

4. HOUSING CONSTRAINTS

Local policies and regulations can affect the price and availability of housing, both positively and negatively, particularly for low- and moderate-income residents. Land use controls, site improvement requirements, permit and development impact fees, permit processing procedures, and other factors may constrain the maintenance, development, and improvement of housing. This section discusses potential governmental constraints, as well as policies that encourage housing development in Placerville.

State and federal regulations also affect the availability of land for housing and the cost of producing housing. Regulations related to environmental protection, prevailing wages for publicly-assisted construction projects, construction defect liability, building codes, and other factors have significant and often adverse impacts on housing cost and availability. Perhaps one of the greatest constraints to the production of housing affordable to lower-income households is the often shortage of state and federal financial assistance for such housing.

Land Use Designations

The Land Use Element of Placerville's General Plan contains the primary policies that guide residential development. These policies are implemented through several types of ordinances, including the Zoning Ordinance, and the Subdivision Regulation ordinance found therein. Zoning regulations establish the amount and distribution of land uses within the City, while subdivision regulations establish requirements for the division and improvement of land. The Land Use Element identifies six residential specific land use categories:

- Rural Residential (RR),
- Low-Density Residential (LD),
- Medium-Density Residential (MD),
- High-Density Residential (HD),
- Housing Opportunity Overlay (HO), and
- Planned Residential Development/Historic (PDH).

The City has adopted ten residential zoning districts that correspond to the General Plan land use categories, as well as five non-residential zoning districts, a residential overlay zone (Housing Opportunity Overlay Zone), and four mixed-use (commercial and residential) zones. Table 4-1 summarizes the General Plan land use categories and corresponding zoning districts.

Table 4-1: Land Use Categories Permitting Residential Uses

General Plan	Consistent Zoning Designation(s)	Density (du/ac)	Minimum Site/Unit Area	Typical Residential Type(s)
Rural Residential (RR)	RE (Estate Residential); R1-A (Single-Family—Acre)	0.20 to 1.00	5 acres 1 acre	Detached Single-Family Homes; Accessory Dwelling Units
Low-Density Residential (LD)	R1-10 (Single-Family); R1-20 (Single-Family)	1.01 to 4.00	10,000 sq. ft. 20,000 sq. ft.	Detached Single-Family Homes; Accessory Dwelling Units
Medium-Density Residential (MD)	R1-6 (Single-Family)	4.01 to 6.00	6,000 sq. ft. 2,700 sq. ft.	Detached Single-Family Homes; Accessory Dwelling Units
High-Density Residential (HD)	R-2 (Low Density Multi-Family); R-3 (Medium Density Multi-Family); R-4 (High Density Multi-Family); R-5 (Very High Density Multi-Family)	4.01 to 24.00	2,000 sq. ft.	Detached Single-Family Homes; Attached Single-Family Homes; Condominiums; Townhomes; Apartments; Accessory Dwelling Units
Housing Opportunity Overlay (HO)	HO (Housing Opportunity Overlay)	20.00 to 24.00	6,000 sq. ft. 2,700 sq. ft.	Condominiums; Townhomes; Apartments; Attached Single-Family Homes
Planned Residential Development/Historic	PRDH (Planned Residential Development/Historic); OS (Open Space); PF (Public Facilities)	0.20 to 16.00	10,000 sq. ft.	Detached Single-Family Homes; Attached Single-Family Homes; Condominiums; Townhomes; Apartments; Accessory Dwelling Units

General Plan	Consistent Zoning Designation(s)	Density (du/ac)	Minimum Site/Unit Area	Typical Residential Type(s)
Business and Professional (BP)	BP (Business-Professional Zone)	None specified	6,000 sq. ft.	Residential uses when above or below the ground floor.
Central Business District (CBD)	CBD (Central Business District)	None specified	None	Residential uses when above or below the ground floor.
Commercial (C)	C (Commercial)	None specified	6,000 sq. ft.	Residential uses when above or below the ground floor.
Convenience Commercial (CC)	CC (Convenience Commercial)	None specified	5,000 sq. ft.	Residential uses above or below ground floor.
Highway Commercial (HWC)	HWC (Highway Commercial Zone)	None specified	6,000 sq. ft.	Residential uses when above or below ground floor.

Zoning Standards

The type, location, density, and scale of residential development are primarily regulated by the Placerville Zoning Ordinance (Municipal Code, Title 10), which is written to implement the policies of the General Plan. Zoning regulations are designed to protect and promote the health, safety, and general welfare of residents, as well as ensure the orderly development of the City.

The Zoning Ordinance along with other City regulations that address City administration, law enforcement, construction, health and sanitation, business, and public ways and property are codified as Placerville City Code. The City Code can be viewed at City Hall, or via internet-link from the City website (www.cityofplacerville.org).

Placerville's ten residential zone districts:

- RE (Estate Residential)
- R-1A (Single-Family Acre Residential, minimum lot size of one acre)
- R-1, 20,000 (Single-Family Residential, minimum lot size of 20,000 square feet)
- R-1, 10,000 (Single-Family Residential, minimum lot size of 10,000 square feet)
- R-1, 6,000 (Single-Family Residential, minimum lot size of 6,000 square feet)
- R-2 (Low Density Multi-Family Residential, attached single-family, two- and three-family units)
- R-3 (Medium Density Multi-Family Residential)
- R-4 (High Density Multi-Family Residential)
- R-5 (Very High Density Multi-Family Residential)
- HO (Housing Opportunity Overlay)

The City also permits residential uses by right in the following commercial zones, above or below the ground floor of non-residential uses:

- BP (Business Professional)
- CBD (Central Business District)
- C (Commercial)
- CC (Convenience Commercial)
- HWC (Highway Commercial (HWC))

Tables 4-2 and 4-3 summarize the relevant residential standards under the criteria of Placerville's Zoning Ordinance. Table 4-4 lists the types of permitted housing and permit process. The City offers no additional incentives for residential development in these zones other than the increased densities and planned development opportunities specified in the Zoning Code. The City could provide additional incentives for the development of housing in commercial zones. See for further details Housing Programs: C-1. Density Bonus; C-2. Accessory Dwelling Units (ADUs); C-3. Prototype ADU Plans, and C-5. Permit and Development Impact Fees.

Table 4-2: Residential Development Regulations: Residential Districts

Zoning Standards	Residential Zoning Districts									
	RE	R1-A	R1-20	R1-10	R1- 6	R-2	R-3	R-4	R-5	HO
Max. Density (du/ac)	0.20	1	2.18	4.36	7.26	8	12	16	24	24
Min. Density (du/ac)	none	none	none	none	none	none	none	none	20	20
Min. Lot Size (sq. ft.)	5 acres	1 acre	20,000	10,000	6,000	6,000	6,000	6,000	6,000	6,000
Minimum Lot Area/DU (sq. ft.)	5 acres	1 acre	20,000	10,000	6,000	2,000	2,000	2,000	2,000	2,000
Min. Lot Width (ft.)	150	100	100	75	60	60/20	60/20	60/20	60/20	60/20
Front Yard (ft.)	50	30	20	20	20	20	20	20	20	20
Side Yard (ft.)	20	10% or 10 ft, whichever is less	10% or 10 ft, whichever is less	10% or 10 ft, whichever is less	10% or 10 ft, whichever is less	10% or 10 ft, whichever is less	10% or 10 ft, whichever is less	10% or 10 ft, whichever is less	10% or 10 ft, whichever is less	10% or 10 ft, whichever is less
Rear Yard (ft.)	30	30	30	20	20	15/0	15/0	15/0	15/0	15/0
Max. Building Coverage (%)	20	35	35	35	35	na	na	na	na	na
Max. Parcel Coverage* (%)	na	na	na	na	na	60	60	60	60	60
Max. Bldg. Height (ft.)	35	35	35	35	35	40	40	40	40	40
Parking (spaces/unit)	2	2	2	2	2	1.5	1.5	1.5	1.5	1.5
Parking (space/ADU)	0	0	0	0	0	0	0	0	0	0

*Parcel Coverage within the Multi-Family Residential Zones includes areas of main and accessory buildings, parking, driveways and covered patios.

Table 4-3: Residential Development Regulations: Commercial Districts

Zoning Standards	Commercial Zoning Districts				
	CBD	CC	BP	HWC	C
Max. Density (du/ac)	None	None	None	None	None
Min. Lot Size (sq. ft.)	None	10,000	6,000	6,000	6,000
Min. Lot Width (ft.)	None	100	60	60	60
Min. Front Yard (ft.)	None	*	10	None	4
Min. Side Yard (ft.)	None	*	10	None	5
Min. Rear Yard (ft.)	None	*	5/25 (if next to res)	None	5
Building Coverage (%)	100%	25%	60%	60%	60%
Max. Bldg. Height (ft.)	40	30	40	40	40
Parking (spaces/unit)	1.5	1.5	1.5	1.5	1.5

* CC Zone Minimum Yards: Along an arterial street: 25 ft.; along collector street: 20 ft.; along sub-collector street: 15 ft.; adjacent to another zone: same setback as required along the property line of the adjacent zone.

Table 4-4: Housing Types Permitted by Zone

	Residential Zones										Commercial Zones				
	RE	R1-A	R1-20	R1-10	R1-6	R-2	R-3	R-4	R-5	HO	CBD	CC	BP	HWC	C
Detached Single-Family	P	P	P	P	P	U	U	U	X	X	X	X	X	X	X
Attached Single-Family	X	X	X	X	X	P	P	P	P	P	X	X	X	X	X
Multi-Family/Apt.	X	X	X	X	X	P	P	P	P	P	P	P	P	P	P
Condominiums	X	X	X	X	X	P	P	P	P	P	P	P	P	P	P
Accessory Dwelling Units	P	P	P	P	P	P	P	P	P	X	X	X	X	X	X

	Residential Zones										Commercial Zones				
	RE	R1-A	R1-20	R1-10	R1-6	R-2	R-3	R-4	R-5	HO	CBD	CC	BP	HWC	C
Mobile Home within a Mobile Home Park, or as a Hardship per Section 10-4-6(E)	U	U	U	U	U	U	U	U	U	X	X	X	X	X	X
Manufactured Home on Permanent Foundation	P	P	P	P	P	P	P	P	P	X	X	X	X	X	X
Rooming/Boarding House	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Small Fam. Day Care (6 or fewer children)	P	P	P	P	P	P	P	P	P	X	U	U	U	U	U
Medium Fam. Day Care (7 – 12 children)	U	U	U	U	U	U	U	U	U	P	U	U	U	U	U
Large Fam. Day Care (12 or more children)	U	U	U	U	U	U	U	U	P	U	U	U	U	U	U
Community Care (6 or fewer persons), including transitional and supportive housing	P	P	P	P	P	P	P	P	P	U	U	U	U	U	U
Community Care (7+ persons) , including transitional and supportive housing	U	U	U	U	U	U	U	U	U	U	U	U	U	U	U
Homeless/Emergency Shelter	U	U	U	U	U	U	U	U	U	U	U	U	U	P	U
Domestic Violence Shelter	P	P	P	U	U	U	U	U	U	U	U	U	U	U	U
Single-Room Occupancy Units	X	X	X	X	X	P	P	P	P	X	U	X	X	X	U
Employee housing, small	P	P	P	P	P	P	P	P	X	X	X	X	X	X	X
Employee housing, large	P	X	X	X	X	X	X	X	X	X	X	X	X	X	X

Note: P = Permitted U = Permitted with a use permit X = Not permitted

Source: Placerville Zoning Ordinance (Municipal Code, Title 10)

Residential Development Standards

Residential Density

Placerville is a small city that had not experienced significant housing development during the 8 years of the 2013-2021 5th Cycle Housing Element. No single-family subdivisions or multifamily housing development projects were processed during this period, therefore no requests to develop housing at densities below those anticipated in the General Plan or Zoning Ordinance.

Permitted residential densities range from one dwelling unit per five acres in the RE Zone to 24 dwelling units per acre (du/ac) in the R-5 and HO zones. There is no upper limit on residential densities in mixed-use projects in commercial zones.

Typical single-family residential lots vary in size from approximately 6,000 square feet to 217,800 square feet (5 acres) and support 1 to 2 dwelling units each. The RE through R1-10 zoning districts allow for the development of areas that are served with limited municipal utilities. Due to the topographical challenges throughout Placerville, these zoning districts are focused on residential development in outlying underdeveloped areas of the City and areas having topographic limitations. These zones are also intended to maintain the natural appearance of outlying areas and sloped sites by avoiding a concentration of population that would result in an increased demand for urban services. The R1-6 Zone allows for the development of medium-density, single-family land uses in areas that are, or can be feasibly served by utilities, schools, and other urban services and that have fewer slope constraints.

The three most recent single-family subdivisions granted are described below. Due to site slope characteristics, all three utilized the City's planned development process to allow for flexibility in the design approach.

- The Ridge at Orchard Hill Subdivision – Unit 1 (*August 2006*); (6 units/acre – constructed): 53 lots on 8.7 acres zoned R-3-PD. The developer did not request a density bonus for this project; project developed under planned development.
- Cottonwood Park Tentative Subdivision Map - Phases 4 and 6 (*October 2010*): (1.72 units / acre – not yet constructed): 39 lots on ± 22.2 acres zoned R1-6-PD. The developer did not request a density bonus for this project; project developed under the multi-phased Cottonwood Park planned development. Progress towards completion of the tentative map for Phases 4 and 6 is on-going.
- Placerville Heritage Homes Tentative Subdivision Map (*June 2008*): (5.51 units/acre – not yet constructed): 20 lots on 5.51 acres zoned R-3-PD, a small site with physical constraints. The developer did not request a density bonus; project developed under planned development.

