



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

Planning Commission Staff Report

Meeting Date: November 17, 2020

Prepared By: Andrew Painter, City Planner

ITEM 3: 965 THOMPSON WAY – LIBBY - O’ROURKE HOME - SITE PLAN REVIEW (SPR) 20-03:

REQUEST: To consider a Historic District Review (Site Plan Review) request to establish and construct a two story 2,904 square foot single-family residence (SFR), with concurrent construction of an interior accessory dwelling unit (ADU) within the SFR, driveway, a two car attached garage and an uncovered parking space.

AUTHORITY FOR APPLICATION:

Placerville City Code 10-4-10 et. seq. (Historic Buildings in the City);

City Code §10-4-9: Site Plan Review (I) New Buildings in Historical District

PROJECT DATA:

Address: 965 Thompson Way (Figure A)

Assessor’s Parcel No.: 004-011-074

Parcel Area: 6,019 square feet;

General Plan

Designation: High Density Residential (HDR)

Zone Classification: R-3-H (Medium Density Multi-Family Residential – Historic District)

Applicants: Emma Libby; John O’Rourke

Representative: Ted Smith, Ted Smith Design

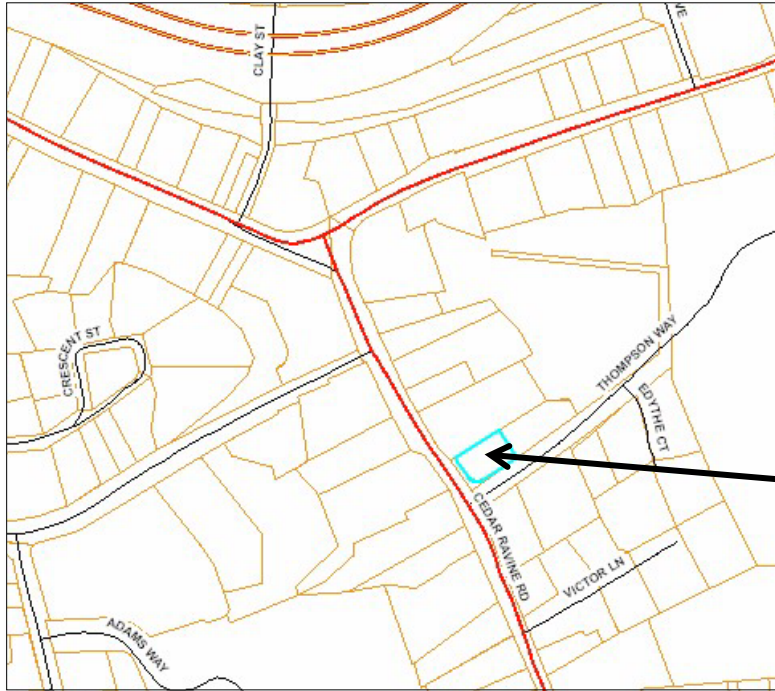
Property Owners: Steve Cockerell and Cindy L Cockerell, trustees of the Western Foothill Mortgage 401K Profit Sharing Plan; Edward B. Marchini and Gabriella J. Marchini; Scott A Dubrul and Julie L. Dubrul; Don E. Lyford and Donna Noble

PROPERTY DESCRIPTION: The subject vacant parcel, APN 004-011-074 (Figure A), is a legal parcel created in 2004 as Parcel B of recorded Parcel Map at Book 48 of Page 110 of Official Records of El Dorado County (Figure B). Parcel has 6,019 square feet of net parcel area. The site is located at the northeast corner of the intersection of Thompson Way and Cedar Ravine Road. The site is vacant. Site slope is generally from east to the west along Cedar Ravine Road. In the project site vicinity is a mix of single-family detached dwellings, multi-family dwellings, a church, the Sierra Elementary School and School District Offices, and professional office uses. The site is located within the Cedar Ravine Residential Historic District. See Figure C.

