY:** Andrew Painter, City Planner **Date:** September 5, 2016

**SUBJECT:** To consider and make recommendation to City Council regarding the following that will partially implement Program 3. High-Density Development – Unmet Need, of the 2013-2021 Housing Element:

1. Amendments to the City of Placerville General Plan Land Use Section and the Housing Element, establishing the Housing Opportunity (HO) Overlay land use designation, inserting description, and where applicable, references to the Housing Opportunity Overlay Zone (Zoning Ordinance Section 10-5-24); and, amendments to Housing Element Table 40 and Appendix E of the City of Placerville Potential Low Income Housing Land Inventory;
2. Application of a Housing Opportunity Overlay land use designation and zone district to two parcels, A.P.N. 323-220-06 and 323-220-08, totaling approximately six acres, generally located at southeast corner of the intersection of Mallard Lane and Macintosh Drive, within The Ridge at Orchard Hill Planned Development, and
3. Amendment to the Official Development Plan for The Ridge at Orchard Hill Planned Development (Planned Development Overlay 03-01) project, authorizing the provisions of the Housing Opportunity Zone to two parcels, A.P.N. 323-220-06 and 323-220-08.
4. An Addendum to the Mitigated Negative Declaration for the approved The Ridge at Orchard Hill Planned Development project (Planned Development Overlay 03-01).

**Action:** Recommend approval to the City Council.

**EXHIBITS:**

- A - 2013-2021 Housing Element Excerpt: Program 3
- B - Draft Resolution of the City Council amending the General Plan Land Use/Circulation Diagrams And Standards Document, the 2013-2021 Housing Element and the General Plan Land Use Map
- C - Draft Ordinance of the City Council amending the Zoning Map
- D - Addendum to the Mitigated Negative Declaration for The Ridge at Orchard Hill Planned Development
- E - Mitigated Negative Declaration for The Ridge at Orchard Hill Planned Development
- F - The Ridge at Orchard Hill Planned Development Overlay 03-01 – Conditions of Approval

**BACKGROUND:**

2013-2021 Housing Element Update

In February 2014 the City Council adopted the City of Placerville General Plan, 2013-2021 Housing Element (known as the 5th Cycle Housing Element). As required by State Law, the Housing Element identified an inventory of many opportunity sites (potential) sites which could accommodate the City’s RHNA. The RHNA identifies the number of new housing units, at various income levels, with the region needed to accommodate future population growth expected over a given planning period. The planning period for the City’s 2013-2021 Housing Element is retroactive to October 31, 2013 and extends through October 31, 2021. The number of new housing units allocated to the City for this planning period is 372 and distributed among various income categories, as shown in Table 1.

Table 1. RHNA Allocations by Income Category for Placerville, October 31, 2013 to October 31, 2021

| Income Category | RHNA Allocation |         |
|-----------------|-----------------|---------|
|                 | Number          | Percent |
| Extremely Low   | 39              | 10.5 %  |
| Very Low        | 39              | 10.5 %  |
| Low             | 55              | 14.8 %  |
| Moderate        | 69              | 18.5 %  |
| Above Moderate  | 170             | 45.7 %  |
| Total           | 372             | 100.0 % |

Source: Sacramento Area Council Governments, Regional Housing Needs Plan. (November 2012)

The City has an unmet need of 133 housing units for the Low, Very Low and Extremely Low income categories. In other words, the City does not have sufficient land zoned and with sufficient land area to accommodate housing for lower-income households for the Housing Element planning period. Sufficient land however is available and zoned to accommodate housing for moderate-income and above households over the planning period.

The update included a number of housing programs (action/implementation items) established with certain components of State housing law. One of the Housing Element programs adopted is Program 3—High-Density Development – Unmet Need. Program 3 requires the City enact General Plan and Zoning Ordinance amendments that are necessary to achieve compliance with minimum density under State law appropriate to accommodate housing for lower income households. Per State housing law (Govt Code §65583.2), the City is classified as a suburban jurisdiction. For a suburban classified jurisdiction, State housing law deemed that twenty (20)

units per acre is an appropriate density to accommodate housing for lower income households. Program 3 requires the City to rezone land to accommodate the City's unmet housing need of 239 units for lower income households as follows:

- 106 units for unmet need for lower income households carried over from the 2008-2013 Housing Element, as the City failed to rezone land to meet this unmet need during the planning period. The City had one year of the adoption of the 2013-2021 Housing Element, or February 11, 2015 to rezone for the 106 units.
- 133 units for unmet lower income households identified during the 2013-2021 Housing Element planning period. This rezoning must be completed within three years from Housing Element adoption, or February 11, 2017.