The City's multi-family residential zoning districts (R-2, R-3 and R-4) establish regulations for the development of multi-family housing in areas with the appropriate level of urban services

available. Table 4 provides the applicable maximum density of the R-2, R-3 and R-4 is 8, 12 and 16 dwelling units per acre respectively, and minimum parcel area of 6,000 square feet for each zone district. These zoning districts alleviate encroachment of unrelated land uses developed on neighboring vacant land upon higher-density residential uses.

State Housing law requires jurisdictions to identify zones that accommodate the housing needs of lower-income households. The law allows jurisdictions to rely upon default densities to demonstrate zoning that encourages lower-income housing development. The maximum density allowed for residential uses currently is 24 dwelling units per acre, within the R-5 and HO zones. This density is consistent with the default density under State Housing law that allows a minimum of 20 units per acre to accommodate the housing needs of lower-income households.

Minimum densities have not been established under the R-2, R-3 or R-4 zone. Also, in the example below, the minimum parcel area of 6,000 square feet permissible within each of these zones curtails the ability to develop a multi-family residential structure under the maximum density within the R-2 and R-3 zones. Within the R-4 zone only a duplex (two units) could be built at maximum density.

Example: The maximum number of multi-family units on a 6,000 square foot (0.138-acres) parcel with an R-2, R-3 or R-4 Zone classification at maximum density would be as follows:

R-2: $0.138\text{-acres} \times 8 \text{ dwelling units per acre maximum density} = 1.1 \text{ dwelling units}$

R-3: $0.138\text{-acres} \times 12 \text{ dwelling units per acre maximum density} = 1.6 \text{ dwelling units}$

R-4: $0.138\text{-acres} \times 16 \text{ dwelling units per acre maximum density} = 2.2 \text{ dwelling units}$

Establishing new minimum density development standards for newly created parcels within the R-2, R-3 and R-4; revising minimum parcel areas within these zones to correspond with enough land area zones to accommodate the construction of a minimum of two units under the R-2 and R-3 zones, and a minimum of three multi-family residential units in an R-4 zone, will assist the City in meeting the intent of these classifications to develop multi-family uses. It would also assist in maximizing units in these classifications closer to those anticipated in the General Plan Land Use Section. To address this constraint, revisions to the City's Zoning Code multi-family residential zone classifications are proposed under Implementation Program A-5(a) to assist in the development of housing at or near densities within the Land Use Section.

Residential developers have an opportunity to construct housing at higher densities in commercial zones as part of mixed-use projects, consistent with the City's Density Bonus provisions and state law. Housing in such projects could be any combination of market-rate and affordable housing.

The densities of five multi-family projects approved or constructed in Placerville since 1995 have ranged from 6.5 to 22 dwelling units per acre. These residential developments are described below. They provide examples of the City's experience with efforts to facilitate the development

of apartment housing at anticipated densities, or exceeding anticipated densities with a density bonus.

- Placer Village Apartments: (12 units/acre—constructed 1996): 76 units of affordable family housing on 6.3 acres zoned R-3.
- Cottonwood Park Apartments: (6.5 units/acre—constructed 1999): 78 units of affordable family housing on 12.05 acres zoned R1-6/PD. The City reduced required parking from 156 to 145 at the developer’s request. The property was originally approved for townhomes at the same density. The developer did not request a density bonus.
- Cottonwood Senior Apartments: (22 units/acre—constructed 2000): 81 units on 3.7 acres zoned R1-6/PD. The City granted a density bonus and reduced the required parking to 0.5 spaces per unit.
- Briw Road Apartments: (8 units/acre—constructed 1999): 8 units on one acre zoned R-3, a small site with physical constraints.

Cardinal Apartments: (8 units/acre—constructed 2003): 8 units on 1.03 acres zoned R-3, a small site with physical constraints.

Development Regulations - Yards (Setbacks), Lot Size, Building and Parcel Coverage and Building Height

Table 4-2 and Table 4-3 provide yard, lot size, building coverage, and height regulations for the various zone classifications within Placerville, which allow residential development.

Yards

Minimum rear yards and maximum building heights in R-2, R-3, R-4 and R-5 multi-family residential zones are slightly less restrictive for residential development, providing a potential for more units on a parcel. Residential land uses developed above or below the ground floor of other land uses in the BP, CBD, C, CC, and HWC Zones are not constrained by yard requirements (Table 4-3). Projects that qualify under the new density bonus provisions of the Zoning Plan (per California Government Code Section 65915(k)) may receive a further reduction in site development standards, such as reduced setbacks or increased building heights, further reducing development costs.

Lot Size

The five single-family residential zones have various requirements for minimum lot size. Lot sizes range from five acres to 6,000 square feet. The City has established large minimum lot sizes for three of the single-family zones due to topographic constraints and the lack of urban facilities and services in some parts of the City. Smaller lots of record that do not meet minimum lot area or width requirements (non-conforming), may be developed if created before the present zoning standards for lot size were adopted by the City. The City has also approved smaller lot sizes through its “planned development” process (see subsection, Flexibility in Development Standards).

The City's multi-family residential zones all have minimum parcel area of 6,000 square feet (lot sizes) that are too small to accommodate more than 1 dwelling unit. Minimum lot sizes for the R-2, R-3, and R-4 zones must be increased to allow at least a duplex or triplex to meet the intent of these classifications, to develop multi-family uses. Implementation Program A-5(a) addresses this constraint, which would have the potential to increase housing within the City across all household income levels.

Building and Parcel Coverage

The Zoning Ordinance defines building coverage as "total of ground floor areas of all buildings, including accessory buildings occupying a parcel, expressed as a percentage of the area of such parcel." The maximum permitted building coverage in single-family zones is 35 percent, except in the RE Zone, which has a 20 percent limit.

Within the R-2, R-3, R-4, and R-5 zones, up to 60 percent of the lot may be occupied by buildings, accessory building area, parking area, driveway and covered patio. The other residential zone classifications (RE, R1-A, R1-20, R1-10 and R1-6) do not constrain parcel area dedicated for parking, driveways or covered patios. The 60 percent lot coverage maximum is a constraint on reaching achievable maximum permitted densities in the City's residential zones, including affordable housing. Apartment construction has not materialized over the last two Housing Element cycles (4th Cycle 2008-2013; 5th Cycle 2013-2021), as no non-senior restricted duplex, triplex or other multi-family affordable residential housing was constructed. It is anticipated that there would be greater opportunity for additional residential units, and a greater variety of housing types at zone densities anticipated under the Land Use Section if minor changes to development standards are made to parcel (site) coverage.

As discussed within the *Density* and the *Lot Size* sections, maximizing densities under the multi-family residential zones has not been achieved. Parcel coverage, or building coverage, is an additional mechanism that if modified over the City's multi-family residential zones would bring the City closer to achieving densities envisioned within the General Plan Land Use Section. Implementation Program A-5(b) addresses this constraint to develop housing at or near densities within the Land Use Section.

Building Height

The City's height limits do not constrain a property owner's ability to achieve maximum densities allowed under the City's General Plan and zoning since the zoning standards allow up to 35 feet, or two stories, in building height in the single-family zones and up to 40 feet in the multi-family zones, R-2, R-3 and R-4, or three stories. Three stories of building height are sufficient, in most cases, to achieve densities permitted under the various residential zoning districts.

In addition the constraints of lot coverage addressed in the Housing Element, another tool to further maximize zone density is by removing a constraint to the development of multi-family residential housing, including low-income housing within the R-5 and HO zones, is through the modification of building height maximum within these zones. Raising the maximum building height from 40 feet to 50 feet under the R-5 or HO zones would assist in reaching the maximum

densities envisioned in the General Plan Land Use section, and would help in maximizing sites that are physically constrained, in which only a portion of a property is developable. Implementation Program A-5(b) addresses this constraint to develop housing at or near densities within the Land Use Section.

Occupancy Standards

The occupancy of residential units is not regulated by the City. Section 10-1-4 of the Zoning Ordinance, Definitions, defines "family" as:

"...one or more persons occupying the premises and living as a single housekeeping unit as distinguished from a group occupying a hotel, club, fraternity, sorority house, lodging house, rooming house, or boarding house. A family shall be deemed to include necessary servants."

Permitted uses in residential zones include detached and attached single-family homes and various multi-family structures. The City's definition of family does not explicitly limit the amount of persons who can live in a dwelling unit and therefore occupancy standards do not constrain the development of housing in Placerville.

Provisions for a Variety of Housing Types

Housing Element law requires jurisdictions to identify adequate sites through appropriate zoning and development standards to encourage the development of various types of housing for all economic segments of the population, including mobile and modular homes, housing for agriculture employees, supportive housing, single-room occupancy units, emergency shelters and transitional housing. The City implements this state law requirement through zoning standards for various types of housing, as discussed below.

Community Care Facilities

The Zoning Ordinance identifies the following four subcategories of Community Care Facilities (CCFs) that are allowed within various zoning classifications throughout the City. Clientele of these facilities may be children, adults, or children and adults, and include persons with developmental, physical, or mental disabilities. Incidental medical care may also be provided at these facilities.

- Residential Service Facility (RSF): A residential facility (e.g. transitional and supportive housing) other than a residential care facility where the operator receives compensation for the provision of personal services, in addition to housing, including, but not limited to, protection, supervision, assistance, guidance, training, therapy or other nonmedical care.

RSF as transitional housing are buildings configured as rental housing development, operated under program requirements that call for the termination of assistance within six months and recirculation of the housing unit to another eligible program recipient. Transitional housing provides a stable environment for people who are trying to establish residence in a permanent home. Consistent with the State's Housing Law, transitional housing is permitted as residential in all City zone classifications allowing residential uses

subject to regulations that apply to other residential dwellings in each zone, such as maximum density, minimum setbacks, maximum building height and lot coverage.

RSF as supportive housing contain onsite or offsite services that assist the supportive housing resident in retaining housing, improving his or her health status, and maximizing his or her ability to live independently and, when possible, work in the community.

Consistent with the State's Planning and Zoning Law, a RSF as supportive housing use is permitted as a residential use by right in all City multi-family zone classifications (R-2, R-3, R-4 and R-5), and the all City mixed use zone classifications (BP, CBD, C, CC and HWC). They are subject to the general regulations within the Zoning Ordinance, such as maximum density, minimum setbacks, maximum building height and lot coverage, for other residential dwellings in the same zone.

The Zoning Ordinance specifies further that an RSF serving six or fewer individuals is a permitted use by right within the City multi-family residential zones, provided the RSF is located at a distance of 1,000 feet or more from any other existing CCF, as measured from the exterior outside walls of the structures housing such facilities. Within 1,000 feet or less of an existing CCF, a conditional use permit is required for an RSF serving six or fewer individuals. The separation regulation is a constraint to development of RSF as supportive housing serving six or fewer individuals. It is not consistent with Planning and Zoning Law requiring supportive housing land use be allowed by right in multi-family residential zones. Implementation Program B-2 addresses this constraint through a Zoning Ordinance amendment.

In 2019, Government Code Section 65660 et. seq. was amended to require that local jurisdictions allow "low barrier navigation centers" by right in areas zoned for mixed use and in non-residential zones permitting multifamily residential uses, if they meet the requirements specified in Government Code Section 65662. A "Low Barrier Navigation Center" is a Housing First, low-barrier, service-enriched shelter focused on moving people into permanent housing that provides temporary living facilities while case managers connect individuals experiencing homelessness to income, public benefits, health services, shelter, and housing. "Low Barrier" means best practices to reduce barriers to entry such as allowing pets; storage of possessions; and privacy. The Housing Element includes Implementation Program B-4, devised to update the Zoning Ordinance to allow low barrier navigation centers by right in areas zoned for mixed use - nonresidential zones permitting multifamily uses. These zones would include: C, CDB, BP, and HWC.

During April 2021, the City Council approved Resolution No. 8953 authorizing the El Dorado County Director of Health and Human Services Agency (DHHS) to pursue available grant money to fund eligible Community Development Block Grant Program – Coronavirus Aid, Relief, and Economic Security (CARES) Act 2020 (CDBG-CV), for Rounds 1 (unclaimed funds), 2 and 3 for purposes of acquisition and rehabilitation of real property for housing for residents experiencing homelessness, addressing COVID-19 impacts. Acquired property from

these funds would be used to provide Transitional Supportive Housing (TSH) which would include providing shelter, stabilization, and rehousing support for persons experiencing homelessness in the City and County. This project will assist in reducing the number of unsheltered homeless in encampments both in the County and in the City. Resolution 8953 authorized the DHHS to enter into, execute, and deliver all applications and act on the City's behalf in all matters pertaining to the applications and in implementation of the TSH project. The Notice of Funding Availability (NOFA) provides El Dorado County with pre-determined allocations totaling \$1,829,794 from Rounds 1, 2, and 3; and the City of Placerville being provided pre-determined allocations totaling \$421,363 from Rounds 1, 2, and 3.

- Residential Care Facility (RCF): Any family or group home, or social rehabilitation facility providing care, services or treatment to persons for 24 hours or more living in a community residential setting.