GENERAL PLAN DESIGNATION: The subject property is located within the High Density Residential General Plan Land Use classification. This land use is intended to provide for multi-

family residential development in areas with urban-level services and facilities and properly located in relation to commercial and other residential areas; to create conditions conducive to a desirable high-density residential environment and protect it from encroachment by unrelated and incompatible uses; to provide for a range of densities to facilitate transitional densities from lower to higher density neighborhoods; and to provide for a range of housing types and densities consistent with the General Plan Housing Element. This General Plan Land Use classification allows a density range of 4.01 to 20.00 dwelling units per acre depending upon implementing zoning designations of R-2, R-3, R-4 and R-5.

Figure A. Vicinity Map



Project Location:
965 Thompson Way, Placerville, CA
CUP20-01 & SPR20-03 – APN 004-011-074

Applicable General Plan Goals and Policies:

Community Design Element

Goal C: To protect and enhance the visual quality and neighborhood integrity of residential areas.

Policy 2: New construction shall be architecturally compatible with the surrounding and/or adjacent neighborhoods. This policy is strictly enforced in designated historic districts.

Goal I. To promote architectural quality throughout Placerville.

Policy I: The City shall ensure that new development will be a positive addition to the City's environment and not distract from the nature and character of appropriate nearby established development because of architectural style, scale, or location.

Figure B. Parcel Map Book 48 Page 110 of El Dorado County Official Records

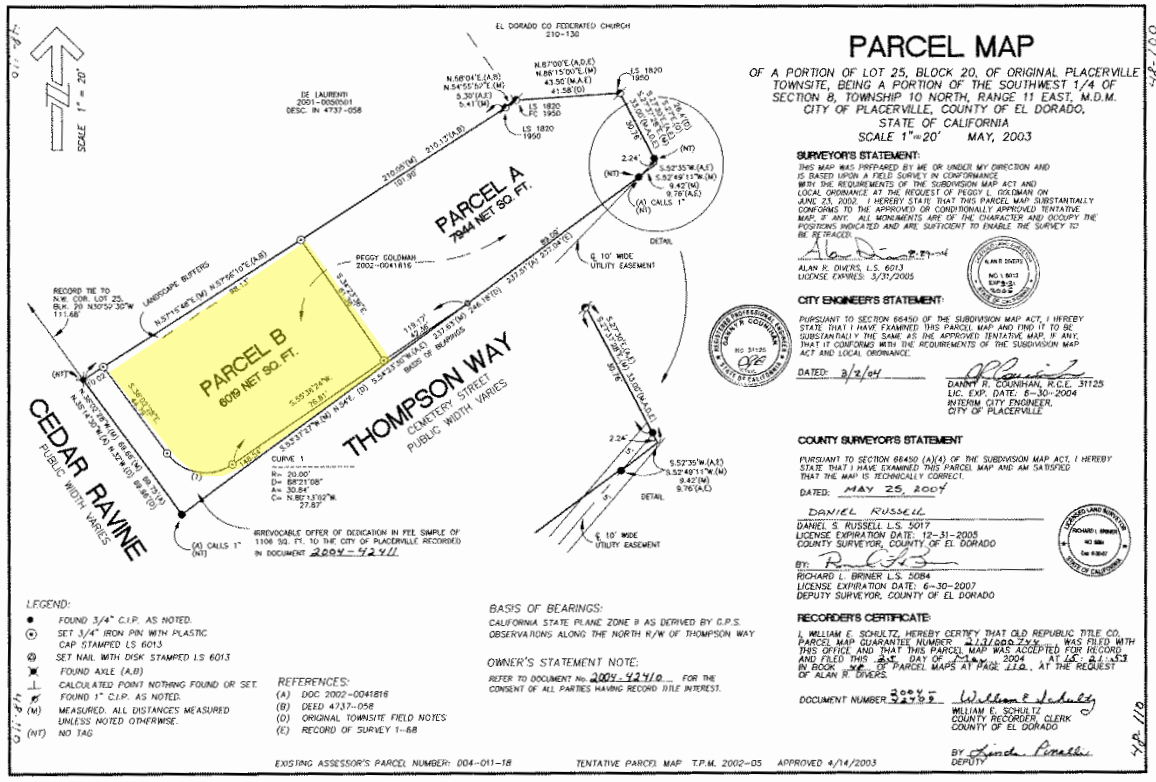
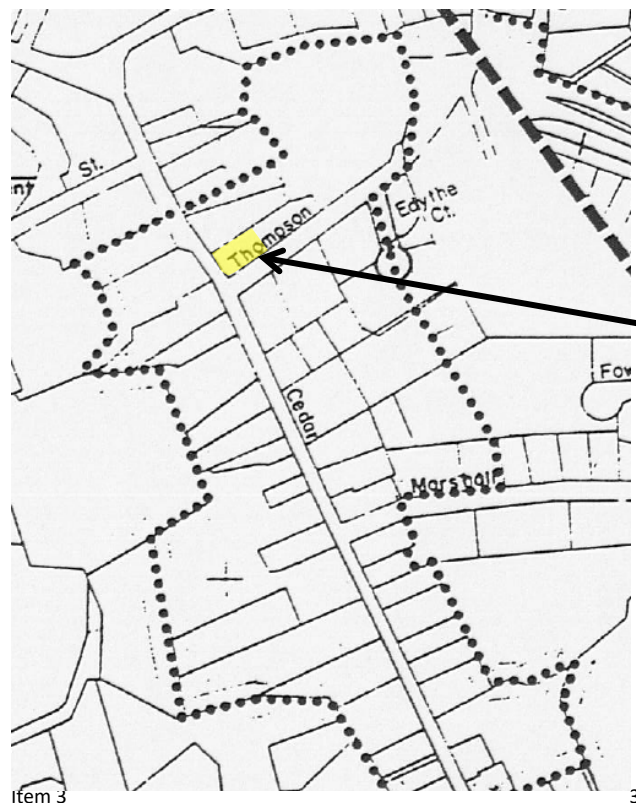


