



"We are a welcoming, active and business-friendly rural foothill community built on California's rich gold rush history."

Planning Commission Staff Report

Meeting Date: May 19, 2026

Prepared By: Carole Kendrick, Director of Development Services

PROJECT INFORMATION SUMMARY

Case File: General Plan Amendment (GPA) 26-04 and Zone Change (ZC) 26-04

Request: Consideration of request to: (1) Approve General Plan Amendment GPA 26-04 changing the General Plan Land Use Designation from High Density Residential (HDR) to Highway Commercial (HWC) for Parcels A and B; (2) Approve Zone Change ZC 26-04 changing the zoning from Medium Density Multi-Family Residential (R-3) to Highway Commercial (HWC) for Parcels A and B; (3) Apply the Housing Opportunity (HO) Overlay to Parcels B and C (Parcel C is already zoned R-3 and requires no General Plan Amendment); and (4) Find that the project is exempt from the California Environmental Quality Act (CEQA) pursuant to California Code of Regulations, Sections 15061(b)(3) and 15301 (Existing Facilities), and subject to SB 330.

Summary Recommendation:

1. Determine that the proposed General Plan Amendment and Zone Change are exempt from CEQA pursuant to CEQA Guidelines Section 15061(b)(3) (common sense exemption) and Section 15301 (Class 1 – Existing Facilities), and that the action is subject to SB 330 (Housing Crisis Act of 2019).
2. Recommend that the City Council approve General Plan Amendment GPA 26-04 to change the General Plan Land Use Designation for only Parcel A and Parcel B.
3. Recommend that the City Council approve Zone Change ZC 26-04 to amend the Official Zoning Map for only Parcel A, B and C.
4. Apply the Housing Opportunity (HO) Overlay specifically to Parcel B and Parcel C to facilitate high-density multi-family residential development and ensure compliance with SB 330 and the City's Housing Element.

<u>Property Owner/Applicant:</u>	Kevin Kirshner
<u>Address:</u>	2689 Coloma Street
<u>APN:</u>	002-191-007
<u>Lot Area:</u>	1.22 acres
<u>Existing General Plan Designation:</u>	High Density Residential (HDR)
<u>Proposed General Plan Designation:</u>	Highway Commercial (HWC)
<u>Existing Zoning:</u>	Medium Density Multi-Family Residential (R-3)
<u>Proposed Zoning:</u>	Highway Commercial (HWC)

<u>Existing Use:</u>	Vacant Restaurant, 2 nd floor residential and detached single family residence (under repair)
<u>Environmental Document:</u>	Categorically Exempt per §15031
<u>Decision Making</u>	Placerville Zoning Ordinance §10-3-1(D)

PROJECT DESCRIPTION

On April 24, 2026, Kevin Kirshner submitted GPA 26-04 and ZC 26-04. The applications seek to restore Highway Commercial zoning and General Plan designation on Parcels A and B to allow the historic restaurant use as a permitted activity, while applying the HO Overlay on Parcels B and C to support future high-density housing opportunities consistent with the City's Housing Element and Senate Bill 330.

BACKGROUND

The restaurant building at 2689 Coloma Street was constructed in 1925. It is a long-established mixed-use site (former Taco House) with a history of commercial and residential use on a prominent Highway 49/193 corner location.

SITE DESCRIPTION

The project site includes three (3) existing parcel (APN: 002-191-007), totaling 1.46-acres, located at the intersection of State Highway 49 and State Highway 193 at 2689 Coloma Street. The proposed applications are related to Parcels A & B of Lot Line Adjustment 25-02 totaling 1.22 acres.

PROJECT SETTING

The project involves three parcels totaling approximately 1.46 acres at the intersection of State Highway 49 and State Highway 193. Parcels A and B (1.22 acres total via Lot Line Adjustment 25-02) are the primary focus for GPA and rezoning. Parcel C (0.24 acres) is already zoned R-3 and will receive only the HO Overlay. The site currently contains a vacant restaurant building with upstairs residential and a detached single-family residence under repair. It lacks full curb, gutter, and sidewalk improvements.