State law requires cities to treat certain state-licensed residential care facilities that provide care, services, and/or treatment serving six or fewer disabled tenants as a single-family residential use. (As such, and consistent with State law, the existing Zoning Ordinance provides that RCF uses that house six (6) or fewer individuals are permitted by right in all single-family zone classifications (RE; R1-A; R-1, 20,000; R-1,10,000 and R-1, 6,000) and multi-family zone classifications (R-2, R-3, R-4 and R-5), subject to the general regulations within the Zoning Ordinance, such as maximum density, minimum setbacks, maximum building height and lot coverage, for other residential dwellings in the same zone. However, the Zoning Ordinance specifies that within the City residential zones RCF serving six or fewer individuals is a permitted use by right provided the RCF is located at a distance of 1,000 feet or more from any other existing CCF, as measured from the exterior outside walls of the structures housing such facilities. Within 1,000 feet or less of an existing CCF, a conditional use permit is required for an RCF serving six or fewer individuals. The conditional use permit regulation is inconsistent with state law, is unenforceable and a constraint to the development of RCF serving six or fewer individuals within the City. Implementation Program B-8A addresses this constraint through a Zoning Ordinance amendment.

RCF serving seven or more individuals is a conditional use within any zone classification within the City. A conditional use process through discretionary findings and public hearing may present a constraint on housing for persons with disabilities. To address this constraint, Implementation Program B-8B will evaluate zone classifications allowing RCF for seven or more persons, establish a ministerial permit process, and ensure RCF for seven or more persons are only subject to those restrictions that apply to other residential uses of the same type in the same zone.

- Day Care Center: Facilities providing non-medical care to persons in need of services, supervision, and assistance for less than 24 hours.

The City's current regulations list small-family daycare homes, which may provide care for up to six children, as a principally permitted use within residential zoning districts. Large-family

daycare homes that may allow 7 to 14 children are conditionally permitted with approval of a discretionary conditional use permit. In some cases the state law allows small-family daycare homes to care for up to eight children. A modification is needed to the City's Zoning Ordinance definition for small-family daycare homes to be consistent with the State's definition. Additionally, recent state law changes under SB 234 requires that large-family daycare homes now be a principally permitted use, similar to small-family daycare homes, and shall not require approval of a discretionary conditional use permit. This state law provision would require modifications to the Zoning Ordinance.

The City's current regulations require that both large-family day-care homes and commercial child day-care centers comply with criteria related to spacing and concentration, traffic control, proximity to other uses, outdoor play areas, and parking. SB 234 prevents jurisdictions from applying additional standards to large-family day-care homes beyond what is required by the underlying zoning district for a residential use or development. The proposed amendments would remove the requirement that these criteria apply to family day-care homes. Implementation Program B-7 addresses this constraint through a Zoning Ordinance amendment.

- Homefinding Agency: Individuals or organizations that provide persons of any age placement into temporary, permanent, or adoptive care.

A homefinding agency, as a subcategory of a CCF, is a conditional use within any City zone classification under the Zoning Ordinance. Components of El Dorado County government operate agencies that perform this type of service. They include County Human Services that perform foster care services, and the Public Housing Authority who operate a rental subsidy assistance program. These County functions within the City do not require a conditional use per the Zoning Ordinance. Ordinance standards do not constrain the development of housing within the City.

During the 2013-2021 5th Cycle planning period the City received one request for a RCF serving seven or more people. This request was denied issuance of a conditional use permit due in part to the existence of an overconcentration of RCF uses serving six or few individuals in the neighborhood of the request. No requests and no inquiries were made to the City for RCF serving six or fewer people located within 1,000 feet of an existing RCF.

Rooming or Boarding Houses

A building containing not more than five rental units providing lodging for three or more people, with or without meals, is defined as rooming or boarding house within the Zoning Ordinance. There are no zoning districts that permit this lodging use. See Single-Room (SRO) Units.

Single-Room Occupancy (SRO) Units

The City revised the Zoning Ordinance in 2014 to define SROs, identify the zones in which they are permitted and establish regulatory standards that encourage and facilitate single-room

occupancy units. An SRO unit is residential living space having a minimum of 150 square feet and a maximum of 400 square feet and is located within a residential Single-Room Occupancy Facility containing six or more such SRO units. An SRO Facility is a permitted use within the R-2, R-3, R-4 and R-5 multi-family residential zone classifications, and a conditional use within the C and CBD commercial zone classifications. They also can serve as transitional housing to provide an entry point into the housing market for formerly homeless people. Ordinance standards and regulations therefore serve to provide and not constrain opportunities to develop SROs.

Mobile Home Parks and Developments

State law (Government Code section 65852.7) requires that mobile home parks and developments, as defined in section 18200 et. seq. of the Health and Safety Code, which include mobile home co-ops, condominiums, and planned unit developments, be permitted on all land planned and zoned for residential use. State law allows the City to require a use permit (conditional use permit) for a mobile home park.

Under Section 18300 of the Health and Safety Code, otherwise known as the Mobilehome Parks Act, local ordinances that impose inspection, lot standards, or infrastructure requirements within a mobilehome park are preempted by the Mobilehome Parks Act. The valid authority for imposing and enforcing these requirements is the California Department of Housing and Community Development, or a local government agency that has assumed jurisdiction to enforce the Mobilehome Parks Act. The City has not assumed jurisdiction to enforce the Mobilehome Parks Act.

However, under the Mobilehome Parks Act certain authority is granted to local governments to regulate physical components of a mobilehome park. This authority includes the power to adopt zoning ordinances to allow or prohibit parks and certain park uses, such as park perimeter walls or enclosures on public street frontage, signs, access, and vehicle parking.

The City's Zoning Ordinance allows mobile home parks as a conditional use to land planned and zoned for residential use consistent with state law. Therefore, the Zoning Ordinance standards do not constrain the development of housing within Placerville.

Manufactured Housing on Permanent Foundations

According to state law (California Government Code Section 65852.3), manufactured homes (including mobile homes) must be allowed on lots zoned for site-built single-family homes under the same development standards as single-family homes. To comply with state law, the Zoning Ordinance allows individual mobile homes on permanent foundations in all residential districts. The Zoning Ordinance standards do not constrain but facilitate the development of housing within Placerville.

A Conditional Use Permit may be granted by the City for the use of a mobile home or manufactured home on an existing single-family lot in the event of a hardship defined by Section 10-4-6 (E) of the Zoning Ordinance. This allows for a mobile home or manufactured home to be used as a residence by a property owner's family member due to health limitations as long as neighboring properties are not significantly impacted. In this instance, the mobile

home must have access to one parking space, have an area between 300 square feet and 1,000 square feet, and have all utility connections in compliance with City Code. The City inspects mobile homes approved for hardship cases on an annual basis. The permit for such a mobile home is subject to termination and removal from the site if the hardship no longer exists. Alternatively, the property owner may apply to establish the hardship mobile or manufactured home as an accessory dwelling unit (ADU) through the City's administrative, ministerial, construction permit process.

Emergency Shelters

An emergency shelter is a facility that provides shelter to families and/or individuals on a short-term basis of six months or less by a homeless person. In 2012, the City Zoning Ordinance was amended (Ordinance No. 1650), pursuant to Senate Bill 2 (2007), designating an emergency shelter as a permitted use within the Highway Commercial Zone (HWC), Zoning Ordinance Section 10-5-17. The HWC Zone was identified as the appropriate zone to allow for emergency shelters because of proximity to services and a sufficient amount of vacant land within the zone. Placerville's HWC Zone encompasses approximately 290 acres, of which 90 acres are vacant, and provides the capacity to meet the estimated emergency shelter needs of 104 persons. Parcel sizes range from .1 acre to more than ten acres. HWC-zoned sites are located along the transportation routes of U.S. Highway 50, Broadway, Placerville Drive and Forni Road that comprise City commercial service corridors. The HWC Zone allows a wide variety of uses compatible with emergency shelters, including retail uses, and highway-oriented uses such as hotels, restaurants and a variety of governmental support uses. In addition, there are no known environmental constraints within the HWC Zone that could render it unsuitable for emergency shelter uses. The HWC Zone does not impose development and management standards for an emergency shelter permitted use that would constrain their development within the City. Emergency shelters would be subject to the general regulations within the HWC Zone, such as maximum density, minimum setbacks, maximum building height and lot coverage, applicable to other residential dwellings and uses in the same zone.

Domestic abuse shelters, a type of emergency housing, are recognized as an allowable use in RE, R1-A, R1-20 and C zoning districts. In addition to the allowance of domestic abuse shelters, Section 10-3-4 of the Zoning Ordinance establishes a list of land uses that are allowed within any zoning district following the acquisition of a conditional use permit. The list includes "institutions of a philanthropic nature or non-profit charitable organizations." In general, residential uses such as emergency shelters are provided through such organizations.

The City has used the flexibility allowed under the philanthropic and charitable provisions made to approve domestic abuse shelters. Two examples of shelters permitted by the City are a domestic violence shelter for women and children, for which the City approved a zoning and General Plan change and waived fees, and a youth shelter operated by New Morning Youth and Family Services, for which the City also waived fees.

Accessory Dwelling Units

An accessory dwelling unit is a separate dwelling unit that provides complete, independent living facilities for 1 or more persons. On October 9, 2019, the Governor signed into law several

bills (Senate Bill No. 13, Assembly Bill No. 68, Assembly Bill No. 587, Assembly Bill No. 670, Assembly Bill No. 671, and Assembly Bill No. 881) amending multiple Government Code sections related to encouraging the production of Accessory Dwelling Units (ADUs) and Junior Accessory Dwelling Units (JADUs). This legislation became effective on January 1, 2020. The City's Zoning Code concerning ADUs no longer applies and is replaced by these Government Code Sections.

The City's current regulations do not address JADUs. State law mandates that local jurisdictions allow JADUs in single-family homes as follows:

- Allowed up to a maximum size of 500 square feet;
- Shall have a separate entrance from the single-family home;
- Shall include an efficiency kitchen, which includes a cooking facility with appliances and a food preparation counter and storage cabinets;
- May, but is not required to, include separate sanitation facilities. If separate sanitation facilities are not provided, the junior accessory dwelling unit shall share sanitation facilities with the single-family home;
- Shall not require any additional parking;
- May be allowed on the same lot as a property with a detached ADU, provided certain provisions are met; and
- Requires recordation of a deed restriction requiring owner occupancy of either the primary unit or the JADU.

The City's existing ADU regulations must be revised to bring them into compliance with state law. Necessary changes would amend the residential and commercial zone classifications where applicable to allow ADUs in all residential or mixed-use districts consistent with these requirements. The City has initiated the process to amend the Zoning Code to address accessory units in accordance with state law with City Council's adoption of Resolution of Intention No. 8813 in December 2019. Implementation Program C-2 has been developed to complete this City initiated process.

To assist in bringing down the cost to encourage the development of ADUs within the City, Implementation Program C-3 will result in developing prototype plans free of charge for ADUs.

Upon implementation of the Housing Program described, anticipated City regulations and prototype plans would not constrain but facilitate the development of housing within Placerville.

Parking Standards

Parking Ratios

Single-family homes must have two off-street parking spaces per dwelling unit. Required off-street parking for multi-family housing is one-and-one-half spaces per dwelling unit. In the past, the actual amount of project parking required by the City has been determined at staff level based on suggested parking requirements from the Institute of Transportation Engineers (ITE) Parking Generation manuals. This manual generally provides a much lower amount of parking

for residential projects, and is the reason that so many reductions have been made in the recent past for residential developments. The City requires one off-street parking space per unit or room in rooming or boarding houses. Institutional uses, such as nursing homes and rest homes, are subject to different parking requirements than residential uses. These facilities must provide one off-street parking space for every three beds, plus one space for every three employees.

The City's process for requesting reasonable accommodations and the planned development process have alleviated potential constraints in meeting parking requirements in the past, as related to the development of special-needs housing for seniors, persons with disabilities, and other special housing types in which one space or fewer per dwelling unit was appropriate. The City has approved reduced parking for senior and affordable multi-family housing in the past.

However, current City regulations regarding parking for Accessory Dwelling Units (ADUs) have not been kept up-to-date with recent changes to state housing law regarding parking and ADUs. New statutes eliminate the parking requirements for an ADU when it is located within ½ mile of a bus stop. In addition, other changes to state housing law now require the City to allow for a Junior Accessory Dwelling Unit (JADU) that involve an interior conversion of a 500 square feet or less area of a single-family dwelling. No parking requirements may be imposed by the City for the creation of a JADU. Implementation Program C-2 addresses this constraint through a Zoning Ordinance amendment regarding ADUs and JADUs.

Location of Parking

Parking must be provided within the same parcel, or on a parcel contiguous to the parcel, that the residential dwelling unit it is meant to serve. The Zoning Ordinance allows parking to be located within side and rear yard setbacks, and within required front yard setbacks, up to three feet away from the street right-of-way.

The City also allows for the payment of an in-lieu fee for parking requirements on a project-by-project basis for the construction of new facilities, expansion of existing facilities, or annexation of an existing facility into a parking district. The Planning Commission determines whether a proposal must comply with the City's parking standards or the applicant may pay an in-lieu fee since sufficient parking exists within a 600-foot radius of the proposed use. Such fees are deposited in the City's Parking Fund for future use in acquiring, improving, or developing parking within the special district. The Zoning Code establishes both credits and exemptions to the fee to allow for potential alterations in land use on a given site. The parking fee is determined by multiplying the cost of a parking space by a factor of one-half (1/2).