Several potential sites for re-designating and rezoning to accommodate the unmet need were inventoried and listed in Table 40 and Appendices B and E of the Housing Element. Several of these potential sites are located in areas that fall under the Commercial, Highway Commercial and Business Professional land use classifications in the General Plan, and that have C (Commercial), HWC (Highway Commercial) and BP (Business Professional) zoning designation where residential uses are only allowed above or below the ground floor.

On February 25, 2014, City Council adopted Resolution No. 8174 that authorized staff to initiate amendments to the City of Placerville Zoning Map, and the City of Placerville General Plan Land Use Element to rezone an estimated twelve (12) acres to permit a minimum density of 20 units per acre to implement Program 3 of the General Plan 2013-2021 Housing Element.

The City of Placerville was notified in a March 19, 2015 letter by the Department of Housing and Community Development, Division of Housing Policy Development (HCD) that the City's 5<sup>th</sup> Cycle no longer complies with State housing law. Required rezoning of sites to accommodate 106 lower income units representing the housing need not met over the 4<sup>th</sup> Cycle Housing Element (2008-2013) update was not completed within one year of the Housing Element adoption per State housing law.

### Housing Opportunity Overlay Zone

On August 9, 2016, the City Council adopted Ordinance No. 1680, the Housing Opportunity (HO) Overlay Zone. This Ordinance added Section 10-5-24 to the City's Zoning Ordinance. The purpose and intent of the overlay zone is to apply it to parcels with the potential to achieve the residential housing objectives of the Housing Element of the General Plan. These objectives include encouraging new multi-family residential development that includes housing for persons with disabilities, housing for persons with developmental disabilities, housing that supports aging in place, and affordable housing for low-income households to address the City's unmet RHNA need. The HO Overlay Zone has the twenty (20) units per acre minimum density that is deemed appropriate by the State to accommodate housing for lower income households. Maximum density is twenty-four units per acre. Ordinance No. 1680 went into effect on September 9, 2016. The City has not applied the HO Overlay to any parcel.

**GENERAL PLAN AMENDMENT (GPA 16-02) AND ZONE CHANGE (ZC 16-03):**

Staff's requests would amend the General Plan Land Use and Housing Elements by establishing a HO Overlay land use designation then incorporating the new designation into these Elements. This new land use designation would be associated with the new HO Zone making the HO Zone consistent with the General Plan. In addition, staff proposes amendments to the General Plan Land Use Map and Zoning Map that would partially implement Housing Element Program 3. These amendments involve two parcels of land with approximately 6.1 acres of land area located within The Ridge at Orchard Hill Planned Development, The request would add the Housing Opportunity Overlay land use designation to the existing High Density Residential land use designation, and add the Housing Opportunity (HO) Overlay Zone to the existing R-3 (Medium Density Multi-Family Residential Zone) zoning classification for the same vacant Ridge at Orchard Hill Planned Development parcels.

GPA 16-02

General Plan amendments include changes to Table 40, Appendix B and Appendix E of the Housing Element. These contain the City's inventory of land with the potential for rezoning to meeting the City's Regional Housing Need Allocation unmet need for lower income households. The complete language of the Housing Opportunity Overlay (HO) General Plan land use designation is incorporated into the proposed Resolution attached hereto as **Exhibit B**, with the proposed amendments to the Land Use Element and the 2013-2021 Housing Element shown in strike-and-underscore format.

As mentioned, the GPA 16-02 request would also amend the General Plan Land Use Map by adding the HO Overlay land use designation to two of *The Ridge at Orchard Hill Planned Development* parcels (APN 323-220-06 and 323-220-08). These two parcels comprise the revised Site 1 of Table 40 and Appendix E of the Housing Element.

Amended Site 1 totals approximately 6.1 acres in land area. By amending the development potential of the site by referencing the approved Planned Development units on the 6.1 acres, realistic unit capacity for the site would be re-calculated to reflect existing engineered 2:1 slope site constraints that would limit the buildable area of the adjusted 6.1 acres to approximately 3.0 acres.

A Site 11 would be added to Table 40 and Appendix E. Site 11 would contain two vacant, adjoining, and zoned Commercial parcels listed in Appendix B of the Housing Element. These two parcels total approximately 7.60 acres and are located at the intersections of Cold Springs Road and Middletown Road, and Cold Springs Road and Placerville Drive. Realistic unit capacity for Site 11 is 136 dwelling units, or 75 percent of the maximum permitted capacity (gross) under either the R-5 or the HO Overlay Zone at the 24 dwelling unit per acre maximum density of 182 units. The City's assumption of realistic unit capacity at 75 percent is based on the vertical slope constraint present along the Site 11 parcel frontages with Placerville Drive and Cold Springs Road. Construction would setback from this site constraint, thus reducing gross residential unit capacity.

