

TO: JAMES L. APP, CITY MANAGER

FROM: BOB LATA, COMMUNITY DEVELOPMENT DIRECTOR

SUBJECT: GENERAL PLAN RESIDENTIAL DENSITIES; AD HOC COMMITTEE AND PLANNING COMMISSION RECOMMENDATIONS REGARDING TRANSFER OF DENSITIES AMONG POTENTIAL EXPANSION AREAS

DATE: OCTOBER 21, 2003

Needs: For the City Council to consider recommendations from the ad hoc Committee on the General Plan and the Planning Commission regarding transfer of densities in the Draft General Plan.

Facts:

1. Attached for your information and reference is an outline describing options open to the City with regards to residential densities in potential expansion areas. Illustrations of locations are also attached.
2. These options include transfer of General Plan designations for multi-family densities from two locations outside the City to two other locations outside the City. Both transfers are within the overall density parameters established in the Draft Environmental Impact Report and Draft General Plan.
3. At their meeting of October 9, 2003 the ad hoc Committee on the General Plan discussed and considered the options. The majority of the Committee members recommended support for allowing the discussed density transfers within the context of the proposed General Plan update.
4. The Planning Commission unanimously (6-0) recommends support for the ad hoc Committee's recommendation.

Analysis and Conclusion: Attached are an outline and illustrations describing the General Plan alternatives, the areas of potential City expansion (both Sphere of Influence areas and those not currently in the City's sphere). The outline addresses the questions and issues that have been raised and analyzes options.

Also attached are two charts:

- Expansion Areas Development Potential (considering power lines and before any density transfer)
- Expansion Areas Development Potential (considering power lines and recommended density transfers); labeled Exhibit “A”.

The proposed density transfers have the following components:

- Elimination of the 15 acres of multi-family residential north of Cuesta College;
- Reduction of Our Town multi-family densities from RMF-20 to RMF-9, and maintaining the Paso Robles Vineyards property at RSF-6;
- Transfer of 200 multi-family units to the Beechwood area (areas S-1, E-1, E-2) to permit the properties in that area to be considered for up to 803 dwelling units (eliminating any discounting of development potential). The Specific Plan process would be utilized to designate the type and location of the multi-family units.
- Transfer of 95 multi-family dwelling units to area S-2 (Olsen) to allow a multi-family component on that property. The Specific Plan process would be utilized to designate the type and location of the multi-family units.

The majority of the members of the ad hoc Committee on the General Plan have recommended support for the density transfers. Their recommendation was based on the following considerations:

- There is already an area (C-4) that provides up to 122 multi-family units that could serve Cuesta College staff and students within walking distance of Cuesta College. The Committee concluded that if and when more units are needed in the vicinity of Cuesta College, they can be addressed in a General Plan Amendment.
- The Committee was also concerned about the potential for Covenants, Conditions and Restrictions precluding the possibility of providing multi-family housing in the E-5 area.

- There was also a consensus that the area of the Olsen property adjacent to Linne Road would be suitable for accommodating multi-family residential and that transfer of units from Our Town would balance the amount of multi-family residential north and south of Linne Road.

As noted in the attached analysis, it would appear feasible to transfer density from the Cuesta area and Our Town to the SE area. Considering the number of dwelling units in relation to the total General Plan and the already planned infrastructure, the transfer should not be a significant factor in terms of environmental impacts. Through a clear designation of intent in the Land Use Element of the General Plan and the use of the specific plan process the City can insure that the transferred dwelling units will be used for multi-family development, avoiding the complication of differential trip generation rates.

At their meeting of October 14, 2003 the Planning Commission considered the attached letter from Wayne Condict of Our Town and testimony from property owners and representatives of property owners in the area. The conclusion of the Commission was to recommend a more even distribution of multi-family densities north and south of Linne Road.

As recommended by the ad hoc Committee, Our Town would be reduced from 15 dwelling units per acre to 9 dwelling units per acre, leaving that area with 139 multi-family dwelling units on 15 acres. The suggested transfer to the Olsen Ranch would be 95 multi-family dwelling units. The result would be a more even distribution of multi-family units in this geographic area.