Parking Improvement Standards

The City does not require covered parking. Plans for carports and/or garages associated with residential land uses are reviewed by the Planning Commission when the site is located within the City's Residential Historic District, or within the City's multi-family residential zones. Buildings used for parking are required to be compatible with adjacent structures and conform to all applicable building codes. Since the City does not require that parking be covered, the improvement standards do not add significant cost to the development of housing. The

allowance for uncovered parking also provides greater flexibility for the location of parking, further reducing potential constraints and cost.

Historic Buildings in the City

Placerville's heritage as a California "gold rush" town has resulted in the construction and preservation of many historically significant buildings. Placerville's history and the architecture that reflects this history is a fundamental aspect of the City's character, and an important factor in the City's tourist economy.

Section 10-4-10 of the City's Zoning Ordinance establishes a review procedure for buildings within designated residential historical districts in the City, and those deemed historic by City Council, or are listed on the State or Federal registers. The demolition of buildings of special historic or aesthetic value or of historic-type architecture within historical districts is expressly prohibited. The City will issue a permit for the removal of any historic structure only in the event that it has been severely damaged or becomes unsafe (as defined by the Building Code), dilapidated, or in a state of disrepair beyond economically feasible salvage. Issuance of the permit is subject to approval by the Planning Commission. Exterior improvements to buildings constructed or altered within any historical district are required to conform to the Secretary of Interior Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings. Construction plans are subject to approval by the City's Planning Commission.

It is unlikely that the City's residential historic district requirements will impose a constraint to meeting its housing needs. The City's residential historic districts are predominately built out, containing few vacant parcels. The City encourages the preservation and re-use of historic structures and allows modifications to historic buildings to meet health and safety requirements for residential use or re-use, including accessibility improvements. Through its preservation policies, the City believes it has increased the potential for creating housing through the re-use of historic structures.

Allowances for Persons with Disabilities

The Zoning Ordinance allows various accessory uses within setback areas such as unenclosed, uncovered patios, terraces, swimming pools, and stairways, among others. Height restrictions for these types of accessory uses indicate that the structure cannot be higher than three feet from ground level (California Building Code restricts heights to 30 inches or less). The use can extend into the setback for no more than two feet. While the Zoning Ordinance does not specifically list accessory improvements, such as ramps or lifts, for handicapped accessibility, the City's practice has been to consider such improvements as permitted under zoning standards. The City also applies the same level of discretion and flexibility in building code interpretation to permit modifications to existing residential structures to allow for greater accessibility for persons with disabilities (see subsection 6 for more information on building code interpretation and enforcement).

Included in the City's Zoning Ordinance, under City Code 10-3-12: Requests For Reasonable Accommodation, is the process by which persons with disabilities or their representatives can request deviations from the strict application of zoning standards to allow accessory structures,

building modifications, or other features that improve accessibility to housing and supportive services for persons with disabilities. The Development Services Director has the authority to approve requests for reasonable accommodations by finding that due to existing factors, such as special needs created by the disability, the potential benefit that can be accomplished by the requested modification, , and/or physical attributes of the structure and the property, that such factors act as a barrier to a person or persons with disabilities to fair housing opportunities. As part of the process, owners of immediately adjacent properties are made aware of the proposal and are notified in writing prior to the Development Services Director's decision. Any person may make a request for a Director's hearing upon a proposed decision within ten days of the date the notice is mailed. If no request for hearing is received the proposed decision shall become the final Director's decision. A Director's hearing, when applicable, on the request for reasonable accommodation shall consider all reasonable evidence and testimony. An approval or denial of an exception or code interpretation may be appealed to the Planning Commission.

As described above, Placerville provides a wide range of options for the location of alternative housing types, such as Community Care Facilities, that provide residential opportunities for persons with physical, mental, or developmental disabilities. The Community Care Facilities (CCF) subcategory, Residential Care Facility, is a residential use that serves six or fewer persons is a permitted use within all residential zoning districts (RE; R-1A; R-1, 20,000; R-1,10,000; R-1, 6,000), provided the residential care facility is located one thousand feet or more from any other existing CCF facility, including another residential care facility. A residential care facility serving seven or more people is conditionally permitted within any zone, including all of the residential zoning districts, subject to compliance with the City's use permit process.

As a part of the Housing Element Update, the City reviewed the Zoning Ordinance to identify potential constraints to persons with disabilities. The separation requirement of one thousand feet or more is a constraint to the development of residential care facilities within the City serving six or fewer individuals, including those serving the disabled. It is not consistent with state housing law since this land use must be allowed by right in residential zones. Implementation Program B-8A addresses this constraint through a Zoning Ordinance amendment.

The City's CUP process through discretionary findings and public hearing may present a constraint on housing for persons with disabilities. To address this, the housing element includes Program B-8B that will evaluate amending provisions in the Zoning Ordinance for residential zones to permit residential care facilities for seven or more persons, only subject to those restrictions that apply to other residential uses of the same type in the same zone.

In order to ensure that zoning requirements and City policies continue to accommodate persons with disabilities, Placerville will continue to implement state building standards for accessibility and continue to provide reasonable accommodations for persons with disabilities.

Flexibility in Development Standards

Placerville's Zoning Ordinance includes a zoning district, Planned Development Overlay, which allows for development of all land use types and flexibility in development standards permitted in the zone used in conjunction with the Planned Development Overlay.

Planned Development Overlay

Planned Development Overlay (PD or PDO) zoning allows for flexible approaches to new development, the application of creative design principles to site characteristics, and the mixing of land uses. Placerville utilizes PD developments to achieve various principles such as energy efficiency, architectural creativity, use of natural features, site design creativity, flexibility of development standards, and reduction of environmental impacts. PD projects are subject to approval by the City's Planning Commission.

For example, in the R1-10 Zone, the minimum lot size is 10,000 square feet and the maximum density is 4.28 dwelling units per acre. A project within that zoning district can be designed to maintain 4.28 dwelling units per acre by clustering of the same number of dwelling units on smaller lots to preserve open space or to avoid constraints such as steep slopes. The City uses the PD process to encourage affordable housing by allowing the clustering of the same number of dwelling units on unconstrained portions of a site, which not only avoids sensitive areas but also reduces infrastructure costs.

Density Bonus

Per the state's Density Bonus Law, a density bonus is an increase in density over the otherwise maximum allowable residential density under the applicable General Plan designation. The amount of density bonus units an applicant may request can vary. It is determined by the amount of units set aside as affordable and the applicable income category used (low, very low, moderate, or senior). For most projects, up to 35 percent increase in project densities, either individual or combined for any single project, is permissible under state law. For projects that are completely affordable, the Density Bonus Law can allow an 80% increase in project density. The Density Bonus Law is a mandate on the City. A developer who meets the requirements of the law is entitled to receive the density bonus and other benefits as a matter of right.

The City's density bonus provisions in the Zoning Ordinance were adopted in 2013. The City will continue to promote the use of density bonuses by developers. Numerous legislative actions have been passed since 2013 that amended the state density bonus program, including AB 2222, AB 1763, AB 2345, and AB 744. The City's zoning requirements have not been updated to be consistent with these laws. Implementation Program C-1 has been developed to amend the Zoning Code to address and bring the City into compliance with the Density Bonus Law.

Nonconforming Uses

A legal, non-conforming use or structure is one that was established with permits, but is no longer allowed and could not be replaced under the current zoning regulations. Examples include housing as a principal or primary use in the Commercial and Highway Commercial zones. Traditionally, lenders and insurance carriers avoid lending or insuring project

improvements for such non-conforming dwellings. Some dwellings are subject to premature deterioration and demolition due to their legal, non-conforming status.

The Placerville Zoning Ordinance permits the rehabilitation and modification of legal nonconforming residential buildings so that such structures can continue to provide safe housing. Nonconforming residential structures that may be maintained for housing purposes include buildings that were conforming at the time of their construction, existing residences located within non-residential zones, and nonconforming structures that have been designated historically significant by the City Council.

The following modifications to nonconforming uses are allowed:

- Remodeling or rehabilitation of residential structures, if the use is not enlarged;
- Enlargement of residential structures in residential zones if nonconformance is related to noncompliance with the required height, yard, and parking standards provided that new additions comply with all requirements for new structures and off-street parking;
- Addition to or enlargement of multi-family residences within non-residential zones, pursuant to the approval of a conditional use permit;
- Addition to, remodel or enlargement of single-family residential structures in non-residential zones pursuant to full compliance with the remainder of the Zoning Ordinance, and
- Re-establishment of a residential structure in nonconformance because of density through the approval of a conditional use permit.

Variances

The Planning Commission may approve variances from the strict application of zoning regulations. The purpose of a variance is to enable owners to achieve reasonable use of their properties, despite their inability to comply with zoning standards due to unique property conditions such as size, shape, topography, location, or surroundings. Variances are only issued for projects that would normally be allowable within the zoning district and are subject to conditions assuring that the variance does not create special privileges for the subject property.

Other Zoning Issues

Uses Permitted In Any Zone

Section 10-3-4 of the Zoning Ordinance lists 17 categories of land uses that are allowed within any zoning district, subject to the requirements of a conditional use permit. Housing/shelter types of uses included in this list of permitted uses are Community Care Facilities, institutions of a philanthropic nature (under which emergency shelters, and transitional and supportive housing have been permitted by the City), large family day care homes, and residential care facilities. The remaining land uses are non-residential.

Placerville Airport Land Use Compatibility Plan

The ALUCP for Placerville Airport is a long-term planning document that by State law must anticipate a time horizon of at least 20 years. The ALUCP projects long-range airport

configurations and activity levels, and addresses compatibility concerns related to noise, overflight, safety, and airspace protection. The goal of the ALUC is to protect the health and safety of County residents and visitors while supporting the continual success and safety in the operation of local airports.

The El Dorado County Airport Land Use Commission (ALUC) is responsible for maintaining Airport Land Use Compatibility Plans (ALUCPs) for airport facilities located within the County. The ALUCP for the Placerville Airport was adopted by the ALUC in June 2012.

On June 25, 2013, City Council adopted Resolution 8105 that amended the General Plan Policy Document to include the addition of goals and policies to Section I: Land Use, Section III: Transportation and Section VI: Health and Safety of the General Plan that address specifically the ALUCP and existing and future land use compatibility within the airport proximity. Additional amendments involved the adoption by reference of Chapters 2, 3, 4, 6 and 9 of the Placerville ALUCP, which contain land use compatibility policies.

On July 9, 2013, City Council adopted Ordinance 1655 which established the AO, Airport Overlay Zone. The purpose of the AO zone is to establish the procedure for evaluating the compatibility of new development located within the airport's Influence Area with the policies within the ALUCP.

The Placerville ALUCP has the potential to constrain residential development when such development is within the airport's designated safety zone. In such instances, the development of residential land use could be limited in density and intensity to some degree.

Sites identified in the residential sites inventory are not constrained by land use compatibility requirements of the ALUCP. As such, the ALUCP is not considered a significant constraint within the City.

Site Improvement Standards

Site improvements, an important component of new development, include roads, water, sewer, and other infrastructure necessary to serve residential development. Site improvement requirements are regulated by the City's Subdivision Ordinance. The City can mitigate the cost of these improvement requirements by assisting affordable housing developers in obtaining state and federal financing for their projects, providing density bonuses (to spread improvement costs over a larger number of housing units), deferring or reducing fees, or permitting cost-saving alternatives to meeting improvement standards.

Street improvement standards are among the most significant in their effect on housing costs. The cost of providing streets for new residential developments, in turn, is primarily influenced by the required right-of-way width, pavement width, pavement improvement, and landscaping standards. Placerville's street standards identify four types of streets, of varying widths and levels of service:

- Minor arterial streets (80-foot right-of-way): Minor arterials provide service to large traffic volumes and connect neighborhoods within a large development through four-lane configurations.
- Collector streets (56-foot right-of-way): Collector streets have two-lane configurations and provide access through a neighborhood.
- Local roads (50-foot right-of-way with 32-foot paved roadway): Local roads provide direct access to lots that are adjacent to the paved section of road. The pavement width required by the City is the generally accepted minimum necessary to provide for one lane of vehicular traffic in each direction and on-street parking on each side.
- Hillside streets: Since Placerville’s location is in the foothills of the Sierra Nevada, the City’s street improvement standards also include hillside streets, which have a variable right-of-way and width of pavement depending on the specific location.

Table 4-5 summarizes the City’s street improvements standards.

Table 4-5: Placerville Street Standards

Street Type	Required Right-of-Way	Required Pavement Width
Minor Arterial	Variable	80 feet
Collector Streets	56 feet	36 feet
Local Streets	50 feet	32 feet
Hillside Streets	29.5 to 37.5 feet	20 to 28 feet

Source: City of Placerville General Plan Land Use Section

Required street improvements include curbs, gutters, and sidewalks of between four and five feet in width, depending on the zoning district. The minimum sidewalk improvement standard is consistent with accessibility requirements for persons with disabilities and is not excessive in light of the need for ensuring minimum pedestrian access in residential areas. Given the limited area in which hillside streets are typically constructed, sidewalk improvements are not required on hillside streets. When full improvements are not deemed necessary due to site-specific conditions, a developer or applicant can enter into a Street Frontage Improvement Agreement with the City to defer the improvements until a future date when such improvements become necessary.

Development Permit Procedures

Overview

Development review and permit processing are necessary steps to ensure that residential construction proceeds in an orderly manner. Still the time and cost of permit processing and review can be a constraint to housing development if they place an undue burden on the

developer. Most minor land use and permit decisions are made administratively. Larger projects, and some types of the special needs housing, require use permits that involve review and approval by the Planning Commission. Development permit applications, procedures, submittal requirements and fee schedules may be obtained at City Hall, and are provided and maintained on the City website consistent with state law.