ZC 16-03

The ZC 16-03 request would amend the Zoning Map by adding the HO Overlay Zone to two of *The Ridge at Orchard Hill Planned Development* parcels (APN 323-220-06 and 323-220-08). The same parcels are subject to the Land Use Map amendment under GPA 16-02 totaling approximately 6.1 acres consisting of the revised Site 1 of Table 40 and Appendix E of the Housing Element. The Overlay Zone would allow development on the parcels either in the manner provided under the Ordinance or the manner provided in the Planned Development base (underlying) zone, but not both. Once the parcels have developed in the manner provided in the base zone, the property owner would relinquish the right to redevelop the land using the HO Overlay Zone provisions. The HO Overlay Zone would therefore offer property owners increased flexibility for the future development of their properties.

**AMENDMENT TO THE OFFICIAL DEVELOPMENT PLAN FOR THE RIDGE AT ORCHARD HILL PLANNED DEVELOPMENT:**

Staff’s request would also amend the Official Development Plan for The Ridge at Orchard Hill Planned Development (Planned Development Overlay 03-01) project. The amendment would authorize the provisions of the HO (Housing Opportunity Overlay) Zone to two parcels, A.P.N. 323-220-06 and 323-220-08, that comprise a portion of the overall Ridge at Orchard Hill Planned Development.

Any future development of multi-family units would be required to comply with the mitigation measures and conditions of approval for The Ridge at Orchard Hill Planned Development. Additionally, the design and building elevations would also be required to be substantially consistent with the 2003 approved multi-family unit elevations (The Ridge at Orchard Hill Building “A” Exterior Elevations, Sheet SA-3.1, dated October 16, 2003).

Ridge at Orchard Hill Planned Development Background

*December 2003 - January 2004:* The Placerville City Council approved The Ridge at Orchard Hill Planned Development project, a mixed-use senior community consisting of 176 senior-restricted apartments, 54 senior-restricted single-family lots and an 81-bed assisted living facility on approximately 30 acres, as follows:

- Mitigated Negative Declaration – The Ridge at Orchard Hill Planned Development;
- General Plan Land Use amendment from Medium-Density Residential to High-Density Residential;
- Zoning Map amendment from R1-6,000 Single-Family Residential to R-3 Multi-Family Residential;
- Parcel Map subdividing the 30 acre site into four (4) parcels:
 

|        |                             |   |             |
|--------|-----------------------------|---|-------------|
| APN:   | Parcel 1: 323-220-06        | - | 2.10 acres  |
|        | Parcel 2: 323-220-13        | - | 14.58 acres |
|        | Parcel 3: 323-220-08        | - | 4.04 acres  |
|        | Parcel 4. (Now 323-660-All) |   | 8.70 acres  |
| Total: |                             |   | 29.42 acres |

## Item 5.3

- Tentative Subdivision Map subdividing Parcel 4 into 54 Senior-Restricted Single-Family lots;
- Site Plan Review for the 176 senior apartment units;
- Site Plan Review and Conditional Use Permit for the 81-unit assisted-living facility.

*April 2005:* Parcel Map 03-06 recorded that subdivided the 30.4 acre Planned Development site into 4 parcels: Parcel 1: 2.101 acres; Parcel 2: 15.546 acres; Parcel 3: 4.044 acres; Parcel 4: 8.704 acres.

*June 13, 2006:* The City Council approved a major amendment to the aforementioned PD 03-01 which involved the following:

- A 53-lot senior-restricted subdivision (required a qualified resident be 55 years or older) on Parcel 4 of Parcel Map 03-06, totaling 8.704 acres;
- Two subsequent phases:
  - Phase 2: 19-lot non-age restricted single-family subdivision that was planned for all of APN 323-220-08 and approximately 30,000 sf of APN 323-220-06, replacing the 81-unit assisted living facility;
  - Phase 2b: Eighty-four (84) unit non-age restricted townhome development with four units were to be built also on APN 323-220-06, with the remaining eighty (80) units on APN323-220-13, replacing the 176-unit senior apartment units.

Total Units: 156 (Phases 1, 2 and 2b)

*August 8, 2006:* City Council approved Phase 1 of PD 03-01, the Final Map for Ridge at Orchard Hill Subdivision Unit 1, the 53-lot senior-restricted subdivision (Resolution No. 7418).