Figure C. Cedar Ravine Residential Historic District



Project Site

Housing Element: The City’s General Plan 2013-2021 Housing Element adopted February 2014 contains the City’s Regional Housing Needs Plan Allocation (RHNA) for the eight- year 5th Cycle Housing Element. A RHNA is a component of State Housing Element Law (Government Code Sections 65583 and 65584) in which each city and county plan for its share of the region’s future housing needs. Although Placerville is not directly responsible for the actual construction of these units, the City is responsible for creating a regulatory environment in which these housing units can be built.

Over the current 2013 -2021 Housing Element planning period, Placerville is responsible for 372 residential units. Table 1 shows the City’s Regional Housing Needs Allocation (RHNA) for the various family income categories along with the units developed to date, and the remaining RHNA status for the planning period.

Table 1. City of Placerville RHNA

Income Category	RHNA 2013-2021	Units Developed To 2019	Remaining RHNA
Very Low	78	0	78
Low	55	0	55
Moderate	69	60	9
Above Moderate	170	144	26
Total	372	204	168

Federal guidelines define five levels of income based on the family median income:

- extremely low (0 – 30 percent of median income);
- very low (31 – 50 percent of median income);
- low (51 – 80 percent of median income);
- moderate (81 – 120 percent of median income), and
- above moderate (over 120 percent of median income).

Placerville median income is \$52,216 (2013-2021 Housing Element).

The requested single-family home is anticipated for the moderate or above moderate income household category. By authorizing the request the Commission would further the City in meeting its housing allocation for the moderate or above income category. Described later in this staff report, the proposed concurrent construction of an ADU with the single-family home would also be anticipated too for a moderate income household category.

Development Guide Guidelines

The City’s Development Guide was adopted by City Council in 1993 to implement the Community Design Element of the General Plan. Its intent is to incorporate the goals and objectives of the General Plan as they relate to community design into the development process.

Section V. Site Specific Improvements

3. *Architectural elements of new construction should demonstrate continuity with existing structures. Height limits are dictated by the city's Zoning Ordinance, however new buildings should be of generally the same proportions as the neighboring structures and should not vary in height more than one story taller or shorter than the surrounding buildings.*
4. *The architectural guidelines set forth in this document with respect to design factors such as scale, proportion, materials and color selection apply to residential development. Additionally, residential construction in areas of high and extreme fire hazard should incorporate measures such as Class A roofs, enclosed decks, vents, eaves, slant roofs, and deflectors.*
6. *New and infill residential projects should carefully consider the neighboring parcels with attention to maintaining visibility and vistas as well as minimizing any negative visual impacts of the proposed development.*
7. *All property owners within three hundred feet (300') of the subject site are to be informed of the proposed development as part of the application process.*
8. *Areas of high and extreme fire hazards shall be the subject of special review, and building and higher intensity uses shall be limited unless the hazards are mitigated to a point which is acceptable to the city's Fire Department.*
9. *All new development in areas of high and extreme fire hazards as illustrated in Figure VIII-3 in the Background Report for the city's General Plan shall be constructed with fire retardant roof coverings.*