Policy

Reference:

Proposed General Plan Update. All considerations related to the update would be subject to noticed public hearings and formal adoption following certification of a Final EIR on the General Plan update.

Fiscal

Impact:

The fiscal impact of any development in proposed expansion areas would be subject to review through use of the City's Fiscal Impact Analysis model. The Draft General Plan calls for any annexation to be at least neutral in its fiscal impact on the City.

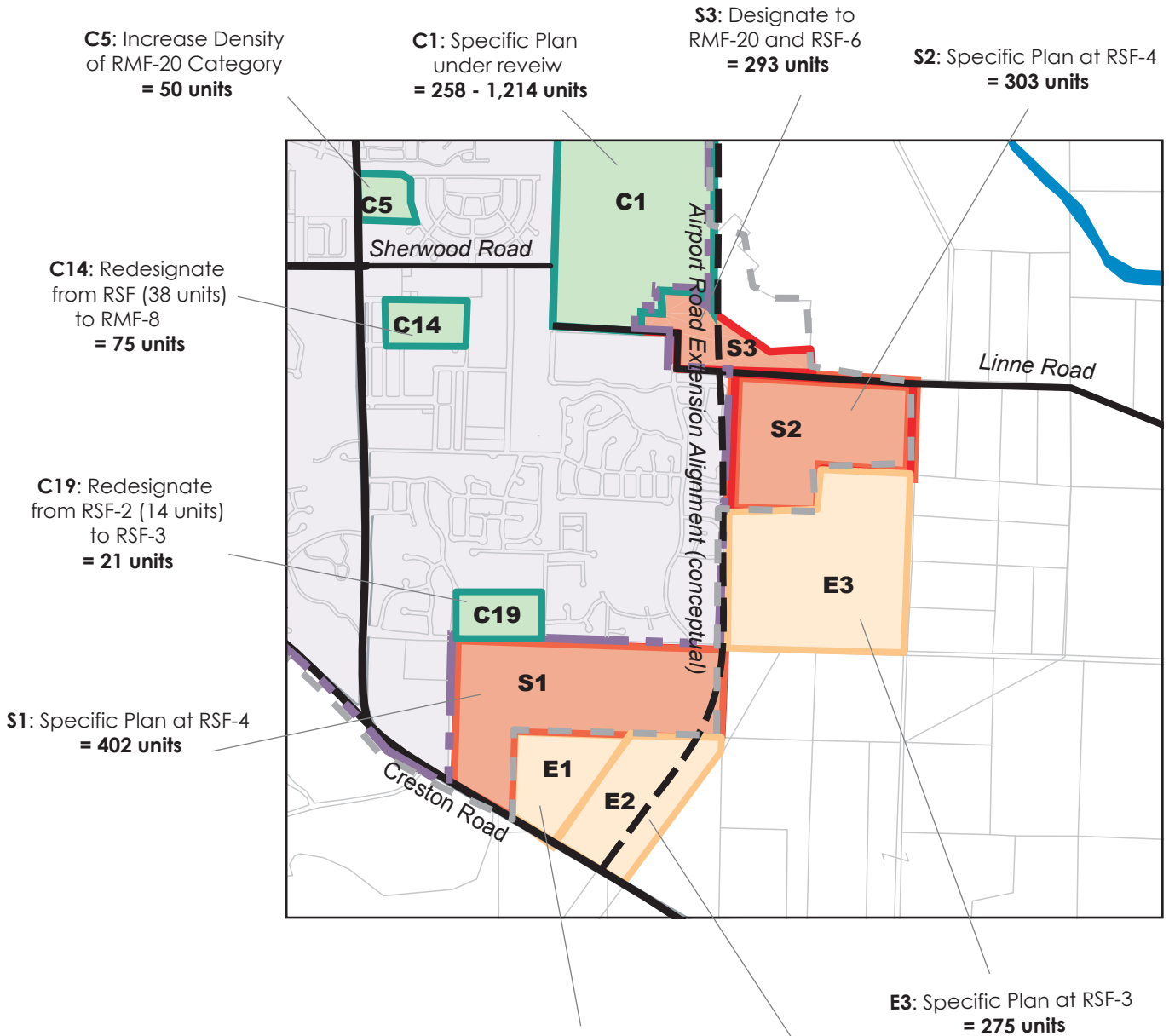
Options:

- a. That the City Council support the recommendations of the ad hoc Committee and Planning Commission regarding the proposed density transfers as illustrated in Exhibit "A" for inclusion in the Draft General Plan to be considered in November / December 2003.
- b. Amend, modify or reject.