*July 2009:* City approved Lot Line Adjustment (TPM 09-04), adjusting the parcel boundaries of APN 323-660-01 located within the 53-lot subdivision, and 323-220-07, a component of Phase 2b development that was Parcel 2 of Parcel Map 03-06. After adjustment, APN 323-220-07 was renumbered as APN 323-220-13.

*December 2009:* The City Council removed the senior age restriction on Phase 1 of PD 03-01, the 53-lot, Ridge at Orchard Hill Subdivision Unit 1.

*June 2013:* The City Council approved a major amendment to the PD 03-01 within Phase 1 the Ridge at Orchard Hill Subdivision Unit 1, allowing the option to construct either a single-car garage or two-car garage on residential parcels with the construction of a single-family home.

*September 2016:* Sixteen (16) Single-family residential homes have been constructed, eight (8) homes are currently under construction, and four (4) homes are undergoing plan check within Phase 1, the 53-lot subdivision.

Phase 2a and 2b have not been developed as planned under PD 03-01. The parcels on which Phase 2a and 2b reside, APN 323-220-06, 323-220-08 and 323-220-13, totaling 20.72 acres and

a subject of this request, are owned by Suncrest Community Bank who have marketed them for sale.

**ENVIRONMENTAL ANALYSIS OF HO OVERLAY LAND USE AND ZONING MAP AMENDMENT, AND AMENDMENT TO THE OFFICIAL DEVELOPMENT PLAN FOR THE RIDGE AT ORCHARD HILL PLANNED DEVELOPMENT**

In December 2003 the Placerville City County adopted the Negative Declaration for the 30 acre The Ridge at Orchard Hill Planned Development project. The Negative Declaration analyzed the potential impacts that could result from the residential development proposed under the Planned Development project. As mentioned above, the project involved amending the land use designation from Medium-Density Residential to High-Density Residential; amending the Zoning Map from R1-6,000 Single-Family Residential to R-3 Multi-Family Residential; subdividing the 30 acre site into four (4) parcels: Parcel 1: 323-220-06 - 2.10 acres; Parcel 2: 323-220-13 - 14.58 acres; Parcel 3. 323-220-08 - 4.04 acres, and Parcel 4: (Now 323-660-All) - 8.70 acres; Tentative Subdivision Map subdividing Parcel 4 into 54 Senior-Restricted Single-Family lots; Site Plan Review for 176 senior apartment units to be built on Parcel 2; Site Plan Review and Conditional Use Permit for an 81-unit assisted-living facility to be built on Parcel 3.

**Description/Surrounding Land Uses:** Site 1, approximately 6.1 acres, consists of two parcels located within the approximately thirty acre The Ridge at Orchard Hill Planned Development (The Ridge) site. The site is vacant and was graded during the mid-2000s for the residential Planned Development project. Access is by Mallard Lane that is adjacent and northerly of the two parcels, with Macintosh Drive serving access to APN 323-220-08. A dirt and gravel road separates the two parcels. This road alignment is part of the circulation plan for Phase 2 and 2b of the Planned Development. The dirt road accesses Mallard Lane and is part of the approximately 14.58 acre parcel that is southwest and adjacent to Site 1.

Vegetation on this site consisted of grasses, oak and pine trees, various shrub species and blackberry fruit. A drainage swale is present on the site's northeasterly frontage with Mallard Lane. This site is surrounded on all sides by single residential development. Multi-family residential uses exist within 1,000 feet of the site, off Mallard Lane.




**Infrastructure:** Site 1 has direct frontage along Mallard Lane and Macintosh Drive. Public water (El Dorado Irrigation District) is provided to the site by an existing 8" water line within Mallard Lane and Macintosh Drive. City public sewer is available to the site by existing sewer infrastructure also within Mallard Lane and Macintosh Drive.

**Services:** Site 1 is served by the City Police Department for police services and the El Dorado County Fire District for fire protection and safety services. Site 1 is along an El Dorado Transit route. It is also within walking distance (approximately ½ mile) to the Placerville Drive commercial corridor and employment sources (County government, public library, groceries, sundries, banking, retail and retail services, movie theater and the Boys & Girls Club), and the Armory Drive Park & Ride Commuter Bus station.