The Development Services Department processes, investigates, and reviews development applications. Applications for minor deviations, or slight modifications to Zoning Ordinance requirements, are approved by the Development Services Director. Minor deviations listed in Section 10-3-11 of the Zoning Ordinance include, but are not limited to, the reduction of lot area by not more than 10 percent, modification of height requirement for uncovered patios, and modification of rear or side yard setbacks by not more than 10 percent. Adjacent properties must be notified of the proposed minor deviation prior to approval and the decision can be appealed to the City's Planning Commission.

Placerville's Planning Commission is charged with the responsibility of approving conditional use permits, variances, and site plans. The Planning Commission functions as the Design Review Committee for projects subject to Site Plan Review (Zoning Ordinance Section 10-4-9), which includes the construction of multi-family and duplex developments, mixed use developments involving multi-family residential over commercial, exterior additions exceeding 1,000 square feet on multi-family structures, the demolition or alteration of buildings within the City's historical districts, and the construction of attached single-family dwelling units.

Site Plan Review includes a review of the project's application elevations, materials, site plans, design plans, landscaping plans, and any other information pertinent to the project. Projects are reviewed for consistency and compliance with Placerville's zoning standards, design review Criteria under Zoning Ordinance Section 10-4-9(G), and the City's Development Guide which serves as guidance for implementation of the General Plan's Community Design Section. Recommendations made by the Planning Commission on General Plan amendments, zoning district changes, and subdivision maps are referred to the City Council, which has the final decision-making authority for these legislative actions.

The City conducts a historical district review as part of the Site Plan Review process for development proposals (including exterior alterations to existing buildings) within any of the City's historical districts. The historical district review does not add significant time to the site plan review process. Activities subject to historical district review include building demolition, the construction of new buildings, and the alteration of building exteriors. City historic design guidelines for proposed alterations of existing building exteriors visible from the street within the City designated Residential Historic Districts are the Secretary of Interior Standards for Rehabilitation & Guidelines for Rehabilitating Historic Structures. In view of the fact that the historic district review focuses on building exteriors, it is not likely to significantly affect the re-use of existing building interiors for housing.

In addition, all projects that are subject to Site Plan Review are also required to sign the City's Covenant and Agreement for Landscaping, which establishes guidelines for installation and

maintenance for landscaping and the pertinent parties responsible for these activities. The purpose of the Agreement is to ensure that landscaping is installed and properly maintained according to the approved site plan.

The Zoning Ordinance includes development criteria regarding building mass, building scale, building materials, parking, landscaping, lighting and other standards that were adopted to implement the goals and policies within the City's Land Use and Community Design Elements. The development criteria and standards are applied to all projects, including multi-family, mixed-use and commercial. These standards may affect development costs. They are considered necessary to assure certain quality standards for meeting the City's General Plan design goals and policies.

Project Approval Timeframes

The following discussion highlights the processing times for various permits in the City:

- Single-family homes on individual lots can typically be processed administratively in three weeks. Applicants may utilize the City's electronic plan review process that further streamlines review and allows for simultaneous review of various approval requirements.
- Parcel maps also require administrative approval; City review and approval can be completed in eight to twelve weeks.
- Multi-family development within multi-family residential zones requires design review from the Planning Commission; permits are processed in eight to twelve weeks.
- Mixed-use projects involving ground floor commercial use and second level-and-above multi-family residential use require design review from the Planning Commission; permits are processed in ten to twelve weeks.
- Subdivision maps must be reviewed by both the Planning Commission and City Council, and require eight to 16 weeks for approval; or up to one year for larger projects subject to preparation of an environmental impact report pursuant to CEQA.
- Development requests within a historic district require approval by the Planning Commission. This process requires three to five weeks for approval.
- Conditional Use Permits and Variances require Planning Commission review and are generally processed in four to six weeks.

These processing times are reasonable in that they allow adequate time to research the projects and ensure compliance with applicable regulations. Extensive public hearings, which can delay processing times and constrain development, are not required by the City in most cases. The Planning Commission meets twice per month, which assists in avoiding potential delays in scheduling a hearing.

The timeframes cited above do not include additional time for environmental review if projects are not exempt from CEQA requirements. Small residential projects in Placerville can be approved with a Negative Declaration or Mitigated Negative Declaration, which can add 30 to 60 days to the permit process. Large projects may require an Environmental Impact Report that

can add 90 days to one year to the process, depending on project size and the scope of the environmental issues to be addressed.

City processing and permit procedures do not constitute a development constraint. The City has made several efforts to streamline the approval process and provide flexibility for development standards. This includes the City's electronic plan review process further streamlines review and allows for simultaneous review of various approval requirements.

Design Guidelines

The Residential Site Design Guidelines are intended to provide general guidance for residential development to implement the community design policies of the General Plan. The City's review for compliance with the Guidelines is part of site plan review and does not add significant time to the permit process.

General Plan policies seek to preserve the quality of existing residential neighborhoods, ensure the provision of adequate services, and prevent injury and loss resulting from wildland fires. The following is a summary of the Placerville Design Guidelines:

- **Landscaping/Street Trees:** Residential parcels must be landscaped in all areas that are visible from any pedestrian or vehicular corridor. Street trees should be incorporated into the residential landscapes.
- **Architectural Elements:** Architectural elements should demonstrate continuity with existing structures. New buildings should be of generally the same proportions as neighboring structures and should not vary by more than one story in height from the surrounding buildings.
- **Visual Effects:** Projects should carefully consider the neighboring parcels with attention to maintaining visibility and vistas, and minimize any negative visual effects. The City shall remove obstructions that obscure street signs or prevent house numbers from being clearly visible from the street.
- **Fire Hazards:** All development in areas of high and extreme fire hazards shall be constructed with fire retardant roof coverings, provide for clearance around the structures, and use fire resistant groundcover. The City will continue to enforce the fire code and weed abatement regulations.

The Guideline requirements are general in nature and designed to ensure compatibility with surrounding structures and the safety of the residents.

In recent years, the State of California has also enacted legislation that requires local jurisdictions to streamline project approvals for the purpose of expediting housing development and thus reducing constraints on this development.

- In 2016, California passed AB 2299 and SB 1069 that limited the review of ADU applications to within 120 days of receipt. All review for ADUs must be ministerial; no discretionary review is permitted in connection with an ADU application. Additionally, an environmental review is not required prior to approving individual ADU applications.

- In 2017, California passed SB 35, which required the city to streamline approval for multifamily projects where 50 percent of the units are in dedicated to lower-income families. Projects that choose to take advantage of this must specifically request for SB 35 processing. The city must then determine whether the project is eligible for streamlining within 60 days of the application submittal for projects with 150 units or less, or 90 days for projects with more than 150 units. The city must give final approval within 90 days of application submission for projects with 150 units or less, or 180 days for projects with more than 150 units. SB 35 projects do not require public hearings.
- In 2019, several bills (SB 13, AB 68, AB 587, AB 670, AB 671, and AB 881) were signed into law that amended state law to further encourage and incentivize the construction of accessory dwelling units and junior accessory dwelling units by requiring cities and counties to permit construction of these housing types by-right in any zone that allows residential development. If there is an existing dwelling unit on the property, the city has 60 days from the date of a complete application to approve the ADU/Junior ADU application. Otherwise, the permit is automatically approved.
- Also passed in 2019, SB 330, would prohibit the city from conducting more than five hearings if a proposed housing development project complies with the applicable, objective general plan and zoning standards in effect at the time an application is deemed complete.

The development and adoption of objective design standards that would further this legislation has not yet been developed by the City. Grant money from SB 2, the Planning Grants Program (PGP), is intended for the preparation, adoption, and implementation of plans that streamline housing project approvals and lead to the acceleration of housing production; updates to zoning ordinances, and environmental analyses in compliance with CEQA that eliminate the need for project-specific review. The City has applied for and obtained \$160,000 in 2020 from the PGP, a portion of which would be utilized to obtain consultant services to prepare and develop multi-family residential objective design standards consistent with the ministerial approval requirements under SB 35 Streamlining Provisions. Implementation and completion of the objective design standards is expected during the Planning Period. See Implementation Program A-3.

The City offers an optional, preliminary review process to potential applicants. For a reduced application fee and minimal submittal requirements, applicants will receive detailed information on the standards and processing applicable for their anticipated projects, including comments from the City's Development Services Department (Building and Planning Divisions), City Engineering Department, and when applicable, City Public Works and Police Departments.

Use Permits and Variances

Use permits and variances are subject to the same review process in Placerville. An application, site plan, and required fee are filed with the Development Services Department for initial review.

A public hearing with the Planning Commission is required within 40 days of the application materials being deemed complete. The City is required to notify all property owners within a 300-foot radius of the subject property of the upcoming public hearing by mail. Approval of a use permit or variance can be subject to terms and conditions, noncompliance with which can result in revocation of the permit or variance. Planning Commission's decisions regarding a use permit or variance may be appealed to the City Council.

Process for Requesting Reasonable Accommodations

As discussed above, the City administers a process by which persons with disabilities or their designees can request reasonable accommodations in the application of the zoning law in order to achieve fair access to housing. Requests are approved by the Development Services Director in relation to various factors such as potential benefit of requested modification, potential impacts to surrounding uses, and/or physical attributes of the structure. As part of the process, owners of adjacent properties are notified of the proposal and of the Development Services Director's decision. A decision by the Development Services Director regarding a request for reasonable accommodation can be appealed to the City's Planning Commission.

The overwhelming majority of requests for reasonable accommodations can be approved administratively through the Development Services Director's discretion to interpret the Zoning Ordinance. Few such requests would require variances that trigger review and public hearings before the Planning Commission.

Building Code and Enforcement

The City of Placerville implements Title 24 of the California Code of Regulations, through which California has adopted the California Building Code (CBC) and other model codes (electrical, plumbing, mechanical, etc.), as revised by the California Building Standards Commission. Amendments to the California Fire Code (Part 9 of Title 24 of the California Code of Regulations) were adopted 2019 by the City during the 5th Cycle Housing Element. These amendments were adopted due to local climatic, geological and/or topographical conditions in order to regulate and govern the safeguarding of life and property from fire and explosion hazards arising from the storage, handling and use of hazardous substances, materials and devices, and from conditions hazardous to life or property in the occupancy of buildings and premises in the El Dorado County Fire Protection District. Amendments also provide for the issuance of permits and collection of fees. The Fire Protection District provides fire protection and emergency and non-emergency services for Placerville and the surrounding Placerville area. The City's local amendments to the Building Code are applied to all development projects, and do not constrain housing supply and affordability

The Placerville Building Division and the El Dorado County Fire District are responsible for enforcing both state and City regulations governing maintenance of all buildings and property. Due to the City's minimal staffing levels, code enforcement is primarily complaint-based with the exception of fire hazards which City staff proactively identifies any fire hazard conditions within the City.

Building Code standards and the time required for inspections increase housing production costs and may impact the viability of rehabilitation of older properties that are required to be brought up to current code standards. To mitigate the potential cost impact, the City only requires property owners to comply with current code standards for those portions of a structure that are being modified, for additions and new structures, and for any portion of an existing structure affected by a modification or addition. The City also permits historic structures to comply with standards of the California Historical Building Code. Residential demolition requires approval from the Placerville Building Division under a demolition permit.

Despite these City provisions and requirements, residential demolitions have and do occur within the City. City housing goals are established to preserve housing stock, and to conserve existing affordable housing opportunities. Residential demolition has the potential to constrain housing within the City when the loss of affordable housing is the result. To address this potential constraint, Implementation Program F-5 will amend the Zoning Ordinance to require the discretionary review by the Planning Commission of a demolition permit for full or partial removal of any housing unit from the City's housing stock. Under this program policy, removal of a unit could include the full, physical demolition of a housing unit or any interior wall demolition that would merge two separate living units.

Residential Development and Processing Fees

Many of the areas zoned for higher-density projects currently have on- and off-site improvements such as water and sewer connections, streets, and sidewalks in place, so there are no additional requirements. In areas that are lacking these improvements, the City requires developers to construct improvements and/or pay fees to help defer the costs of providing infrastructure, public facilities, and services. The City collects planning and development fees to cover the costs of processing permits. The City also charges impact fees to recover the cost of providing the necessary public services, infrastructure, and facilities required to serve new residential development and to maintain the health, safety, and quality of life desired by City residents. The City has determined its fee structure does not represent a constraint on overall development that is dissimilar to other jurisdictions in California. Typical permit fees are presented in Tables 4-6 and 4-7. Fee schedules for all residential development project types are accessible from the City website (www.cityofplacerville.org) where they are updated when fees are changed. Consistent with state law, the website also contains all recent fee nexus studies and financial reports regarding fee collection.

