



EL DORADO COUNTY PLANNING & BUILDING DEPARTMENT

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Date: May 8, 2025

To: Honorable Board of Supervisors

From: Karen L. Garner, Director Planning and Building Department

Subject: Dickson Parcels – Analysis to Consider General Plan Amendment and Rezone to Allow for Single Family Dwelling

Supervisor Veerkamp has requested information regarding considerations in evaluating a request by constituent Curt Dickson for a General Plan Amendment (GPA) and Rezone of APNs 329-221-032 & 329-221-034.

This memo is being shared with the entire Board to provide context on County and State requirements as well as other factors should the Board choose to consider this request. In addition, staff has reviewed the cases of three other sites recently granted GPA/Rezoning to provide further context.

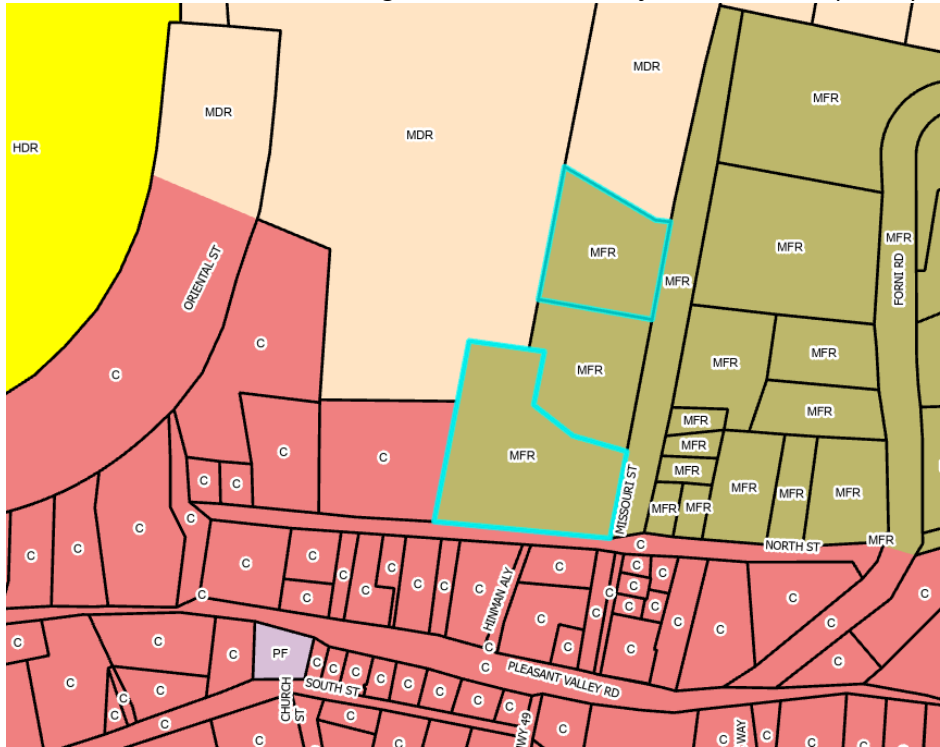
Background

The parcels are located in the community of El Dorado off Pleasant Valley Road north of the intersection of North and Missouri Streets. APN 329-221-032 is 1.2 acres and APN 329-221-034 is 2.2 acres. The parcels are non-contiguous and there is a 1.2 acre parcel in between them that is developed with a single-family home. Mr. Dickson would like to develop each of the parcels with a single-family home, however the current land use designation (Multi-Family Residential) and zoning (Multi-Unit Residential) do not allow for the low density proposed.