Figure 1. Site 1: APN 323-220-06 (2.10 acres) and 323-220-08 (4.04 acres)

Building Footprint Map:



-  Parcels
-  Development Footprint
-  Environmentally Sensitive Areas



**Land Use/Density:** The existing General Plan Land Use designation/zoning for Site 1 is High Density Residential (HD)/R3-PD. At 6.1-acres, the R3 zoning would allow a maximum of 73-units on the site. However, the current Planned Development for the site has Site 1 developed at 23-units, including 19 single-family residential detached units and 4-townhome units. The proposed General Plan Designation/zoning for Site 1 is High Density Residential – Housing Opportunity Overlay (HD-HO)/R3-PD-HO. Through the environmental review process, it has been determined that the site has a developable footprint of 3.0-acres which at the maximum density of 24-units per acre would result in a realistic capacity of 72-units; an increase of 49-units above what would currently be allowed and will likely be one to two story apartments or condominiums.

These two parcels, along with an adjoining parcel, APN 323-220-13, are owned by Suncrest Community Bank. The original developer of the site, Stamas Corporation, has no known financial interest in the Planned Development properties. Suncrest Community Bank is actively marketing their holdings for sale.

**Parking:** The number of required parking spaces associated with the future multi-family development of the site would vary dependent upon the number of residential units actually provided. City Parking Regulations require that multi-family residential developments provide a minimum of one and one-half spaces per residential unit. Based on the 72-unit realistic capacity of the site, 108 spaces would be required. There is adequate area on Site 1 for required parking.

**Traffic Generation:**

| Project Trip Generation Rates                |      |            |              |       |         |              |       |         |
|--|------|------------|--------------|-------|---------|--------------|-------|---------|
| Land Use                                     | Unit | Daily Rate | AM Peak Hour |       |         | PM Peak Hour |       |         |
|  |      |            | % In         | % Out | Total   | % In         | % Out | Total   |
| Single Family-Detached (Unres)               | du   | 9.57/du    | 25%          | 75%   | 1.0/du  | 64%          | 36%   | 1.0/du  |
| Single Family-Detached (Sr.)                 | du   | 6.5/du     | 16%          | 84%   | 0.50/du | 67%          | 33%   | 0.67/du |
| Single Family-Attached, Sr Apts <sup>1</sup> | du   | 3.48/du    | 63%          | 37%   | 0.07/du | 59%          | 41%   | 0.10/du |
| Assisted Living <sup>2</sup>                 | du   | 2.15/du    | 61%          | 39%   | 0.06/du | 56%          | 44%   | 0.17/du |
| Multi-Family Apartments <sup>3</sup>         | du   | 6.59/du    | 20%          | 80%   | 0.47/du | 65%          | 35%   | 0.62/du |
| Townhouse <sup>4</sup>                       | du   | 5.86/du    | 18%          | 82%   | 0.44/du | 65%          | 35%   | 0.54/du |

<sup>1</sup>ITE Trip Generation, 6<sup>th</sup> Edition, 1997, Category 253  
<sup>2</sup>ITE Trip Generation, 6<sup>th</sup> Edition, 1997, Category 252  
<sup>3</sup>ITE Trip Generation, 6<sup>th</sup> Edition, 1997, Category 221  
<sup>4</sup>ITE Trip Generation, 6<sup>th</sup> Edition, 1997, Category 230  
du=dwelling unit Unres=Unrestricted Sr. Restrict= Senior Restricted

| The Ridge At Orchard Hill Planned Development                            |       |          |              |              |           |           |              |           |           |
|--|-------|----------|--------------|--------------|-----------|-----------|--------------|-----------|-----------|
| Project Trip Generation – Traffic Analysis (KD Anderson, April 28, 2003) |       |          |              |              |           |           |              |           |           |
| Land Use   | Units | Quantity | Daily Trips  | AM Peak Hour |           |           | PM Peak Hour |           |           |
|  |       |          |              | In           | Out       | Total     | In           | Out       | Total     |
| Single Family-Detached (Sr. Restrict)                                    | du    | 54       | 351          | 4            | 23        | 27        | 24           | 12        | 36        |
| Single Family-Attached, Sr Apts  | du    | 176      | 612          | 8            | 4         | 12        | 11           | 7         | 18        |
| Assisted Living  | du    | 81       | 174          | 3            | 2         | 5         | 8            | 6         | 14        |
| <b>Total</b>   |       |          | <b>1,137</b> | <b>15</b>    | <b>29</b> | <b>44</b> | <b>43</b>    | <b>25</b> | <b>68</b> |
| du=dwelling unit   |       |          |              |              |           |           |              |           |           |

| <b>Trip Distribution Table</b><br>(Source: KD Anderson April 28, 2003 – for Ridge at Orchard Hill Planned Development) |                   |
|--|-------------------|
| <b>Direction</b>   | <b>Percentage</b> |
| Northwest via Mallard Ln   | 10                |
| Southeast via Placerville Drive  | 60                |
| Northeast via Green Valley Rd  | 10                |
| Southwest via Green Valley Rd  | 10                |
| East via Ray Lawyer Dr   | 10                |
| Total  | 100               |

From the Traffic Study trip distribution, eighty (80%) of traffic from site would travel northeast along Green Valley Rd from Mallard Lane.