Table 4-6: Development Application Fees (May 2021)

Fee Type	Fee Amount
General Plan Amendment	\$2,100
Zone Change	\$2,000
Planned Development Overlay	\$1,800
Conditional Use Permit – Major (requires initial study/negative declaration)	\$1,500
Conditional Use Permit – Minor (categorical / statutory exemption)	\$700
Site Plan Review Projects under \$100,000. Projects \$100,000. - \$400,000. Projects \$400,001. and up	\$500 \$500.00 + .8% of value over \$100,000 \$2,900.00 + .6% of value over \$400,000
Historic District Review	\$400
Variance Major (requires initial study/negative declaration) Minor (categorical / statutory exemption)	\$1,000 \$500
Tentative Maps Tentative Parcel Map – 0-4 lots Tentative Subdivision Map – 5 or greater lots	\$1,500 deposit; time and material billable rate \$3,000 (1 st lot + \$50 per lot to and including 5 th lot + \$30 per lot over 5)
Initial Study/Negative Declaration	\$1,800
Environmental Impact Report	Actual cost plus 15% Administrative Fee
Construction Plan Review (Check) Fee: Up to \$15,999 construction valuation cost \$16,000 to \$100,000 construction valuation cost \$100,001 & up construction valuation cost	\$95 (minimum) 0.6% of construction valuation cost \$600 + (0.3% of construction valuation cost over \$100,000)
Construction Permit Fee: Up to \$7,999 construction valuation cost \$8,000 to \$100,000 construction valuation cost \$100,001 & Up construction valuation cost	\$95 (minimum) 1.2% of construction valuation cost \$1,200 + (0.7% of construction valuation cost over \$100,000)
State of California Strong Motion Implementation Program (S.M.I.P) Fee is based off of construction cost valuation Residential Group Other Groups (Commercial etc.) Minimum	0.013% of construction valuation cost 0.028% of construction valuation cost \$0.50
State of California Building Standards Commission Green Building Standards Fee	Add \$1.00 for every \$25,000 of construction valuation cost, or fraction thereof.

Table 4-7: Impact Fees

Fee Type	Fee per Dwelling Unit¹
Sewer Capital Improvement Charge (CIC)	
Single Family	\$7,350
Multifamily (per unit)	\$5,513
Accessory Dwelling Unit (ADU) [#]	<p><i>Example:</i></p> <p><i>Proposed ADU floor area: 850 sq. ft.</i></p> <p><i>Primary Dwelling Unit floor area: 1,500 sq. ft.</i></p> <p><i>Primary Dwelling Unit Sewer CIC: \$7,350.00 per residence equivalent</i></p> <p><i>Sewer CIC ADU Fee Calculation:</i></p> <p><i>(850 sq. ft. ÷ 1,500 sq. ft.) x \$7,350 = \$4,164.99</i></p>
Water Capital Improvement Charge (CIC)	
Single Family	\$21,046
Multifamily	\$15,785
ADU ¹	<p><i>Example:</i></p> <p><i>Proposed ADU floor area: 850 sq. ft.</i></p> <p><i>Primary Dwelling Unit floor area: 1,500 sq. ft.</i></p> <p><i>Primary Dwelling Unit Water CIC: \$21,046.00 per residence equivalent</i></p> <p><i>Water CIC ADU Fee Calculation:</i></p> <p><i>(850 sq. ft. ÷ 1,500 sq. ft.) x \$21,046 = \$11,926.06</i></p>
Traffic Impact²	
Single Family	\$17,150
Multifamily	\$12,734
Manufactured Home in MH Park	\$11,545
ADU ¹	<p><i>Example: Traffic Impact Fee Calculation</i></p> <p><i>Proposed ADU floor area: 750 sq. ft.</i></p> <p><i>Primary Dwelling Unit floor area: 1,200 sq. ft.</i></p> <p><i>Primary Dwelling Unit Traffic Impact Fee: \$17,150.00 per residence equivalent</i></p> <p><i>ADU Fee Calculation:</i></p> <p><i>(750 sq. ft. ÷ 1,200 sq. ft.) x \$17,150.00 = \$10,718.75</i></p>
Other Residential Type Land Use	\$1,697 per vehicle trip
School District Impact Fee	\$3.90 per square foot for dwelling unit greater than 500 square feet
El Dorado County Fire District Impact Fee³	
Single Family	\$1.03 per square foot
Multifamily	\$1.49 per square foot
Park Development Impact Fee Residential Unit	\$1,320 per residential unit

ADU ¹	<p><i>Example: Park Impact Fee Calculation</i></p> <p><i>Proposed ADU floor area: 750 sq. ft.</i></p> <p><i>Primary Dwelling Unit floor area: 1,200 sq. ft.</i></p> <p><i>Primary Dwelling Unit Park Impact Fee: \$1,320.00 per residence equivalent</i></p> <p><i>ADU Fee Calculation:</i></p> <p><i>(750 sq. ft. ÷ 1,200 sq. ft.) x \$1,320 = \$825.00</i></p>
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Source: City of Placerville 2021

¹Impact fees for any ADU with 750 square feet or more of floor area “shall be charged proportionately in relation to the square footage of the primary dwelling unit.” A junior accessory dwelling unit (JADU), as defined under Government Code, is exempt from impact fees.

²Traffic Impact Mitigation Fee used in the above Table 4-7 went into effect on May 10, 2021.

³Fire District Impact Fee used in the above Table 4-7 reflects changes to go into effect on July 24, 2021

Table 4-8 shows the construction costs, by development type, for single-family and multi-family dwellings.

Table 4-8: Construction Costs—Placerville

Development Type	Single-Family Dwelling 1,500 sq. ft. w/ 420 sq. ft. garage	Four-Plex Multi-Family Dwelling with 800 sq. ft. Units
Sewer	\$7,350	\$22,052
Water	\$21,046	\$42,203
Fire	\$1,978	\$4,768
Traffic	\$17,150	\$50,936
Park	\$1,320	\$5,280
School (\$3.90 per sq. ft.)	\$5,850	\$12,480
SMIP (Seismic)	\$28	\$50
Green Fee (State)	\$9	\$15
<i>Subtotal—Impact Fees</i>	<i>\$54,731</i>	<i>\$137,784</i>
Building Plan Check	\$952	\$1,393
Building Permit Fee	\$2,022	\$3,051
Sewer Application	\$75	\$300
Water Application	\$75	\$300
Document Duplication	\$25	\$25
<i>Subtotal—Permit Fees</i>	<i>\$3,035</i>	<i>\$5,069</i>
Grand Total	\$57,766	\$142,853

Source: Development Services Department, May 2021

Table 4-9 shows that permit and impact fees for apartments and detached single-family homes are comparable to those of nearby jurisdictions.

Table 4-9: Comparison of Fees by Jurisdiction

Development Type	Placerville	El Dorado County (greater Placerville)	City of Auburn (Placer County)¹	City of Grass Valley (Nevada County)
Apartment (4-plex)	\$143,244	\$151,158	\$76,996	\$136,763
Detached Single-Family Home	\$57,816	\$69,739	\$38,878	\$50,149

Source: City of Placerville Development Services Department, May 2021

Programs which Reduce Government Constraints

The constraints on housing in terms of federal, state and local government influences are well-recognized and discussed above. In an effort to assist the development of all housing types for all income levels, including multi-family rental housing, manufactured housing, supportive and transitional housing, housing for the disabled, single-room occupancy units, and emergency shelters the City relies on a number of current programs listed in Section 2. Review of 5th Cycle 2013-2021 Housing Element. The current programs used by the City to assist in the creation of housing by reducing constraints include those listed below. While noting that many City programs indirectly address housing constraint issues, the following are most notable:

- Program 1: Available Land Inventory. The City maintains an updated inventory of vacant residential parcels in the City, and provides an annual report to the City Council and Planning Commission regarding the same. The purpose of the program is to provide accurate information to prospective developers, particularly developers of low- and moderate-income housing.
- Program 2: Infill Development and Sites with Re-Use Potential. Identifies and inventories infill sites where adequate public facilities and services are already in place and where small projects can be integrated with existing neighborhoods. The City encourages their re-use including mixed use and Smart Growth Principles, by providing incentives such as density bonuses, allowing exceptions or alternative approaches to meeting zoning standards, and through the planned development process.

¹ Unlike Placerville and El Dorado County, the City of Auburn employs a partially volunteer Fire Department and does not impose Fire Development/Impact fees.

- Program 4: Single-Room Occupancy (SRO) Units. The City's implementation of this program resulted in amendments to the Zoning Ordinance that:
 - Established development standards and processing regulations for SRO facility uses to ensure that minimal living accommodation standards for dining, sleeping, storage, living, accessory use areas, and management requirements for SRO facilities are provided and maintained;
 - Added SRO facility uses as a by-right (permitted) use within all City multi-family residential zones: R-2, R-3, R-4 and R-5;
 - Added SRO facility uses to the list of conditional uses authorized with a Conditional Use Permit and Site Plan Review within Central Business District (CBD), and Commercial (C) zones. The CBD and C zones are located within the City's Main Street and Placerville Drive corridors, in close proximity to employment, services, retail and transit. The CBD and C zones permit commercial uses, but also include multi-family residential uses located above or below the ground floor.

- Program 6: Employee Housing. The City's implementation of this program resulted in amendments to the Zoning Ordinance to permit and encourage the development of employee housing as a means of addressing the housing for seasonal farmworkers. This was accomplished by authoring within the Ordinance that a residential structure providing accommodation for six or fewer agricultural employees will be designated a single-family residential use and to be allowed by right in any zone that allows single-family residential uses. An additional change revised the Estate Residential (RE) zone to permit employee housing consisting of no more than 36 beds in a group quarters or 12 units or spaces designed for use by a single family or household as an agricultural use.

- Program 8: Transitional and Supportive Housing Zoning Amendments. The City's implementation of this program resulted in amendments to the Zoning Ordinance that amended the Zoning Ordinance allowing for supportive and transitional housing as a permitted use in all zones that permit residential uses, including the City's mixed-use zones.

- Program 9: Accommodate Housing for Persons with Disabilities. The City permits accessory structures, building modifications, and site plans that provide accessibility for persons with disabilities and will continue to implement state building standards for handicapped accessibility. The City promotes its policies and development standards for persons with disabilities through information provided at City Hall, pre-application meetings, a link on the City website detailing the process for requesting reasonable accommodation, and a notice to the Alta Regional Center.

- Program 10: Housing for Developmentally Disabled Persons. To accommodate residents with developmental disabilities the City will assist State and Federal monies, as funding becomes available, in support of housing construction and rehabilitation targeted for persons with disabilities, including developmental disabilities. Placerville will also provide regulatory incentives, such as expedited permit processing and fee waivers and deferrals, to projects targeted for persons with disabilities, including persons with developmental disabilities. The City shall reach out annually to developers of supportive housing to encourage development of projects targeted for special needs groups. Placerville will work with the Alta California Regional Center to implement an outreach program informing families within the City of housing and services available for persons with developmental disabilities. Information will be made available on the City's website.

The City shall also encourage housing developers of new subdivisions to construct units within an overall housing development that are accessible to persons with disabilities and the aging.

- Program 11: Senior Housing. The City identifies funding sources for the development of senior housing, and facilitate senior housing development through the density bonus program (Program 13), identification of suitable development sites (Programs 1–2), through other development incentives such as reduced parking, which can be granted in conjunction with the density bonus provision, and through retrofits of existing residential and non-residential facilities for adaptability to serve the needs of disabled seniors and their guests. The City will promote these potential incentives by providing information to developers at pre-application meetings, notifying non-profit organizations, and providing a link on the City website to its affordable and senior housing policies.
- Program 13: Density Bonus. The City encourages the use of density bonuses and other incentives which can provide high-density and flexible design incentives.
- Program 14: Pursue State and Federal Funding. The City will continue to pursue a variety of state and federal funding courses to assist in the creation of housing across the income spectrum.
- Program 15: Permit and Development Impact Fees. The City annually reviews its development fees to evaluate whether the fees are constraining applications for housing development. The City also routinely defers fees, offers payment/installation plans and reduces fees where appropriate.
- Program 16: Self-Help Housing. The City works with non-profit organizations in the area to develop self-help housing and seek financial assistance in the form of grants, low-interest loans and other incentives for the same.

- Program 12: Zoning Ordinance Revisions. The City will re-evaluate its Zoning Ordinance in an effort to eliminate zoning constraints with particular attention to those relating to mobile home parks and the need to be consistent with HCD guidelines.
- Program 15: Housing Rehabilitation. The City continues to promote the program for low-interest and deferred payment loans for housing rehabilitation.
- Program 18: Statewide Community Infrastructure Program (SCIP). The City is a participant in the SCIP, which allows developers to finance development fees (traffic impact, water and sewer system impacts, etc.) which are normally an up-front cost collected when construction permits are issued. This program is available for all projects, particularly housing projects, to provide housing developers this program to finance impact fees.
- Program 19: Fair Housing. The City promotes equal housing opportunity for all residents by supporting efforts of community groups (such as the Housing Resources Board) that provide counseling, investigatory, legal, or referral services to victims of discrimination through training staff who have contact with the public on how to receive and refer fair housing complaints; posting and distributing fair housing information at City Hall and other community facility locations, and working with local lenders, rental property owners, real estate, and legal service organizations to conduct fair housing training, and identify an annual community event at which fair housing information can be distributed.

The proposed 2021-2029 Housing Element also introduces several new programs specifically designed to address local governmental constraints to housing. and to assist the development of all housing types for all income levels, and housing types. These are summarized below:

- Program A-3: High-Density Development Land Inventory and Objective Design Standards. To increase inventory of sites suitable for high-density residential development by right, the City will utilize grant funding obtained in 2020 to conduct environmental analysis in accordance with the California Environmental Quality Act (CEQA) on three sites targeted for high-density residential development, and develop objective design standards for attached single-family and multi-family dwellings to eliminate the need for the City's discretionary review process required under City Code Section 10-4-9: Site Plan Review for affordable housing development projects.
- Program A-5: Multi-Family Residential Zone Minimum Densities and Development Regulations. To move development regulations of the City's multi-family zone district classifications closer toward densities anticipated and envisioned under the High Density Land Use designation of the General Plan Land Use Section, the City will amend the Zoning Ordinance to establish minimum densities and modify minimum parcel areas for the City's multi-family residential R-2, R-3 and R-4 zone districts to prevent the loss of higher density zoned properties to lower density development, to allow at a minimum a

duplex or triplex depending on the zone district, and to remove constraints to developing multi-family residential housing. The City will also amend the maximum building coverage, parcel coverage and building height development regulations within the R-2, R-3, R-4 and R-5 zones to remove constraints to developing multi-family residential housing.