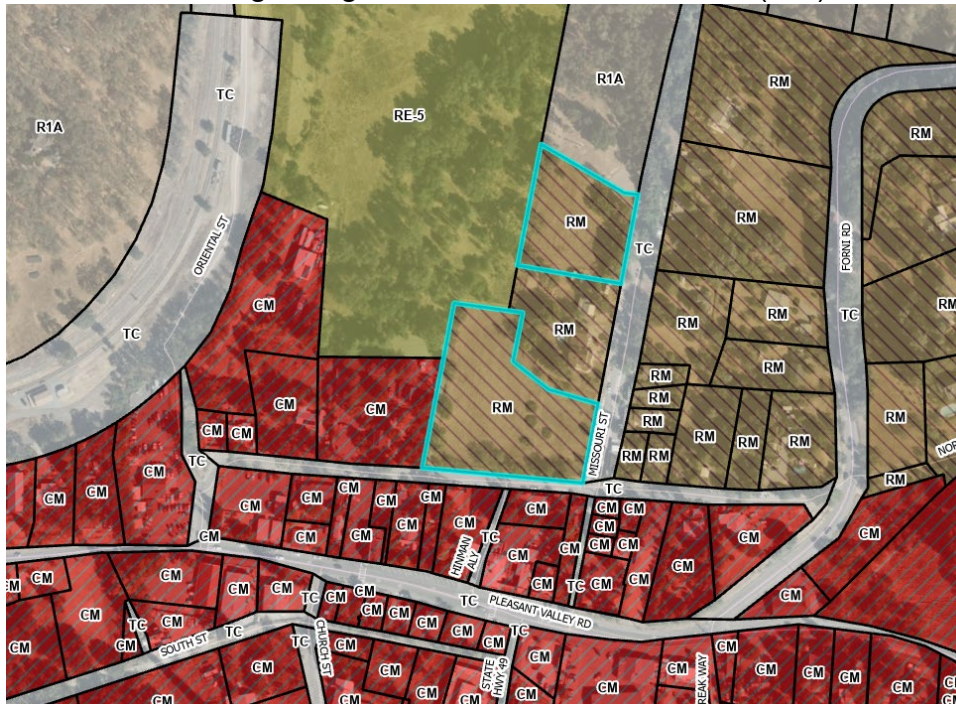
Staff has met with Mr. Dickson several times since 2021 to discuss this request. In addition, this specific request was considered by the Board as part of the Long-Range Planning Work Plan on June 13, 2023. The attached memo that was provided to the Board at the June 13th meeting provides a more detailed background. Although the Board endorsed the overall workplan, the Board provided direction not to include Mr. Dickson's GPA/Rezone as part of the workplan.

A. Land Use and Zoning Designation Map Analysis

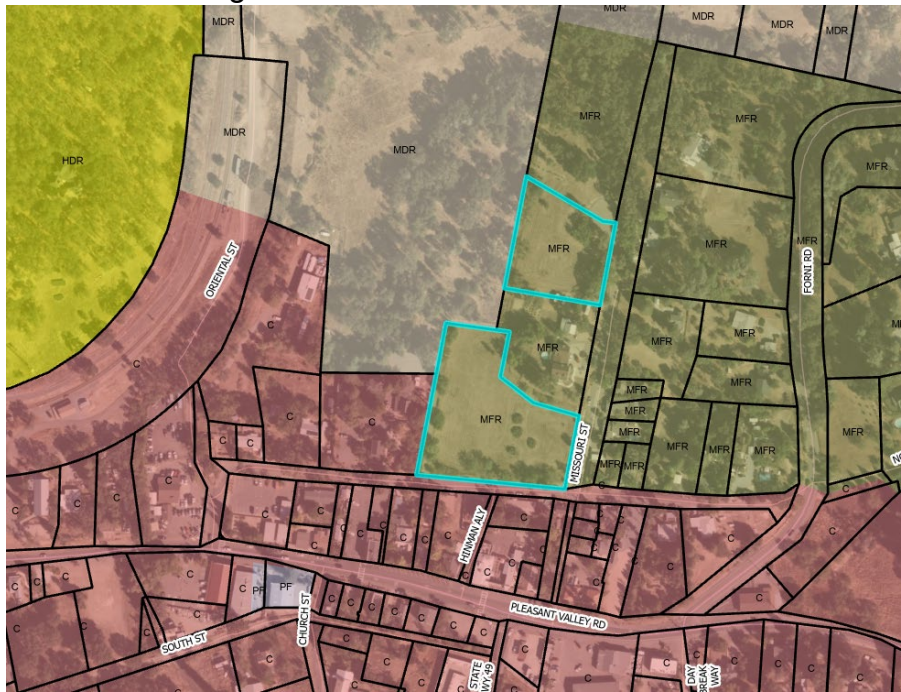
- Current Land Use Designation: Multifamily Residential (MFR)