Paso Robles General Plan Update

Areas of Potential Change

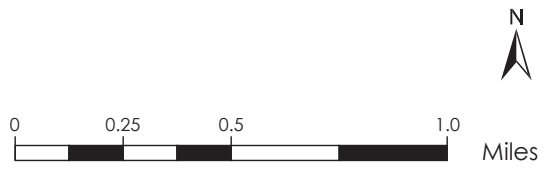
Inset 3



Legend

- Highways
- Major Streets
- Streams
- Railroad
- Existing City Limits
- Existing Sphere of Influence
- Sphere Areas with Expansion Potential
- Potential Growth Beyond the Sphere of Influence
- Potential Change Areas in City
- Potential Overlay Areas Within City

Source: City of El Paso de Robles and Rincon Consultants, Inc.
Revised: 06/09/03



Paso Robles General Plan Update

Areas of Potential Change

Inset 2

E5: Student Housing District
= 232 units

C4: Redesignate from RSF-1 (12 units) to RMF-12
= 122 units

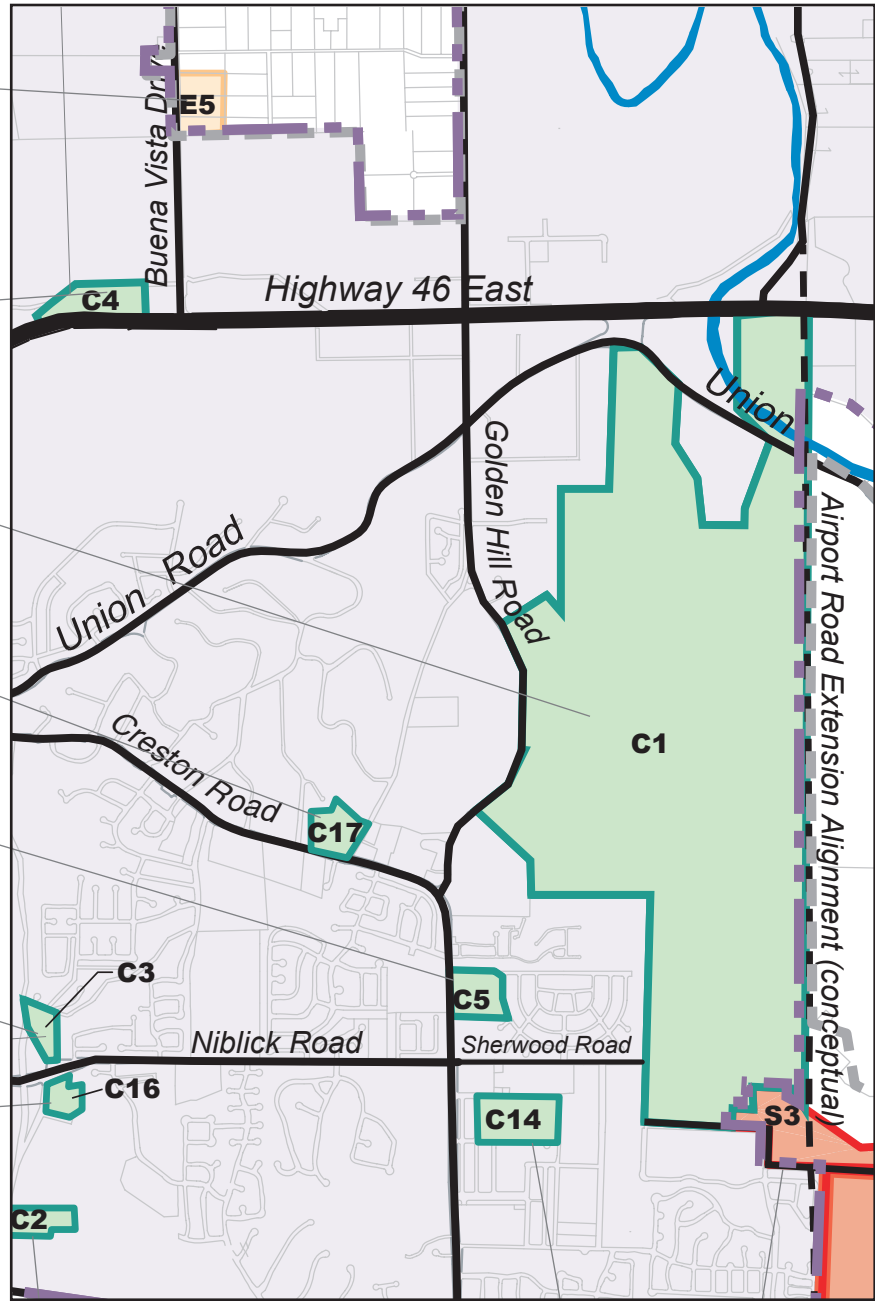
C1: Specific Plan under review
= 258 - 1,214 units