- Program B-2: Supportive Housing Zoning Amendments. To encourage the development of supportive housing within Placerville, the City will amend the Zoning Ordinance as necessary to ensure compliance with the Supportive Housing Streamlining Act (AB 2162 (2018)). Supportive housing provides for permanent housing and supportive services, such as medical and mental health care, substance abuse treatment, employment services and advocacy for benefits to assist homeless residents into independent living. A supportive housing use is a type of residential service facility (RSF), a subcategory of the term community care facility under City Code. AB 2162 requires that supportive housing, as defined under Government Code Section 65650, shall be a use allowed by right without discretionary review where multifamily and mixed uses are permitted, if the proposed housing development satisfies the requirements under AB 2162.
- Program B-4: Homeless Low Barrier Navigation Center Use. To increase opportunities for development of supportive housing within Placerville, the City will review the Zoning Ordinance and make changes to ensure compliance with AB 101 (Low-Barrier Navigation Centers (2019)) to allow low barrier navigation centers for the homeless, per Government Code Sections 65660 to 65668, as a use allowed by right without discretionary review in areas zoned for mixed use and nonresidential zones permitting multifamily uses. Low-Barrier Navigation Centers provide temporary room and board with limited barriers to entry while case managers work to connect homeless individuals and family to income, public benefits, health services, other shelter and permanent housing.
- Program B-8: Residential Care Facilities. To encourage the development of residential care facility housing within Placerville, the City will amend the Zoning Ordinance to be consistent with state law regarding residential care facilities (RSF) serving six or fewer individuals by removing the conditional use permit and separation proximity requirement of 1,000 feet or less from another RSF; and will evaluate amending the Zoning Ordinance allowing RCF for seven or more persons within City zone classifications, establish a ministerial permit process, and ensure RCF for seven or more persons are only subject to those restrictions that apply to other residential uses of the same type in the same zone.
- Program B-9: Female-Headed, Large Families, Extremely Low-Income Households and Veterans Housing. Assist in the housing needs for female-headed households, large families, extremely low-income households and veterans, the City will engage with housing advocates during the annual May Public Outreach workshop under Program B-1, to encourage housing providers to designate a portion of new affordable housing

developments for these and other special needs populations, and pursue funding sources designated for these groups..

- Program C-2: Accessory Dwelling Units (ADUs). In order to approve as many ADU proposals as are applied for, the City will amend its Zoning Ordinance to comply with all state law pertaining to Accessory Dwelling Units (ADUs) and Junior Accessory Dwelling Units (JADUs). The City will continue to promote ADUs through handouts available at the Development Services Department and Finance permit counters, the City's website, and utilizing an informational insert in property owner utility bills.
- Program C-3: Prototype ADU Plans. In order to bring down the costs and to encourage the construction of ADUs within the City, the City will develop, and offer free of charge, prototype plans for ADUs.

Environmental and Public Service Constraints

Environmental factors and a lack of necessary infrastructure or public services can constrain residential development in a community by increasing costs and reducing the amount of land suitable for housing. This section summarizes and analyzes the most pertinent constraints to housing in Placerville. Future residential development will be faced with challenges regarding supportive public infrastructure extensions and expansions. It is the policy of the City to prioritize provision of water and sewer services to projects that provide for affordable housing to meet the intent of Senate Bill 1087 (October 7, 2005). This policy is C.4 of Goal C of the 2021-2029 Housing Element Update. The City will comply with the provisions of SB 1087/Government Code 65589.7 requiring the submission of the adopted Housing Element to water and sewer providers within the territory of the legislative body by providing a copy to the El Dorado Irrigation District (EID) who provides water services to western and eastern portions of the City.

Water Service

The Placerville Public Works Department provides domestic water to an area of approximately four square miles, including most of the City of Placerville. The Public Works Department receives treated and chlorinated water from El Dorado Irrigation District (EID). This water is obtained from surface sources, the largest of which is Jenkinson Lake (Sly Park Reservoir), located approximately five miles southeast of Pollock Pines. In addition, water can be drawn from the PG&E El Dorado Forebay reservoir, also located near Pollock Pines. Water from both of these sources is treated and chlorinated before flowing by gravity to several communities on the Western Slope, including Placerville. A third water source, Folsom Lake, can serve water needs in the western portion of the EID system.

The City of Placerville has rights to divert as much water as is needed from the EID system. The City water system serves 2,248 residential customers and 508 commercial customers in the Placerville's service area. Per the 2005 Water Master Plan, average daily, maximum and peak hour water demands were calculated for 2005 and estimated for years 2009 and 2015. Table 4-10 lists these water demand figures.

Table 4-10: Water Demand within the City Water Service Area

Year	Average Day Demand (gpm)	Maximum Day Demand (gpm)	Peak Hour Demand (gpm)
2005	1,118	2,090	3,448
2009	1,281	2,409	3,975
2015	1,488	2,805	4,628

Source: City of Placerville 2005 Water Master Plan

All lands in the water service area below 2,000 feet can potentially be served, although some areas have not been developed, and do not yet have water mains. In 1985, the City identified 25,000 feet of water main in need of upgrading, out of 37 miles of total system line length. About 16,000 feet have so far been replaced. This upgrading is within existing, established, residential neighborhoods of the City where build-out is complete nearly complete. Capacity is not seen as a limiting factor in the near future, and the remaining improvements in water mains can be accomplished with moderate cost. The City has sufficient water capacity to accommodate the RHNA. The City purchases water wholesale from the El Dorado Irrigation District (EID). The City is located within EID's Eastern Region. EID is required to prepare an Urban Water Management Plan (UWMP) every five years. The 2020 UWMP (adopted June 28, 2021) concluded that EID's water supply portfolio is capable of meeting the water uses in its service area in normal, single dry, and five consecutive dry years from 2020 through 2045.

In residential areas with municipal water service, minimum fire flow requirements call for the ability to deliver 1,000 gallons per minute for one hour, with a residual pressure of 20 psi. This is currently provided in the City of Placerville with reservoir capacity and with a system of pressure-reducing valves (PRVs) on EID mains, which can open to provide a surge of water on demand. In some portions of the water service area, old and undersized water mains limit the ability of the system to provide adequate fire flow. Although assessments have not been completed of fire flow adequacy, it is expected that recent improvements to water mains will be found to have increased fire flow capabilities to many portions of the service area.

Both residential and commercial customers must pay a monthly charge. With the exception of large commercial users, commercial rates are generally 50 to 100 percent higher than residential rates. Water hookup charges are divided into two parts: an application fee, and Capital Improvement Charges (CICs), otherwise known as impact fees.

Sewer Service

System Treatment Capacity

The City wastewater system consists of one sewage treatment plant and a collection system including three pumping stations. It serves all areas within the City limits and minor selected areas outside of the City boundary. The Hangtown Creek Water Reclamation Facility (HCWRF) has a permitted capacity at average day dry weather flow of 2.3 million gallons per day (mgd) and up to 5.7 mgd during wet weather conditions. Flows as of 2013 were estimated at 1.0 mgd average day dry weather flow. The City expects wastewater flows will increase to more than 1.6 mgd during dry weather in 25 years.

Based upon average 2002 dry weather per capita usage of 118 gallons per capita per day, and the remaining dry weather flow capacity of approximately 1.0 mgd, the WRF can accommodate an additional population of approximately 8,400 persons. Using the current figure of 2.3 persons per dwelling unit, 3,650 equivalent dwelling units of capacity remain. Sewer system capacity is adequate to accommodate the RHNA. The City's population is estimated to reach 11,765 by 2035. The City's Hangtown Creek Wastewater Treatment Plant upgrade was completion in 2009. The improvements were designed to accommodate a sewer area population of 16,000 at buildout (Master Plan Review for Hangtown Creek Wastewater Treatment Plant, Owen Engineering, August 14, 2002).

The commercial/industrial component of wastewater flow is estimated at approximately 35%. Since no proportionate increase is expected in the future, commercial/industrial flows will be combined with residential flows during capacity analysis.

Recently, the WRF was upgraded to comply with state permit conditions for treatment quality. No plant expansion was required.

Collection System

The collection system consists of approximately 53 miles of pipe, which range in size from 22 inches to 4 inches. There are three small sewage pumping stations. Much of the system is older and in need of rehabilitation. The City conducts ongoing sewer pipe replacement and repair operations, as well as pump station rehabilitation as needed. Infiltration/inflow studies and repairs are conducted to reduce illicit flows into the collection system.

The City conducted a pipeline assessment in 2003. The data provides information that could be used for annual wastewater collection system pipeline replacement needs. The data contained in the table listing the pipeline segments by age of construction for the active and public pipeline is summarized in Table 34 below. This table lists the pipe segments by their age in 10-year increments. A review of this data will show that 15.4% of the wastewater system was constructed over 60 years ago (1940s or earlier). If the pipeline constructed in the 1950s is included, then the data in this table would suggest that about a quarter of the system (23.6%) has reached its useful life or is just about near the end of its useful life. Additionally, this table shows that about 50% of the system was built in the 1960s and 1970s. By the end of the year 2030, over 75% of the system will be over 50 years old and a full quarter of it will be older than 75 years.

The City is also concerned with some of the pipeline materials used to construct the wastewater collection system. Specific areas of concern are the appropriate useful life of Transite (AC) pipe, which has been used extensively to construct the City’s sewer system and Orangeburg (ORG) pipe, which has failed in some sites within the City and is known to be a poor product based on the experience of other agencies in the area. Based on the brittle nature of Transite pipe, the useful life of this material should be reduced to about 30 years. Over 50% of the wastewater system is constructed using Transite pipe. The City as focused in recent years on replacement work to replace the existing Orangeburg pipe before more failure occurs.

For new development, City Engineering policies now require developers to provide capacity analysis of existing downstream pipelines to determine available capacity. If capacity is unavailable, the developer is required to upsize the off-site pipe to accommodate increased flows. Reimbursement to the developer may be considered by the City, if the City requires increased pipe sizing for future needs over and above current City needs and developer needs. The City typically negotiates a feasible financial arrangement for increasing the size of undersize sewer lines.

Table 4-11: Wastewater Collection System Pipeline Length by Age of Construction

Decade	Pipe Length	Percentage	Cumulative Percentage
1920’s	4,531	1.8%	1.8%
1930’s	15,728	6.1%	7.9%
1940’s	19,174	7.5%	15.4%
1950’s	21,177	8.3%	23.6%
1960’s	73,177	28.5%	52.2%
1970’s	58,739	22.9%	75.1%
1980’s	35,800	14.0%	89.0%
1990’s	16,109	6.3%	95.3%
2000+	12,039	4.7%	100.0%
Total	256,474	100.0%	

Source: City of Placerville

Table 4-12: Wastewater Collection System Pipeline Material of Construction

Material	Pipe Length	Percentage	Cumulative Percentage
AC	138,582	54.0%	54.0%
CIP	41,649	16.2%	70.3%
Clay	3,062	1.2%	71.5%

DIP	5,107	2.0%	73.5%
ORG	2,231	0.9%	74.3%
PVC	60,028	23.4%	97.7%
Steel	2,325	0.9%	98.6%
Truss	2,926	1.1%	99.8%
Unknown	564	0.2%	100.0%
Total	256,474	100.0%	

Source: City of Placerville

Drainage

The City of Placerville contains approximately 5.8 square miles of land, and is situated in the Hangtown Creek Drainage Basin. This creek connects to Weber Creek and eventually into the South Fork of the American River. Three larger tributaries contribute flow into Hangtown Creek. Randolph Canyon Drainage runs along Mosquito Road and flows into Hangtown Creek from the north, Cedar Ravine Drainage flows in from the south; and an unnamed tributary along Airport Road from the southeast. Significant residential development along all drainages increases runoff quantity into Hangtown Creek.

Federal Emergency Management Agency (FEMA) maps show areas of flooding at 100-year and 500-year storm flows along the above-mentioned drainages. Since the City is situated on higher sloped terrain the flood plain area is generally narrow, being restricted by canyon topography, however localized areas including downtown Main Street, the Broadway commercial area and portions of Highway 50 are in flood zones. No parcels listed in the Housing Inventory are located within a 100-year flood zone.

The City’s participation in the NPDES (National Pollution Discharge Elimination System) Phase II Statewide Program requires facility assessment, master planning, and quality and quantity controls. The City’s existing drainage system of natural channels and street drain systems are aging and in need of repair and upsizing. The City has developed a Capital Improvement Plan to identify and fund drainage system improvements.

For new development projects, City Engineering policies include:

- Generally, for sites over one acre, the quantity of post-development drainage runoff must be reduced to pre-development flows, or in the alternative, a study must be performed to show that there are no adverse impacts to downstream facilities or properties through hydrologic and hydraulic analysis.
- The developer may be required to analyze existing downstream facilities for deficiencies, and mitigate any deficiencies that may affect public health, safety and welfare.
- Drainage facilities and analysis thereof shall be held generally in accordance with the El Dorado County Drainage Manual, or, for small sites, the Rational Drainage Formula.