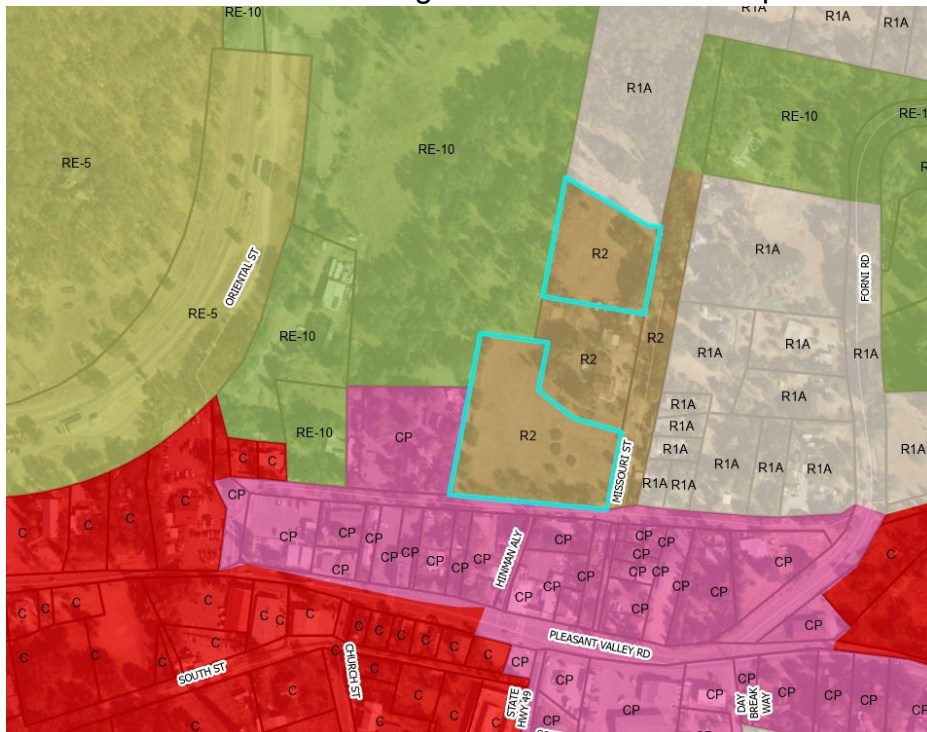
- Current Zoning Designation: Multi-unit residential (RM)



- Prior to TGPA-ZOU Land Use: Multifamily Residential (MFR) – land use designation did not change with TGPA-ZOU



- Prior to TGPA-ZOU Zoning: Limited Multifamily Residential Districts (R2). At the time, R2 zoning allowed a single-family dwelling to be built. Based on feedback from the State Department of Housing and Community Development (HCD), Multi-family zone districts were no longer allowed to be developed as a single-family dwelling.



- This change was also memorialized in the 2012 Proposed Mapping Criteria for Analysis. This table was reviewed by the Planning Commission and Board in advance of the TGPA-ZOU update. All zones that had a MFR land use designation became Multifamily Residential (RM)

General Plan Policy 2.2.1.2 Multifamily Residential (MFR); Density of 5-24 units per acre, Appropriate only in Community Regions and Rural Centers			
MFR	Tourist Recreational		RM
MFR	All Zones		RM
MFR		If existing zoning is inconsistent and above acceptable density range (i.e. C, CG, I, RT, etc.	Further Review
MFR		PL Overlay	mapping error?