**Planned Development (2003) Level of Service**

| <b>Planned Development LOS (Cumulative + Planned Development Project):</b> |                     |            |
|--|---------------------|------------|
| <u>Road Segment</u>  | <u>Daily Volume</u> | <u>LOS</u> |
| Green Valley Rd – NE of Mallard Ln   | 10,950              | D          |
| Green Valley Rd – SW of Mallard Ln   | 6,210               | C          |
| Mallard Ln – NW of Green Valley Rd   | 6,840               | C          |

Source: KD Anderson (April 28, 2003)

| <u>General Plan LOS</u> |
|-------------------------|
| D                       |
| A                       |
| A                       |

Source: General Plan Background Report

**CURRENT PLANNED DEVELOPMENT STATUS AND USES**

In 2006 a Major Amendment to the PD was approved by City Council involving the following:

- Phase 1: 53-lot senior restricted subdivision. Subdivision map was finalized and recorded. Buildout is ongoing;
- Phase 2: 19-lot single-family subdivision that was planned for all of APN 323-220-08 and approximately 30,000 sf of APN 323-220-06, and
- Phase 2b: four (4) units, approximately 17,000 sf of building footprint, of the eighty-four (84) unit townhome development was to be built also on APN 323-220-06. The portion of the 2.101 acre APN 323-220-06 left over equals 44,519 sf, or 1.022 acres. This left over land was to be open space and drainage.

|                           |                      |
|---------------------------|----------------------|
| APN 323-220-06:           | 2.101 ac (91,519 sf) |
| Subtract Phase 2 Portion  | 0.689 ac (30,000 sf) |
| Subtract Phase 2b Portion | 0.390 ac (17,000 sf) |
| Remaining Portion         | 1.022 ac (44,519 sf) |

Tentative subdivision maps have not been filed for Phase 2 and 2b.

**Proposed HO Overlay on Site 1**

- Parcel 1 and Parcel 3 have approximately 3 acres of 6 total acres that are buildable due to site topography at the 24 du maximum density. Therefore the realistic units for the 3 acres are 72 units. Net Density: 72 units / 3 ac = 24 du
- Comparison of The Ridge PD Units, HO Overlay 72-units, plus 53-Lot Existing Subdivision and PD Townhomes on Parcel 2

53-lot existing subdivision  
 72 apartment units (Realistic HO Overlay on Parcel 1 and Parcel 3)  
 80 townhomes (Ridge PD use on Parcel 2)  
**205 units**

255 units (The Ridge PD, w/53-lot existing subdivision)  
-205 units (Scheme B)

**50 fewer units under HO Overlay than original Planned Development**

**HO Overlay plus Townhome plus Single-Family Detached PD Trip Generation**

| <b>HOUSING OPPORTUNITY OVERLAY ZONE ON PARCELS 1 AND 3 PLUS EXISTING 53-LOT SUBDIVISION AND PD TOWNHOME COMPONENT ON PARCEL 2 PROJECT TRIP GENERATION</b> |              |                 |                    | <b>PM Peak Hour</b> |            |              |
|---|--------------|-----------------|--------------------|---------------------|------------|--------------|
| <b>Land Use</b>   | <b>Units</b> | <b>Quantity</b> | <b>Daily Trips</b> | <b>In</b>           | <b>Out</b> | <b>Total</b> |
| Single Family-Detached (Unres) (Parcel 4)   | du           | 53*             | 507                | 24                  | 12         | 36           |
| Multi- Family Apartments (Unres) (Parcels 1, 3)   | du           | 72              | 474                | 27                  | 15         | 42           |
| Townhomes (Parcel 2)  | du           | 80              | 468                | 28                  | 15         | 43           |
| <b>Total</b>  |              | <b>205</b>      | <b>1,449</b>       | <b>79</b>           | <b>42</b>  | <b>121</b>   |
| du=dwelling unit  |              |                 |                    |                     |            |              |

Daily trips for HO Overlay plus townhome plus Single-Family Residential PD would be 312 more (1,449 – 1,137= 312) than under the daily trips of the original Planned Development approval.

PM Peak Hour trips would be increased by 53 (121 - 68= 53).