Section IV. Architectural Design Guidelines

B. Design Factors

1. Scale and Proportion

- b. *New buildings must be compatible in scale and proportion with surrounding structures. In the Main Street historic area in particular, new buildings should not be more than one story higher or lower than adjacent buildings, and should continue the established pattern of vertical and horizontal proportions of the individual elements of the building facade such as windows and doors.*

4. Colors and Finishes

- b. *Materials and finishes should be compatible with those used in surrounding architecture of historical value. Renovations or rehabilitations of historic buildings that introduce new materials most often destroy the integrity of their historical character, and this approach is discouraged.*

- c. *Acceptable materials and finishes are dictated by each individual project based on history, surroundings and whether the building is new or existing. Use materials that are suited to the area and reflect the quality of Placerville's historic buildings, such as indigenous rock or cobble, brick, appropriately finished exterior plaster, or high quality wood.*
- d. *Some materials are inappropriate for both old and new buildings and are discouraged, such as imitation masonry, corrugated fiberglass, simulated wood siding or reflective glass.*
- e. *Color selections which are subtle and emphasize earth tones are the most compatible with the existing visual character of Placerville. Bolder colors should be used with discretion and should be limited to one or two accent shades at doors, windows, and cornices.*

Staff Analysis: The project design features include building height that is comparable with residential and business professional buildings in the project vicinity and within the Cedar Ravine Road Historic District. Two storied dwelling is similar to and in scale with neighboring professional office structures and residential uses located at 3059 Cedar Ravine Road and 3062 Cedar Ravine Road (See Figure D & E).

Architectural features of the proposed home include a cross-gabled roof design with 6:12 roof pitch. Proposed siding to consist of board and batten siding along both the first and second stories, with shingle siding used as accent beneath the west gable and the south cross gable, and faux vents used beneath other gables. Stone veneer to be used at basement level of home as well as the covered porch. Windows consist of a combination of single-hung and fixed windows with divided three over one light pattern, and casement windows. Proposed composition roof shingles are Class A rated meeting California Building Code requirements. Colors are earth tone, with a proposed gray base and a blue trim color. The proposed development therefore meets relevant design criteria within City Code and the Development Guide.



Figure D. 3062 Cedar Ravine



Figure E. 3059 Cedar Ravine

ZONING ANALYSIS: The subject property is located within the Medium Density Multi-Family Residential Zone – Historic District (R-3-H) (PZC 10-5-10 of the Zoning Ordinance). The R-3 Zone is intended to provide for the development of duplexes, other types of residences, and multi-family dwellings in garden apartments, where utilities, streets, sidewalks, transit, bikeways,

schools, recreation areas and other necessary facilities can feasibly serve a high population density.

Permitted uses within the R-3 Zone are various forms of multi-family residential dwellings, and a single-family dwelling provided the Planning Commission finds that due to site circumstances, such as having limited parcel area, the development of multi-family dwellings is not practicable.

The R-3 Zone allows a maximum density of twelve (12) dwelling units per acre. The project site parcel area is 0.14 acres (6,019 square feet). Under the R-3 maximum density, the subject site with its 0.14 acres of parcel area would be allowed a maximum of 1.74 dwelling units. There is insufficient parcel area for a traditional multi-family duplex of two (2) dwelling units.

The proposed single-family dwelling is consistent with the intent of the R-3 Zone, in that a single-family residence would comprise an “other type” of residence on a parcel with parcel area insufficient and practicable for the development of multi-family dwellings under the R-3 maximum density. It is parcels like the subject property with multi-family residential zone designations and that are physically constrained due to parcel area, that the Zoning Ordinance permits single-family residential uses to be built under when the Planning Commission makes a finding a parcel is not practicable to construct a multi-family residential use. Staff believes the Commission can make this and other findings as provided in this staff report to allow the processing of a single-family dwelling within the R-3 Zone.