Hillside Development Standards

The City regulates the density of development on sites with slopes greater than 10 percent in single-family zones through a formula that requires larger minimum lot sizes as slopes increase. The City's slope density requirements do not apply in multi-family zones. The result of the slope standards is the reduction of achievable density on single-family sites by as much as 30 percent, depending on site characteristics. The City believes these standards are necessary, however, to ensure the health and safety of residents living on sloped sites and those living downhill from developed properties with significant slopes.

The slope standards regulate minimum parcel size based on the average slope of a property. Average slope is determined by calculating the highest and lowest points on a property in at least two locations, dividing the vertical distance by the horizontal distance of the property, and averaging the results. Properties, or portions of properties, with slopes in excess of 40 percent may not be included in the calculation of minimum lot size, as development is generally prohibited on such slopes (unless special engineering standards are met and a design waiver is approved by City).

The slope standards will have the greatest impact on housing development potential in the R1-6 and R1-10 Zones. A property in the R1-6 Zone with an average slope greater than 10 percent will require a minimum lot size over 6,000 square feet. Properties with slopes between 15 and 20 percent will require minimum lot sizes of more than 10,000 square feet under the City's formula. If the average slope is 20 percent, the minimum lot size is 20,000 square feet. Much of the developable vacant land zoned for single-family use in Placerville contains average slopes in excess of ten percent. One implication of the City's standards is that some areas zoned R1-6 cannot be developed with 6,000-square-foot lots, reducing the potential for moderately-priced ownership housing.

The City does allow for exceptions to the slope standards for existing lots created prior to May 1963 if the applicant can show that grading, tree removal, and site disturbance can be confined to a portion of the property within an average slope of 10 percent or less. The City also allows property owners to use the planned development process to cluster homes on less-restricted portions of a development site to mitigate the potential loss of dwelling units from the application of the slope standards.

The City could further mitigate the loss of residential development potential on moderately sloped properties by changing its formula. The City could reduce the ratio of additional required lot area to average slope with the objective of increasing the number of permitted lots between 6,000 and 10,000 square feet.

Even though the City's slope density requirements do not apply to multi-family zones (R-2, R-3, R-4 and R-5), dwelling units are typically clustered on less-sloped portions of multi-family properties so that feasible densities can still be achieved. The City's ability to accommodate its share of regional housing needs under the SACOG Regional Housing Needs Plan will not be affected by the presence of sloped multi-family properties since the City's available land inventory shows that Placerville has adequate multi-acre, less-sloped sites. Slope and other

physical and environmental constraints, such as 100-year flood zones, were taken into account when evaluating sites to include in the inventory. There are no other known environmental constraints that would preclude the housing capacity numbers assumed on the sites in the inventory to be achieved. Multi-family zoned housing sites and those sites rezoned with the Housing Opportunity Overlay Zone were evaluated for realistic unit capacity, or “achievable” density based on any environmental or physical constraints and in consideration of zoning development standards such as setbacks and coverage limitations.

Climate

Per the 1990 General Plan Background Report, the climate of the Placerville area is characterized by sunny, dry summers and relatively wet winters. Average annual precipitation in Placerville is about 47 inches, with snowfall accounting for about 12 percent of that.

According to the National Oceanic and Atmospheric Administration’s (NOAA), National Integrated Drought Information System website *drought.gov*, there have been incidents of severe drought (characterized by high burn intensity, dry fuels, and large fire spatial extent) or extreme drought (characterized by water supply inadequate for agriculture, wildlife, and urban needs; reservoirs are extremely low; hydropower is restricted) during the first week of September in 2001, 2008, 2013, 2014, 2015 and 2016. Of these years, in 2014 and 2015 the City experienced incidents of exceptional drought (characterized by extensive fire season conditions, forest mortality and wildlife death.)

Fire Hazards

The City of Placerville is predominantly designated a Very High Fire Hazard Severity Zone (VHFHSZ), as identified by the California Division of Forestry and Fire Protection (CAL FIRE); several areas in the City are at risk for wildland fires. Fire protection services within Placerville and the surrounding areas are provided by the El Dorado County Fire District. The City complies with CBC Chapter 7A. In order to mitigate the risk of wildland fires, the Placerville General Plan’s Health and Safety Element contain the following policies:

- Goal D, Policy 1: Areas of high and extreme fire hazards shall be the subject of special review, and building activities and higher intensity uses shall be limited unless the hazards are mitigated to a point acceptable to the Fire Department.
- Goal D, Policy 2: All new development in areas of high and extreme fire hazards shall be constructed with fire-retardant roof coverings.
- Goal D, Policy 4: All new development in areas of high and extreme fire hazards shall provide for clearance around the structures and the use of fire-resistant groundcover.

In Placerville, sites that fall within the Very High Fire Hazard Severity Zone (VHFHSZ) were not excluded from the available sites inventory, but these areas are noted as they may contribute additional costs for design considerations and fire safe clearance to adhere with Health and Safety Element policies.

In 2019, the City adopted Ordinance 1698, the *Placerville Hazardous Vegetation and Combustible Materials Abatement Ordinance* (Title 7, Chapter 16 of City Code). The purpose of this chapter is to provide for the removal of hazardous vegetation and combustible materials situated in the Placerville City limits so as to reduce the potential for fire and to promote the public safety and welfare of the community.

Responsibilities extend to every owner, occupant, and person in control of any unimproved or improved parcel of land or having an interest therein, which is located in the City of Placerville to abate therefrom, and from all sidewalks and roadways, except for those roads accepted into the City maintained system, all combustible material and hazardous vegetation, that constitutes a fire hazard that may endanger or damage neighboring or adjoining property and/or structures.

The El Dorado County Fire District Fire Chief and the City of Placerville Building Official enforce the requirements and provisions contained in Title 24 in such designated zones and all properties. The Fire Chief and the Development Services Department Director enforce the Placerville Hazardous Vegetation and Combustible Materials Abatement Ordinance.

An Implementation Program has been created to monitor and analyze climate, fire and flood hazard incidents during this Housing Element planning period, then to amend if necessary the General Plan Health and Safety Element, and as needed the Land Use and Housing Element sections in order to minimize effects on residents and property within the City.

Analysis of Potential Non-Governmental Constraints

The availability and cost of housing is strongly influenced by market factors over which local government has little or no control. State law requires that the housing element contain a general assessment of these constraints, which can serve as the basis for actions that local governments might take to offset their effects. The primary non-governmental constraints to the development of new housing are land costs, construction costs, and availability of financing. Secondary non-governmental constraints to the development of new housing would involve requests to develop housing at densities below those anticipated under the residential land use designation and zone classification; the length of time between receiving approval for housing development and submittal of an application for a building permit.

Land Costs

Costs associated with the acquisition of land include both the market price of raw land and the cost of holding the property throughout the development process. Land acquisition costs can account for over half of the final sales price of new homes in very small developments and in areas where land is scarce.

The price of land varies based on numerous factors, including location, terrain, availability of infrastructure and utilities, soil type, development type, and required improvements. Land costs in Placerville are lower than other cities in the area. In the last few years, much of the activity on infill lots has occurred from individual contractors and small developers buying a few small lots and then building on them for re-sale purposes.

Based on a search of undeveloped lots and land in Placerville using Zillow.com, the average cost per acre for residential lots was approximately \$103,000. Table 4-13 shows the 9 undeveloped lots that were listed on March 10, 2021 as sold that included the parcel size, which was the basis for deriving the average cost. It is important to note that the average is based on a limited sample size during a single point in time.

Table 4-13: Land Cost (March 2021)

Address/Street Name	Area (acres)	Price	Cost Per Acre
860 Poverty Hill Dr.	0.63	\$ 95,000	\$ 150,794
2450 Morrene Dr.	0.57	\$ 55,000	\$ 96,491
1660 Stonecrest Rd.	5.95	\$ 200,000	\$ 33,613
2509 Northview Ln.	1.99	\$ 110,000	\$ 55,276
2770 Sleepy Hollow Ct.	0.98	\$ 105,000	\$ 107,142
Canal St.	0.11	\$ 35,000	\$ 318,182
1616 Broadway	2.34	\$ 24,000	\$ 10,256
3129 Sheridan St.	0.91	\$ 59,000	\$ 64,835
1684 Covey Dr.	1.00	\$ 90,000	\$ 90,000
Average Cost Per Acre			\$ 102,954

Source: Zillow.com

Construction Costs

Many factors can affect the cost of residential construction, including the type of construction, custom versus tract development, materials, site conditions that may require special engineering or construction techniques, whether union or "open shop" labor is used, finishing details, optional amenities, square footage, and structural configuration. Future costs are difficult to predict given the cyclical fluctuations in demand and supply that in large part are created by fluctuations in the state and national economies. Such policies unilaterally impact construction in a region and therefore do not deter housing construction in any specific community.

According to 2021 building valuation data by the International Code Council, standard housing construction costs across the country average \$130 per square foot for single-family residences depending on the level of amenities provided, and \$120 per square foot for a multifamily residential structure, depending on construction type and excluding parking.

According to the California Association of Realtors, the median price per square foot for existing single-family residences within El Dorado County was \$281 during December 2020, and \$272 per square foot for a multifamily residential structure.

Availability of Financing

Financing is critical to the housing market. The cost of borrowing money to finance the construction of housing or to purchase a house affects the amount of affordably priced housing in the city, as developers require construction financing, and buyers require permanent financing. Fluctuating interest rates can eliminate many potential homebuyers from the housing market or render a housing project that could have been developed at lower interest rates infeasible.

Table 4-14 shows interest rates as of January 2021. The table presents both the interest rate and the annual percentage rate (APR) for different types of home loans. The interest rate is the percentage of an amount of money which is paid for its use for a specified time and the APR is the yearly percentage rate that expresses the total finance charge on a loan over its entire term. The APR includes the interest rate, fees, points, and mortgage insurance and is therefore a more complete measure of a loan's cost than the interest rate alone. However, the loan's interest rate, not its APR, is used to calculate the monthly principal and interest payment. Interest rates for a conventional, 30-year fixed loan are as low as 2.75 percent and 15-year fixed rate mortgages are around 2.25 percent.

Table 4-14: Mortgage Rates (January 2021)

	Interest Rate	APR
5-Year Fixed	2.00%	2.79%
15-Year Fixed	2.25%	2.53%
30-Year Fixed	2.75%	2.90%

Source: El Dorado Savings Bank (eldoradosavingsbank.com/lending/loan-rates)

Housing Development Analysis

Over the course of the Cycle 5 Housing Element (2013-2021), residential housing development projects were entirely on infill lots, involved primarily single-family residential construction and ADUs, where anticipated residential density of completed construction was achieved based on the underlying land use designations and zone classifications. No new residential subdivisions or apartment projects were processed during Cycle 5, therefore, no requests to develop housing at densities below those anticipated in the Cycle 5 RHNA site inventory were received.

Constraining to the creation of multi-family residential uses identified under the Housing Element is the permitting of single-family uses within the City's multi-family R-2, R-3 and R-4 zones. When one single-family use is permitted and developed on land within these residential zoning districts, the City's ability to accommodate its housing needs is reduced as the City's supply of available higher density residential land is also reduced. In 2012, the City amended the Zoning Ordinance to allow single-family development as a conditional use in the R-2, R-3, and R-4 multi-family zones, and limit the placement of single-family homes to parcels where development of multi-family housing is not practicable, such as those with limited parcel area, or irregular parcel size and topography.

Within the City are three approved tentative subdivisions (Astonia Subdivision Planned Development, entitled in 2002; Placerville Heritage Homes Subdivision Planned Development, entitled in 2008; Cottonwood Park Planned Development, Phase 4 and 6, entitled in 2010) that received entitlement approvals in years past, prior to the Cycle 5 planning period, including two that were granted prior to or during the Great Recession. These remain active and have not expired due to tentative map extensions granted automatically under state statute, as well those granted by the City under requests by the property owners/developers in accordance with the provisions under the State Subdivision Map Act. Each of the approved tentative subdivisions is developed as a planned development, utilizing the maximum density across the entirety of the planned areas. The City assumes that final maps will be completed during the Cycle 6 planning period at the maximum allowed density within the applicable zone classification and the planned development plans.

As analyzed, primary non-governmental constraints are the overall cost of affordable housing development (high land and development costs). In general, constructing affordable housing, especially for low- and very low-income households, has not been profitable to housing developers. This is evidenced by the lack of new housing built for these household income categories during the 5th Cycle planning period within Placerville. This situation appears to be changing within Placerville due to recent state legislative housing funding, the Infill Infrastructure Grant Program (IIG) funding through the State Department of Housing and Community Development (HCD), along with the changes undertaken by the City during the 5th Cycle to zone vacant land at the 20-24 dwelling units per acre density, deemed an affordable density by HCD. The City anticipates construction permit applications for the development of 154 deed-restricted affordable units to be submitted for processing during the first year of the Cycle 6 planning period.

Deed-restricted affordable units, as evidenced, require subsidy beyond available density or financial incentives. This places the construction burden on non-profits and similar grant-funded housing developments. While the City can offer developer incentives such as expedited permit processing or fee deferrals, it cannot afford to fully mitigate the high cost of development for affordable housing developments. Staff also has encouraged developers inquiring under the City's Preliminary Plan Review process to provide the maximum number of allowable units, explaining all available incentives to do so.