C17: Redesignate from OP (0 units) to RMF-20
= 75 units

C5: Increase Density of RMF-20 Category
= 50 units

C3: Redesignate portion from RSF (17 units) to RMF-12
= 50 units

C16: Redesignate from RC/NC (0 units) to RMF-20/RC/NC
= 110 units



S3: Designate to RMF-20 and RSF-6
= 293 units

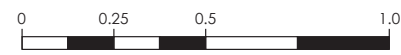
C2: Redesignate from RSF (33 units) to RSF-4/RSF-6
= 47 units

C14: Redesignate from RSF (38 units) to RMF-8
= 75 units

Legend

- Highways
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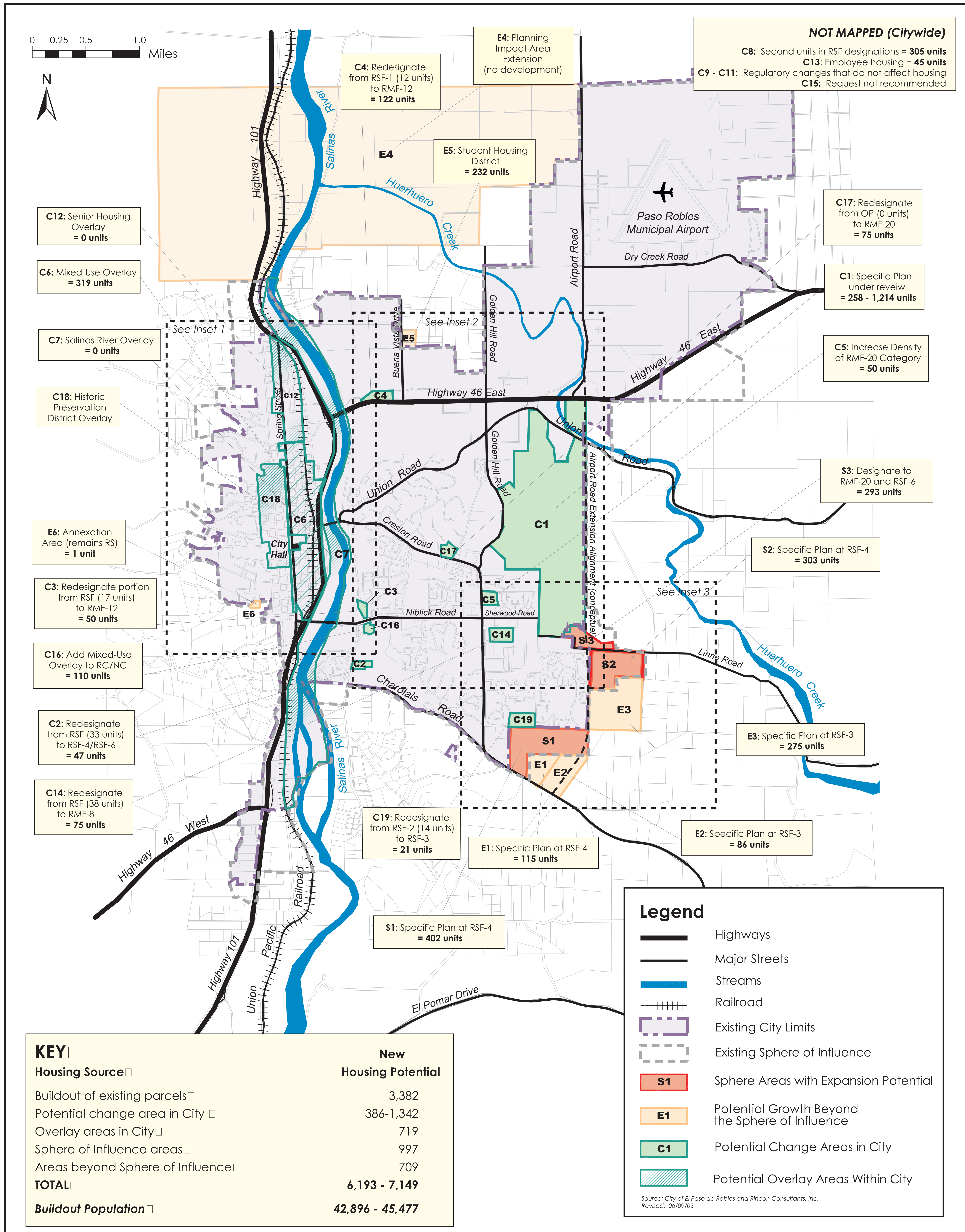
Source: City of El Paso de Robles and Rincon Consultants, Inc.
Revised: 06/09/03