Should the Planning Commission not make a “not practicable” finding as suggested then this request would require a conditional use permit from the Planning Commission, in addition to the Historic District Review (Site Plan Review) that is the subject of this staff report. An evaluation and staff report for a conditional use permit would then need to be prepared, analyzed and presented to the Commission and the public at a future meeting.

PZC 10-5-10(D): R-3 Zone General Regulations: Request is consistent with the R-3 Zone Development Regulations of building height, lot coverage and setbacks as follows:

Medium Density Multi-Family Residential (CBD): General Regulations & Use

General Regulations (§10-5-10(D))		Minimum Required	Proposed
Building Setbacks:	Front	20 feet	20 feet (westerly)
	Side	For a lot width of 61 feet, minimum side yard setbacks is 10 percent of width, or 6 feet 1 inch	6 feet (northerly) and 11 feet 2 inches (southerly)
	Rear	15 feet	15 feet

General Regulations (§10-5-10(D))	Maximum Allowed	Proposed
Building Height (average):	40 feet	33.9 feet average height across slope
Lot Coverage:	No more than 60 percent of total lot shall be devoted to main and accessory buildings, parking area, driveway and covered patio area	59.37 percent Building: 2,636.9 sq. ft. Covered Porch: 73 sq. ft. Driveway: 519 sq. ft. Non-Garage <u>Parking Space: 345 sq. ft.</u> Totals: 3,573.9 sq. ft. 3,573.9 ÷ 6,019 sq. ft. lot area = 59.37 percent
Permitted Uses:	Multi-family dwelling units; residential care facilities; ADUs; family day care home; single-room occupancy facilities; attached single-family dwellings	
Conditional Uses:	Professional offices; detached single-family residences, when the Planning Commission finds that due to site circumstances, such as limited parcel area, irregular parcel size, topography, etc., the development of multi-family dwellings is not practicable.	
Proposed Use:	Single-family residence (with concurrent construction of attached ADU, ministerial request, not subject to Planning Commission approval)	
Parking Requirements:	2 spaces required for single-family residence. No parking is required for ADU.	

Accessory Dwelling Unit (ADU): Should the single-family home site plan request be authorized by the Commission, the applicants intend to construct concurrently with the proposed home an attached accessory dwelling unit (ADU) within the footprint of the proposed home. Under state housing law, an ADU must be authorized by a city or county on a parcel containing a single-family home, or when constructed concurrently with the construction of a new single-family home. State law requires cities and counties to process ADU request in a ministerial process, without a discretionary permit. An ADU to a single-family residential dwelling is not considered a multi-family residential use under the Zoning Code. The applicant provides the floor plan showing the ADU portion of the proposed home for context.

In addition, dwelling placement on the site is consistent with the R-3 regulations for building height, setbacks from property lines and lot coverage.

Historic District Review: The request is also subject to the provisions under Section 10-4-10: Historical Buildings in the City. The stated purpose under subsection (A) of this section is to provide conditions and regulations for the protection, enhancement and perpetuation of the old and historical building in historical districts of the City and the perpetuation of historic-type architecture within historic districts, which has special historical and aesthetic interest and value. Furthermore, under subsections (F) and (G) of this Section, all new buildings within a

historical district shall have their exterior architecture visible from the street be approved by the Planning Commission before a building permit is issued. However, the intent under subsection (G) of this Section is not to require new construction to duplicate historic-type construction and/or historical architecture, but that new construction is compatible with historical architecture.

OTHER SITE IMPROVEMENTS: The site would be graded to accommodate the construction of the dwelling, garage and access driveway. Site grading is not subject to Planning Commission review and approval for this single-family residence, as only exterior building elevations visible from the street are subject to Commission review and approval. This request is conditioned if approved to require submission of grading plans for City Engineering to review for compliance with the City's Grading Ordinance and the grading permit process.