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

- General Plan Land Use Map (Attachment B)
- Zoning Map (Attachment C)
- Aerial Photograph (Attachment D)

The land uses, zoning, and Placerville General Plan Land Use Element designations of the project site and surrounding area are shown in the following Table.

	LAND USE	EX GENERAL PLAN	PROP GENERAL PLAN	EX ZONING	PROP ZONING
PROJECT SITE	Vacant Restaurant with residential above & detached SFR	High Density Residential (HDR)	Highway Commercial (HWC)	Medium Density Multi-Family Residential (R-3) 12 du/ac	Highway Commercial (HWC)
NORTH	Residential	Medium Density Residential (R-3)	N/A	Single Family Residential (R-1, 6)	N/A
SOUTH	Residential	Business Park (BP)	N/A	Business Park (BP)	N/A
EAST	Residential	Medium Density Residential (MDR)	N/A	Single Family Residential (R-1, 6)	N/A
WEST	Apartments	High Density Residential (HDR)	N/A	High Density Multi-Family Residential (R-4)	N/A

PROJECT ANALYSIS

General Plan Consistency: The proposed actions are consistent with all elements of the Placerville General Plan. The changes are limited to Parcels A, B, and C only.

Land Use Element: Consistent. The GPA and rezoning to HWC on Parcels A and B recognize the site's highway location and historic commercial use, while the HO Overlay on Parcels B and C supports efficient infill redevelopment.

Housing Element: Strongly Consistent / Direct Implementation. Application of the HO Overlay to Parcels B and C implements Program A-3 by adding capacity for high-density multi-family housing.

Transportation / Circulation Element: Consistent. The site has established highway access. Future development will be reviewed for traffic, parking, and access.

Public Facilities and Services Element: Consistent. The site is served by existing utilities.

Natural, Cultural, and Scenic Resources Element: Consistent. The action involves previously developed infill parcels.

Health and Safety Element: Consistent. No new hazards are introduced.

Administration and Implementation Element: Consistent. This is a targeted legislative action supporting Housing Element goals and State law.

Overall Findings: The amendments are internally consistent with the General Plan and advance housing production and economic development objectives.

Zoning Classification and Regulation Consistency: Rezoning Parcels A and B to HWC aligns the zoning with the proposed General Plan designation and the property's historic restaurant/commercial use at a highway intersection. The HO Overlay on Parcels B and C provides an additional layer for residential development without altering underlying permitted uses until residential development occurs under the overlay.

Housing Opportunity Overlay (Parcels B and C): Per PMC Section 10-5-24, the HO Overlay allows qualifying multi-family and attached single-family residential projects at a minimum density of 20 dwelling units per acre and a maximum of 24 du/ac, with by-right ministerial review when objective standards are met.

- Parcel B (0.61 acres): Approximately 12–14 units (12 minimum at 20 du/ac).
- Parcel C (0.24 acres): Approximately 4–5 units (4 minimum at 20 du/ac).
- Combined Potential: ~16–19 units (realistic yield subject to final design, constraints, and objective standards).

This contributes to the City's RHNA inventory for lower-income housing.

SB330 CONSISTENCY (HOUSING CRISIS ACT OF 2019)

The proposed General Plan Amendment, Zone Change, and application of the Housing Opportunity (HO) Overlay to Parcels B and C are consistent with and supportive of the requirements and intent of Senate Bill 330 (Government Code §§ 66300 et seq.), the Housing Crisis Act of 2019 (as extended and amended).

1. **No Net Loss / No Downzoning (Gov. Code § 66300(b)):**
The action is limited to Parcels A and B only. It does not reduce residential density or intensity on any parcel below what was allowed under the General Plan and zoning ordinances in effect on January 1, 2018. The application of the HO Overlay on Parcel B affirmatively increases the City's capacity for high-density multi-family residential development (minimum 20 dwelling units per acre) capable of accommodating very low-

and low-income housing. This action supports, rather than constrains, overall residential capacity.