Paso Robles General Plan Update

Areas of Potential Change

Land Use Alternative 1



Expansion Areas Development Potential Considering Power Lines and Including Recommended Density Transfers

Area	Proposed Land Use	Total Acreage	Acreage in PG and E	Useable Acreage	Dwellings on Total Acreage*	Dwellings after Density Transfer
S1	RSF-4	135.4	1.3	134.1	536	402 **
E1	RSF-4	38.0	n/a	38.0	152	115 **
E2	RSF-3	62.0	23.8	38.2	115	86 **
Totals:					803	603
* Assumes land use density multiplied by total acreage						
** Number of allocated single family units assumed to be .75 yield, per Draft EIR calculations.						
*** Configuration and distribution of multifamily units to be determined through Specific Plan process						
S-1	RMF-20	n/a	n/a	n/a	n/a	200***
E-1						***
E-2						***
S-2	RMF-20	n/a	n/a	n/a	n/a	95***
S2	RSF-4	100.87	n/a	100.87	403	303
E3	RSF-3	140.2	18.0	122.2	366	275
Totals:					769	673
E-5	RMF-20	15	n/a	15	300	232
Totals:						232
S-3	RMF-9	15	n/a	15	139	139
S-3	RSF-6	15	n/a	15	90	90
Totals:					229	229

Exhibit "A"

Density in Areas Being Considered for Possible Annexation

Purpose:

To provide background information and present options regarding density and transfers of density in potential City expansion areas.

Background:

- The General Plan update under consideration has four (4) growth scenarios:
 1. The proposed / study maximum growth alternative: up to 45,500
 2. Alternative 1 (moderate growth): up to 44,400
 3. Alternative 2 (minimum growth): up to 42,100
 4. Alternative 3 (current General Plan): up to 35,300
- Each of the three growth scenarios has two components:
 1. Infill (growth resulting from mixed use overlay and increased multi family density)
 2. Expansion of City boundaries on four geographic areas (the amount of geographic expansion varies depending upon the growth scenario)
- Based on the descriptions in the Draft Environmental Impact Report (DEIR), as shown in the attached illustrations, the areas of potential geographic expansion are:
 1. E-5 (student housing north of Cuesta College – up to 232 multi-family units)
 2. S-3 (“Our Town” – up to 293 single and multi-family units)
 3. S-2/E-3 (Neil & Bernard Olsen – 303 units at RSF-4 and 275 units at RSF-3 for a total of 578 single family units)
 4. S-1/E-1/E-2 (various property owners east of Beechwood): with 517 units at RSF-4 and 86 units at RSF-3, for a total of 603 units.