**Level of Service (LOS) (Cumulative + HO Overlay + Townhome PD + Single-Family Detached):**

|  |                       |                         |
|--|-----------------------|-------------------------|
| Planned Development LOS (Cumulative + HO Overlay): |                       |                         |
| <u>Road Segment</u>                                | <u>Daily Volume</u>   | <u>General Plan LOS</u> |
| Green Valley Rd – NE of Mallard Ln                 | 10,950 + 250 = 11,200 | D                       |
| Green Valley Rd – SW of Mallard Ln                 | 6,210 + 31 = 6,241    | A                       |
| Mallard Ln – NW of Green Valley Rd                 | 6,840 + 31 = 6,871    | A                       |

Proposed HO Overlay on Site 1 would result in 50 fewer units than allowed under the original Planned Development. Daily trips for HO Overlay plus the townhome Planned Development component would be 312 more (1,449 – 1,137= 312) than under the daily trips of the original Planned Development approval. However, the level of service along Green Valley Road and Mallard Lane would not change as a result of the increased trips.

**ENVIRONMENTAL RESOURCES:** Site 1 is undeveloped. The site was graded during the mid-2000s, with nearly all trees and vegetation removed to prepare the site for Planned Development construction activities. Over the course of ten years the site has been large unattended resulting in the growth of “volunteer” trees, shrubs along the southeastern periphery, as well as interspersed within the site. Native and non-native grasses are the predominate vegetation.

Planned Development grading also created 2:1 engineered slopes along the site’s frontage with Mallard Lane, along the site’s southeasterly property boundary, and the area between both parcels that was designed for secondary access to Mallard Lane. Approximately three acres (3 ac) of the total site area have 2:1 slope, therefore the building footprint and realistic unit capacity is reduced. For detail regarding how potential impacts will be mitigated for the site and environmental resources, please refer to the Mitigation Measures/Development Standards and the Addendum to The Ridge at Orchard Hill Mitigated Negative Declaration.

**MITIGATION MEASURES/DEVELOPMENT REQUIREMENTS:** Existing Mitigation Measures and City approved Conditions of Approval for The Ridge at Orchard Hill Planned Development project shall be required for the development on Site 1 under the HO Overlay.

**STAFF ANALYSIS:** Due to its proximity to existing higher density residential development, a relatively small increase in units from what would be allowed under the approved Planned Development on Site 1 (23 units to 72 units), the availability of public water and sewer, level of service along Mallard Lane and Green Valley Road within the project vicinity would not change, and that existing Mitigation Measures and Planned Development Conditions of Approval the identification of appropriate mitigation measures would reduce anticipated environmental impacts to a less than significant level, staff recommends the City amend the General Plan Land Use Map and Zoning Map by adding the HO Overlay land use designation and zoning to Site 1.

The proposed General Plan Land Use Map Amendment is incorporated into the proposed draft Resolution attached hereto as Exhibit B.

The proposed Zoning Map Amendment is incorporated into the proposed draft Ordinance attached hereto as **Exhibit C**.

**PUBLIC NOTICE:** Public Notice for this request was published in the Mountain Democrat and posted on the City’s website on August 26, 2016. Written notice was mailed to proper owners within five hundred feet Assessor’s Parcels 323-220-06 and 302-220-08 on Thursday, August 25, 2016. As of the preparation of this report, no comment had been received.

**CEQA:** An Addendum to the The Ridge at Orchard Hill Mitigated Negative Declaration (MND) has been prepared that describes the Housing Opportunity Overlay Zone and its application to the project area and vicinity (**Exhibit D**). It evaluates the changes to the project that have occurred since the MND was approved in December 2003 (**Exhibit E**). The Addendum determines that the application of the Housing Opportunity Overlay Zone would not create any

new or significant environmental impacts that were not already evaluated in the MND, and would not increase the severity of any previously identified significant impacts.

**RECOMMENDATION:** The text and map amendments proposed help to partially implement Housing Program 3, one of the Programs identified by Council as high-priority. The General Plan amendments proposed lie within the Land Use Element and the 2013-2021 Housing Element, their enactment will further the Goals and Policies established within the City's Housing Element and bring internal consistency between these General Plan elements.

In light of the above, Staff respectfully requests and the Planning Commission recommends that the City Council take the following action:

- I. Make the following findings for recommending approval of the Addendum to The Ridge at Orchard Hill Planned Development Mitigated Negative Declaration (MND), SCH # 2003092025:
  - A. Addendum to the MND has been completed in compliance with the California Environmental Quality Act (CEQA), and reflects the lead agency's independent judgment and analysis.
  - B. The Addendum provides substantial evidence that the proposal will not result in any new significant environmental impact, a substantial increase in the severity of a previously identified significant impact or any other condition that requires preparation of a subsequent or supplemental MND as described in Sec. 15162 of the CEQA Guidelines.
  - C. The Planning Commission reviewed and considered the Addendum and the MND prior to recommending approval of the proposed amendments.