B. Housing Element

- The County's Housing Element contains an inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites (page 4-91).
- Currently, the County's land inventory exceeds the RHNA target numbers (page 4-91).
- The available sites analysis assumes that parcels zoned to allow 20 units per acre or more are appropriate for the development of lower-income housing in the County, including the two subject parcels.

Table HO-30
Land Inventory Summary – El Dorado County

	Income Category			
	Very Low/Low	Moderate	Above	Total
Pending/Approved Projects	101	8	2,583	2,692
Vacant land				
West Slope	2,210	757	175	3,142
East Slope	133	45	136	314
Projected Accessory Dwelling Units	217	167	4	388
Subtotal	2,661	977	2,898	6,536
RHNA (2021–2029)	2,309	903	2,141	5,353
Unit Surplus	352	74	757	1,183

Source: El Dorado County. January 2021

- The two APNs are included in the Vacant Sites inventory (Table HO-34, page 4-190) of the Housing Element. The potential units assumed with a density of 13 dwelling units/acre, would be 15 units on APN 329-221-032 and 28 units on APN 329-221-034. The two properties are within the El Dorado Diamond Springs Community Region and are within the El Dorado Irrigation District service area.

El Dorado County General Plan

2021 Housing Element

APN	Address	Rural Center	Acres	Zone	Land Use	Assumed Density ¹	Potential Units	Affordability	Water Capacity ²	Sewer Capacity ²
101210037		Pollock Pines	2.0	RM	MFR	13	26	VL/L	Yes (El Dorado Irrigation Dist)	Yes
101302020	2992 Oak St	Pollock Pines	0.6	RM	MFR	13	8	VL/L	Yes (El Dorado Irrigation Dist)	Yes
102110024			3.3	RM	MFR	13	43	VL/L	Yes (El Dorado Irrigation Dist)	Yes
102421001	2621 Hastings Dr		0.7	RM	MFR	13	9	VL/L	Yes (El Dorado Irrigation Dist)	Yes
109030004	3835 Durock Rd		0.8	RM	MFR	13	9	VL/L	Yes (El Dorado Irrigation Dist)	Yes
109030014			1.0	RM	MFR	13	12	VL/L	Yes (El Dorado Irrigation Dist)	Yes
109030021			3.8	RM	MFR	13	49	VL/L	Yes (El Dorado Irrigation Dist)	Yes
109030023			0.9	RM	MFR	13	11	VL/L	Yes (El Dorado Irrigation Dist)	Yes
109410006	4200 Product Dr		0.9	RM	MFR	13	12	VL/L	Yes (El Dorado Irrigation Dist)	Yes
109410007	4210 Product Dr		0.9	RM	MFR	13	11	VL/L	Yes (El Dorado Irrigation Dist)	Yes
116081003	3307 La Canada Dr		0.6	RM	MFR	13	7	VL/L	Yes (El Dorado Irrigation Dist)	Yes
116081004	3295 La Canada Dr		0.5	RM	MFR	13	6	VL/L	Yes (El Dorado Irrigation Dist)	Yes
116083004			0.5	RM	MFR	13	6	VL/L	Yes (El Dorado Irrigation Dist)	Yes
116083006	3278 La Canada Dr		0.5	RM	MFR	13	6	VL/L	Yes (El Dorado Irrigation Dist)	Yes
116092015	3394 La Canada Dr		0.5	RM	MFR	13	6	VL/L	Yes (El Dorado Irrigation Dist)	Yes
116312002	3404 Cimarron Ct		0.6	RM	MFR	13	7	VL/L	Yes (El Dorado Irrigation Dist)	Yes
116312003	3405 Cimarron Ct		0.6	RM	MFR	13	7	VL/L	Yes (El Dorado Irrigation Dist)	Yes
319260062	5344 Mother Lode Dr		5.2	RM	MFR	13	67	VL/L	Yes (El Dorado Irrigation Dist)	Yes
319260063	5376 Mother Lode Dr		0.8	RM	MFR	13	10	VL/L	Yes (El Dorado Irrigation Dist)	Yes
325220056			4.4	RM	MFR	13	57	VL/L	Yes (El Dorado Irrigation Dist)	Yes
325230021	3831 Missouri Flat Rd		0.9	RM	MFR	13	11	VL/L	Yes (El Dorado Irrigation Dist)	Yes
327160047	6400 Runnymede Dr		7.0	RM	MFR	13	90	VL/L	Yes (El Dorado Irrigation Dist)	Yes
327170054			4.4	RM	MFR	13	57	VL/L	Yes (El Dorado Irrigation Dist)	Yes
327170055			1.4	RM	MFR	13	18	VL/L	Yes (El Dorado Irrigation Dist)	Yes
329221032			1.2	RM	MFR	13	15	VL/L	Yes (El Dorado Irrigation Dist)	Yes
329221034			2.2	RM	MFR	13	28	VL/L	Yes (El Dorado Irrigation Dist)	Yes
329290001	1060 Wrangler Rd		3.3	RM	MFR	13	42	VL/L	Yes (El Dorado Irrigation Dist)	Yes
329290007			0.5	RM	MFR	13	6	VL/L	Yes (El Dorado Irrigation Dist)	Yes