2. Housing Element Implementation and Unit Accommodation:

This action implements the City's certified 2021-2029 Housing Element, particularly Program A-3 (High-Density Development Land Inventory and Objective Design Standards).

The zoning and General Plan changes, combined with the HO Overlay on Parcel B, are intended to accommodate approximately 12 multi-family dwelling units (via potential parcel split and High-Density Unit (HDU) redevelopment consistent with R-3/HO standards at a minimum density of 20 du/ac). This contributes to the City's inventory of sites suitable for housing affordable to lower-income households.

3. Facilitation of Streamlined Housing Approvals:

The HO Overlay on Parcels B and C will enable by-right (ministerial) processing for qualifying multi-family projects consistent with objective standards. This aligns with SB 330's goals of reducing barriers, providing vesting protections upon submittal of a preliminary application, and limiting the number of hearings. Future housing projects on Parcels B and C (accommodating the identified units) will benefit from these protections.

4. Preservation of Development Standards:

Any future housing development project on the site will be subject to the objective standards in effect at the time a complete preliminary application is submitted (subject to SB 330 vesting rules). This entitlement action itself does not impose new subjective or discretionary barriers.

5. Replacement Housing and Demolition Protections:

No demolition of existing protected residential units is proposed as part of this entitlement action. Any future development proposing demolition would be required to comply with SB 330 replacement housing and relocation requirements at the project level.

ENVIRONMENTAL REVIEW

The proposed General Plan Amendment, Zone Change, and application of the HO Overlay are exempt from further CEQA review pursuant to:

- CEQA Guidelines Section 15061(b)(3) – Common Sense Exemption: It can be seen with certainty that there is no possibility the activity may have a significant effect on the environment. The action involves only policy and map amendments limited to two existing, developed parcels with a long history of use (restaurant + residential since 1925). No physical changes are approved at this time.

- CEQA Guidelines Section 15301 – Class 1 Categorical Exemption (Existing Facilities): The action pertains to the operation, permitting, or minor alteration of existing structures and facilities involving negligible or no expansion of use beyond that which has historically occurred on the developed site.

SENATE BILL (SB) 18

Senate Bill 18 (SB 18) requires local governments to engage in government-to-government consultation with California Native American tribes prior to making a decision on the adoption or amendment of a General Plan or Specific Plan.

In compliance with SB 18, Development Services requested a tribal consultation list from the Native American Heritage Commission (NAHC) and sent notification letters to 20 tribes and/or tribal representatives on May 15, 2026, inviting them to consult on the proposed General Plan Amendment and Zone Change.

To date, no comments or requests for consultation have been received. Any responses received prior to or at the Planning Commission meeting will be provided to the Commission and City Council.

PUBLIC COMMUNICATIONS

Property owners located within a 300-foot radius of the project site were notified of the public hearing on April 29, 2026, with a 20-day hearing notice in addition to a public notice in the Mountain Democrat (see Attachment E). At the time of report preparation, the Planning Department has not received any letters of comment from the public in favor or opposition to the project. Any comments received prior to the time of the scheduled Planning Commission meeting will be provided to the Commission at the time of the public hearing.

DECISION MAKING AUTHORITY

The Planning Commission is authorized under City Code Section 10-3-1(D) to make recommendations to the City Council regarding applications to amend zoning classifications and to amend General Plan land use designations. This consideration requires a public hearing per City Code Section 10-3-1(G). As a legislative action, final approval is required by the City Council.