ENVIRONMENTAL DETERMINATION: For purposes of environmental review under the California Environmental Quality Act (CEQA), the project meets the qualifications for the following Categorical Exemptions of the CEQA Guidelines:

1. Categorical Exemption Section 15303(a) (Class 3/New Construction) of the CEQA Guidelines. The criteria for a Categorical Exemption under Section 15303(a) are as follows;
 - a) The proposed development consists of one single-family residence, in a residential zone, R-3 (Medium Density Multi-Family Residential Zone).
2. Section 15332 (Class 32/Infill Development) of the CEQA Guidelines. The criteria for a Categorical Exemption under Section 15332 are as follows:
 - a) The project is consistent with the applicable general plan designation and all applicable general plan policies as well as with applicable zoning designation and regulations, in that the single-family dwelling use would comprise an "other type" of residence, a permitted use, on a parcel with parcel area insufficient and practicable for the development of multi-family dwellings under the maximum density of the R-3 Zone and the High Density Residential Land Use classification;
 - b) The proposed development occurs within city limits on a parcel with 0.14 acres, which is less than the five acre maximum, and is substantially surrounded by urban uses;
 - c) The project site has no value as habitat for endangered, rare or threatened species, in that the site is not identified within the General Plan Background Report as containing the presence of, or habitat for endangered, rare or threatened species;
 - d) Approval of the project would not result in any significant effects relating to traffic, noise, air quality, or water quality: in that the new single-family dwelling would generate ten (10) vehicle trips per day, a total not expected to significantly impact traffic along Thompson Way or adjoining Cedar Ravine; in that the project is not expected to exceed the allowable noise levels of the General Plan, or result in air or water quality impacts in

excess of a typical single-family residential development project that would be exempt from environmental review if it were not located within a City Historic District; and,

- e) The site can be adequately served by all required utilities and public services, in that all utilities and services are available to the site.

PUBLIC NOTICE & COMMENT: Public Notice was provided through direct mail to property owners within 500' of the project site, posted on the City's website and published in the Mountain Democrat on November 2, 2020. As of the distribution of this staff report, no public comments were received.

CONCLUSION: Staff believes the request is a good infill development project on a parcel served by existing utilities within Placerville, close to downtown amenities, a local school and Marshall Medical Center. Architectural style, scale and mass are similar to and compatible with those of the immediate vicinity of the site and therefore consistent with City design criteria for new development within a historic district.

RECOMMENDATION(S):

- I. Adopt the staff report as part of the project record.
- II. Find that the project exempt from environmental review pursuant to Section 15303(a) of the CEQA Guidelines, in that the project meets the qualifications for a Categorical Exemption under Section 15303(a)(Class 3/New Construction) of the CEQA Guidelines as follows:
 - a) The proposed development consists of one single-family residence, in a residential zone, R-3 (Medium Density Multi-Family Residential Zone).
- III. Find that the project exempt from environmental review pursuant to Section 15332 of the CEQA Guidelines, in that the project meets the qualifications for a Categorical Exemption under Section 15332 (Class 32/Infill Development) of the CEQA Guidelines as follows:
 - a) The project is consistent with the applicable general plan designation and all applicable general plan policies as well as with applicable zoning designation and regulations, in that the single-family dwelling use would comprise an "other type" of residence, a permitted use, on a parcel with parcel area insufficient and practicable for the development of multi-family dwellings under the maximum density of the R-3 Zone and the High Density Residential Land Use classification;
 - b) The proposed development occurs within city limits on a parcel with 0.14 acres, which is less than the five acre maximum, and is substantially surrounded by urban uses;
 - c) The project site has no value as habitat for endangered, rare or threatened species, in that the site is not identified within the General Plan Background Report as containing the presence of, or habitat for endangered, rare or threatened species;

- d) Approval of the project would not result in any significant effects relating to traffic, noise, air quality, or water quality: in that the new single-family dwelling would generate ten (10) vehicle trips per day, a total not expected to significantly impact traffic along Thompson Way or adjoining Cedar Ravine; in that the project is not expected to exceed the allowable noise levels of the General Plan, or result in air or water quality impacts in excess of a typical single-family residential development project that would be exempt from environmental review if it were not located within a City Historic District; and,
- e) The site can be adequately served by all required utilities and public services, in that all utilities and services are available to the site.