C. California's No Net Loss Law

Government Code 65863 (No Net Loss Law) appears to indicate that parcels identified to meet RHNA shall not allow development at a lower residential density unless findings are made that 1) the reduction is consistent with the adopted general plan, including the Housing Element; and 2) the remaining sites can meet RHNA.

https://leginfo.ca.gov/faces/codes_displaySection.xhtml?lawCode=GOV§ionNum=65863

(b) (1) No city, county, or city and county shall, by administrative, quasi-judicial, legislative, or other action, reduce, or require or permit the reduction of, the residential density for any parcel identified to meet its current share of the regional housing need or any unaccommodated portion of the regional housing need from the prior planning period to, or allow development of any parcel at, a lower residential density, as defined

in paragraphs (1) and (2) of subdivision (g), unless the city, county, or city and county makes written findings supported by substantial evidence of both of the following:

(A) The reduction is consistent with the adopted general plan, including the housing element.

(B) The remaining sites identified in the housing element are adequate to meet the requirements of Section 65583.2 and to accommodate the jurisdiction's share of the regional housing need pursuant to Section 65584. The finding shall include a quantification of the remaining unmet need for the jurisdiction's share of the regional housing need at each income level and the remaining capacity of sites identified in the housing element to accommodate that need by income level.

D. Analysis

Because the two subject parcels are identified in the vacant sites inventory to meet the County's RHNA for very low and low-income housing units, a rezone and General Plan Amendment that allows lower density might conflict with Government Code 65863. The reduction of density would not be consistent with the General Plan land use designation for the site or the Housing Element, including the Vacant Sites inventory.

- There may be a narrow path forward, because County exceeds RHNA in terms of very low / low income housing units by 352 units as noted in Table HO-30. It would still be challenging to make the finding of General Plan consistency.
 - In addition, HCD recommends that jurisdictions "create a buffer in the Housing Element inventory of at least 15 to 30 percent more capacity than required, especially for capacity to accommodate the lower-income RHNA". Currently, the County maintains a 15% buffer for its RHNA very low / low income unit categories.
<https://www.hcd.ca.gov/community-development/housing-element/housing-element-memos/docs/sb-166-final.pdf>

E. Review of Recent County Initiated Land Use/Zoning Corrections

Staff reviewed a few County initiated Land Use and Zoning Map Corrections that were done for privately owned properties in 2022. This included multiple parcels in the Mira Loma/Cameron Park Area (GPA and Rezone), two parcels in the North Placerville Area (GPA and Rezone), and a parcel in the Cedar Grove area (GPA only). Each of these cases had their own unique set of circumstances and history, however none directly apply to the Dickson request. In two of the cases, there was documentation that established the intended GPA and/or zoning prior to the TGPA-ZOU, however, due to oversights or errors, those changes were not done or not done correctly during the TGPA-ZOU process and were not discovered until later. There is no documentation that there was ever

consideration for different Land Use or Zoning on Mr. Dickson's parcels than what exists today.