RECOMMENDED PLANNING COMMISSION ACTION

In light of the above analysis, Staff respectfully requests the Planning Commission take the following action:

- I. Open the public hearing and take testimony.
- II. Make the following findings in support of:

General Plan Amendment (GPA) 26-04

1. **Consistency with Environmental Goals:** The proposed General Plan Amendment, including the rezoning of the subject property to Highway Commercial (HWC), supports Goal I of the General Plan to protect and enhance Placerville’s community character and scenic resources as it proposes no physical changes to the property and allows the existing vacant restaurant to become a permitted use instead of not being allowed in the current R-3 zoning.
2. **No Significant Environmental Impacts:** Based on the project description, which involves no construction or physical alterations to the property, the amendment is anticipated to result in no significant environmental impacts. The project aligns with the Health and Safety Element by avoiding the introduction of hazards or nuisances to the surrounding residential area, consistent with CEQA’s objective to minimize public health and safety risks.
3. **Conformance with Surrounding Land Use:** The rezoning to HWC aligns the subject property with the historical land use, that remains compatible with surrounding land uses. The subject property is located at the intersection of State Highway 49 and State Highway 193 that supports the land use designation and zoning of Highway Commercial (HWC) and proposes no physical changes to the property, the amendment avoids spot zoning by ensuring consistency with the broader residential neighborhood, as required by the General Plan and CEQA’s emphasis on orderly development.
4. **Exemption or Negative Declaration:** Given the absence of proposed physical changes or development, the General Plan Amendment may qualify for a CEQA exemption (e.g., Categorical Exemption under CEQA Guidelines Section 15061(b)(3), where no significant environmental effect is anticipated) or a Negative Declaration if an Initial Study confirms no significant impacts. The project’s alignment with existing land use patterns and lack of physical alterations supports this determination.
5. **Public Interest and Community Benefit:** The amendment furthers the public interest by reinforcing Placerville’s community design, which emphasizes a harmonious blend of the foothill environment, small-town rural atmosphere, and diverse residential neighborhoods. By maintaining the existing character, the project complies with CEQA’s requirement to balance development with environmental and community considerations.

Zone Change (ZC) 26-04

1. **No Significant Environmental Impacts:** The proposed zone change from Medium Density Multi-Family Residential (R-3) to Highway Commercial (HWC) involves no physical construction or alterations to the subject property. As such, the project is not anticipated to result in significant environmental impacts to resources such as air quality, water, wildlife, or cultural assets, consistent with CEQA's objective to avoid adverse environmental effects.
2. **Consistency with General Plan and Community Character:** The zone change aligns the subject property with the historical use of the property and retains the existing community character.
3. **Avoidance of Spot Zoning:** By aligning the subject property with the historical land use it will integrate with the existing neighborhood, ensuring no disruption to the community's small-town rural atmosphere, in accordance with CEQA's focus on orderly and cohesive development.
4. **Health and Safety Compliance:** The zone change introduces no new hazards or nuisances to the surrounding residential area, consistent with the General Plan's Health and Safety Element. By maintaining the existing developed condition of the property without physical changes, the project supports CEQA's goal of protecting public health and safety.
5. **CEQA Exemption or Negative Declaration:** Given the absence of physical development or environmental alterations, the zone change may qualify for a CEQA Categorical Exemption (e.g., Section 15061(b)(3), where there is no possibility of significant environmental impact) or a Negative Declaration if an Initial Study confirms no significant effects. The project's compatibility with existing land uses supports this determination.
6. **Public Interest and Benefit:** The zone change enhances the public interest by reinforcing Placerville's community design, which emphasizes a harmonious blend of its foothill environment, small-town rural atmosphere, and diverse residential neighborhoods. By allowing the property to have Highway Commercial zoning at the intersection of State Highway 49 and State Highway 193 the historical use of the property can operate as a permitted use, the project complies with CEQA's

requirement to balance development with environmental and community considerations.

OPTIONS

1. Forward a recommendation of approval to the City Council.
2. Modify the proposal and forward an amended recommendation of approval to the City Council.
3. Forward a recommendation of denial to the City Council.
4. Continue the proposal to a future meeting for further discussion.

ATTACHMENTS

- A. Site Plan
- B. General Plan Land Use Designation Map (Existing and Proposed)
- C. Zoning Map (Existing and Proposed)
- D. Aerial Photograph
- E. Proof of Publication

INCORPORATED BY REFERENCE

City of Placerville General Plan
City of Placerville Zoning Ordinance
Contents of City of Placerville Planning Department Project File GPA26-04, ZC26-04, and LLA25-02