IV. Make the following findings supporting Site Plan Review 20-03:

- a) The project site has a zone designation of R-3 (Zoning Ordinance Section 10-5-10).
- b) The project site is located within the Cedar Ravine Road Historic District.
- c) Zoning Ordinance Section 10-5-10 (B) permits single-family dwelling uses upon the Planning Commission finding that due to site circumstances, such as limited parcel area, irregular parcel size, topography, etc., the development of multi-family dwellings is not practicable.
- d) The maximum density under the R-3 Zone is twelve (12) dwelling units per acre (Section 10-5-10 (D) 1).
- e) The project site has a parcel area as defined under Zoning Ordinance Section 10-1-4, of 0.14 acres.
- f) The 0.14 acre parcel area would limit the maximum number of dwelling units under the R-3 Zone density to 1.74 dwelling units, insufficient in area for the development of multi-family dwellings under the maximum density of the R-3 Zone and the High Density Residential Land Use classification.
- g) The project request, as described and presented in the application documents, and analyzed by staff in its report to the Planning Commission, is consistent with General Plan Community Design Element goals and policies and the Zoning Ordinance relative to architectural design.
- h) The project request furthers the City's implementation of its share of regional housing needs as described in the City of Placerville 2013-2021 Housing Element.
- i) The project request, as described and presented in the application documents, and analyzed by staff in its report to the Planning Commission, is consistent with design guidelines within the Development Guide relative to architectural design that is

compatible with residential and business professional buildings in the project vicinity and within the Cedar Ravine Road Historic District.

V. Approve Site Plan Review 20-03 based on the findings I, II, III and IV, included in the staff report and subject to the conditions of approval as follows:

1. Approval. Approval is based upon the analysis provided in staff's November 17, 2020 report to the Planning Commission, and limited to compliance with the project description, the Applicant Submittal Package set forth below, except were deviated under a separate Condition of Approval, and all other conditions of approval set forth herein:

- Planning Application, including narrative, deemed complete on October 9, 2020;
- Site Plan, Floor Plan and Building Elevations dated September 9, 2020, prepared by Ted Smith, received September 17, 2020

Above provided as Attachment A of staff's November 17, 2020 staff report, and as conditioned or modified below.

2. Project Location. The Project site is located at 965 Thompson Way, Placerville. APN: 004-011-74. SPR 20-03 shall apply only to the project location and cannot be transferred to another parcel.
3. Substantial Conformance. The use shall be implemented in substantial conformance to the Site Plan Review as approved by the Planning Commission.
4. Site Plan Review Expiration. The approval of the site plan review shall expire and become null and void eighteen (18) months after the date of approval unless a building permit has been obtained for any building thereon before the date of expiration. Should the building permit expire for any building thereon, then the site plan review approval shall also simultaneously expire. The Planning Commission may grant a one year extension for the project if the applicant makes such a request and pays a new fee prior to the expiration date. The Planning Commission shall consider any changes to this code or to the project when granting the extension.
5. Other Applicable Requirements. The project approval is subject to all applicable requirements of the Federal, State, City of Placerville and any other affected governmental agencies.
6. Runs with the Land. The terms and conditions of approval of site plan review shall run with the land shall be binding upon and be to the benefit of the heirs, legal representatives, successors, and assignees of the property owner.
7. Revisions. Any proposed change to the Project Description or conditions of approval shall be submitted to the Development Services Department, Planning Division for determination of appropriate procedures.

8. Construction hours. All construction shall be limited to Monday through Saturday only, between the hours of 7:00am to 7:00pm, with no construction permitted on Sundays or City or state recognized holidays.
9. Permits.
 - A. The applicant shall obtain a grading permit for site grading from the City Engineering Department prior to onsite grading, subject to the requirements of the City Engineering Department. Finished grades shall be inspected to the satisfaction of the City Engineering Department before the City issuance of a building permit for the single-family dwelling design.
 - B. The applicant shall obtain a building permit for the Commission approved single-family dwelling design, ADU and retaining wall. Three complete copies of the proposed building projects shall be submitted to the Development Services Department for processing. The dwelling should be designed to meet all the 2019 California Residential Code requirements and the City of Placerville's Building Regulations as applicable. Construction shall not commence until the building permit is issued. Occupancy shall not occur until the final inspection is completed and approved and/or issuance of a Certificate of Occupancy by the Development Services Department.

The decision of the Planning Commission is final unless the project or project conditions are appealed to the City Council within ten calendar days.

Attachment A

Applicant Submittal Package

[Application](#)

[Plan Set](#)