The third case originally included a parcel with split Land Use and Zoning (two different land uses and zoning designations on the same parcel) and the Land Use and Zoning were inconsistent. Mr. Dickson's parcels currently and previously have consistent Land Use and Zoning. This case did have some similarities to the Dickson case in that part of the zoning was Open Space (OS). Prior to the TGPA-ZOU, a single-family residence could be built in OS zones, however, after adoption of the TGPA-ZOU dwellings were no longer allowed in the OS zone.

F. Conclusion

When reviewing this request, staff recommends the following considerations.

Circumstances Of the Case. As noted above, previous examples reviewed had unique circumstances and history such as map errors or inconsistencies. It is important to clearly document the unique circumstances that apply so that it cannot be broadly applied to other situations. General Plan Amendments and Rezones must also meet CEQA findings, General Plan findings and Zoning findings. Possible considerations in Mr. Dickson's case include insufficient road widths and infrastructure to serve multi-family uses, inclusion in the El Dorado Historic Design Combining Zone, inadequacy of Pleasant Valley Road Level of Service (currently an F) and it being identified for further study due to inadequate evacuation route capabilities. Surrounding parcels with the same land use and zoning were developed with single-family homes prior to the TGPA-ZOU (when single-family dwellings were an allowed use on Limited Multifamily Residential Districts (R2) parcels) and likely will remain single-family. Please also refer to the attached memo dated 5/19/23 for further information.

Resources. This includes staff time and cost. Staff has presented the workplan for FY 2025-26. Inclusion of this project would delay the schedules of one or more other planned Long Range Planning (LRP) projects by at least a few months. There is no funding identified for this project and all costs would be General Fund. Typically, the environmental review for a project like this would be done by a consultant.

Priority with other LRP items. As noted, this project would affect the schedules of other LRP projects. Feedback on the priority of this project will allow staff to provide more definitive timelines and expectations for all LRP projects.

HCD/RHNA Concerns. HCD recommends that jurisdictions "create a buffer in the Housing Element inventory of at least 15 to 30 percent more capacity than required, especially for capacity to accommodate the lower-income RHNA." The current RHNA

cycle allocated 2,309 Very Low/Low (VL/L) units to the County. A 15% buffer brings the VL/L number to 2,655. If the Dickson parcels were granted a GPA and Rezone to single-family, it would be a loss of 43 units in the VL/L category. This would reduce the inventory from 2,661 to 2,618 units and leave a 13% buffer. This request would drop the County's VL/L unit inventory below the state's recommended numbers. These numbers are required to be reported to HCD every April and could generate inquiries and possible action to correct from HCD.

Finding another parcel or parcels at this time to transfer the lost VL/L units would add additional time and expense to the County as additional environmental review would be necessary. Given current priorities, staff would anticipate such a request would take two to three years even if funding were to be identified.

Options. It should be noted that in addition to the two options available to Mr. Dickson as outlined in the attached 5/19/23 memo, another option has emerged. Staff discussions with the Board have indicated that there is interest in beginning a comprehensive update to the County's General Plan, including the Land Use Element within the next few years (subject to funding). This site and surrounding parcels can be analyzed, and likely would be analyzed, for suitability for high density residential uses through that process. Through that process, considerations such as infrastructure and utility availability can be more thoroughly analyzed. This process may be initiated in the next few years but will likely take an additional 2-4 years to complete (5-7 years total).

Should the Board want to consider this matter further and allow staff to bring back additional information about costs, timeframes and staff resources, the Board can direct staff to prepare a Resolution of Intent (ROI) and bring that back at a future meeting for discussion.