- II. Make the following Finding regarding General Plan Amendment (GPA) 16-02 and Zone Change (ZC) 16-03:

The proposed General Plan and Zoning Ordinance text amendments identified herein are consistent with the General Plan Housing Element as adopted in February 2014, particularly Program 3, High-Density Development – Unmet Need.

- III. Make the following Findings regarding Zone Change (ZC) 16-03:

The Zoning Ordinance text amendments proposed herein are consistent with and further General Plan Housing Element Goal C, "To Facilitate the Development of Housing Affordable to Lower- and Moderate-Income Households," specifically Policy 3, which states that "the City will review the Zoning Ordinance, permit processes, and development fees to identify and remove potential constraints to the development of a range of housing for all income levels and needs."

IV. Adopt the following:

- A. Recommend that the City Council consider and adopt the Addendum to the Mitigated Negative Declaration approved for The Ridge at Orchard Hill Planned Development project: Planned Development Overlay 03-01, General Plan Amendment 03-01, Zone Change 03-01, Tentative Parcel Map 03-06, Vesting Tentative Subdivision Map 03-02 and Conditional Use Permit 03-02.
- B. Recommend that the City Council adopt a Resolution amending the text of the City of Placerville's General Plan Land Use Element and the 2013-2021 Housing Element that would implement Program 3 of the 2013-2021 Housing Element, otherwise known as GPA 16-02:
  - 1. Establish the Housing Opportunity (HO) Overlay land use designation;
  - 2. Incorporate and reference the HO Overlay land use designation within the Land Use Element and the Housing Element documents as applicable for internal consistency;
  - 3. Amend Appendix E: City of Placerville Potential Low Income Housing Land Inventory and Table 40 to include the HO Overlay land use designation, and to update the inventory to include land with the potential for meeting the City's Regional Housing Need Allocation unmet need for lower income households; and
  - 4. Amend the General Plan Land Use Map by adding the Housing Opportunity Overlay land use designation to the existing High Density Residential land use designation for Assessor's Parcel Numbers 323-220-06 and 323-220-08, comprising approximately 6.1 acres of vacant land located southeast of the intersection of Mallard Lane and Macintosh Drive, Placerville, California.
- C. Recommend that the City Council adopt an Ordinance amending the City of Placerville's Zoning Map that would add the Housing Opportunity (HO) Overlay Zone to the existing R-3-PD (Medium Density Multi-Family Residential Zone-Planned Development) for Assessor's Parcel Numbers 323-220-06 and 323-220-08, comprising approximately 6.1 acres of vacant land located southeast of the intersection of Mallard Lane and Macintosh Drive, Placerville, California; otherwise known as ZC 16-03.
- D. Recommend that the City Council amend the Official Development Plan for The Ridge at Orchard Hill Planned Development (Planned Development Overlay 03-01) project as follows:
  - 1. Authorize the provisions of the Housing Opportunity Overlay Zone to two parcels, A.P.N. 323-220-06 and 323-220-08, and

2. Any future development of multi-family units under the Housing Opportunity Overlay Zone on A.P.N. 323-220-06 and 323-220-08 would be required to comply with the conditions of approval for The Ridge at Orchard Hill Planned Development. Additionally, the design and building elevations would also be required to be substantially consistent with the 2003 approved multi-family unit elevations (The Ridge at Orchard Hill, Building “A” Exterior Elevations, Sheet SA-3.1, dated October 16, 2003).

Prepared By:



Andrew Painter, City Planner

Reviewed By:



Pierre Rivas, Director  
Development Services

**ATTACHMENTS:**

[Exhibit A](#) - 2013-2021 Housing Element Excerpt: Program 3

[Exhibit B](#) - Draft Resolution of the City Council amending the General Plan Land Use/Circulation Diagrams And Standards Document, the 2013-2021 Housing Element and the General Plan Land Use Map

[Exhibit C](#) - Draft Ordinance of the City Council amending the Zoning Map

[Exhibit D](#) - Addendum to the Mitigated Negative Declaration for The Ridge at Orchard Hill Planned Development

[Exhibit E](#) - Mitigated Negative Declaration for The Ridge at Orchard Hill Planned Development

[Exhibit F](#) - The Ridge at Orchard Hill Planned Development Overlay 03-01 – Conditions of Approval