Questions / Issues to be addressed:

Why is there a difference in the DEIR between the density stated (e.g. RSF-4, RSF-3) and the count of potential homes when the acreage is multiplied by the number of dwelling units?

The density yield for each of the potential growth areas was discounted in the Draft EIR based on assumptions that there would be oaks, areas of slope, and other site design issues that would have the effect of limiting the number of single family dwellings. The City's experience has been that applying conventional single family minimum lot sizes and other development standards has yielded between 3 and 4 dwelling units per acre. If, however, a PD and clustering is used, along with less than standard minimum lot sizes, it may be possible to yield up to the full 4 dwelling units per acre (after subtracting areas that would be devoted to streets). Compliance with the City's Hillside Ordinance and Oak Tree preservation ordinance would still apply and could tend to further reduce potential yield.

What is the issue relating to multi-family residential development in the S-1/E-1/E-2 area?

During the later General Plan ad hoc Committee meetings, there was a suggestion made and the ad hoc committee recommended that the properties in the southeast area be given the option of clustering development to include incorporating both mixed use and multi-family densities. At no time was there discussion of requiring multi-family densities in any particular area. (Allowing for multi-family densities would seem a benefit to property owners who may wish to vary the mix of dwelling unit types.)

What does the City understand that the property owners east of Beechwood are seeking?

It would appear that some of the property owners east of Beechwood are seeking to either (a) have no multi-family designations for the area or (b) have increased density (e.g. up to the maximum of 4 dwelling units per acre) so that they can provide multi-family development without reducing the number of potential number of single family homes. In this context, it has been suggested that the City "transfer" density from areas E-5 and/or S-3 to increase density in the southeast area. Neil Olsen has also indicated interest in accommodating multifamily residential units if available.

What are the implications of the property owner requests?

The purpose of the DEIR is to evaluate the impacts of the proposed / study project (in this case the maximum growth scenario), along with specified alternatives. This evaluation looks at traffic and other infrastructure that would be needed to serve the proposed expansion areas.

Traffic is perhaps the most significant issue. Since the properties in the southeast area are already proposed to be included in one or more specific plans, other infrastructure issues can be addressed in that context.

The number of traffic "trips" per household varies between single and multi-family development. Single family homes are typically projected to have 10 trips per day, whereas multi-family developments are projected at 6.75 trips per day. To facilitate transfer of density, there should be no change in the nature of the dwelling units proposed for transfer.

If the City Council wishes to increase the density of properties (for example, in S-2/E-3 or S-1/E-1/E-2), what are the options and the related factors for each option?

The dwelling units shown in area E-5 were multi-family units designed to serve Cuesta College students and/or staff. The presumption was that the number of trips would be reduced by students and/or staff being able to walk to school and/or the planned neighborhood commercial center proposed across from Cuesta College.

If the density from E-5 were proposed to be transferred to another location, the Planning Commission and City Council would need to conclude that there are no significant impacts (beyond what has been identified in the Draft EIR) that would result from the transfer. Based on evaluation of the road network and considering the relatively small number of dwelling units to be transferred, the impacts would seem less than significant.

Are there other factors that need to be taken into consideration?

Traffic impacts City wide (and particularly on Creston Road) are a significant issue for any of the three growth scenarios.

Transferring density from S-3 (Our Town) to either the Olsen or Beechwood properties would not change the fact that any growth will have impacts on City streets.

The time that it will take to complete the annexation process and Specific Plans, plus the processing time for any subsequent developments, will probably insure that new traffic is not generated from annexation areas until the 13th Street Bridge is completed. There will, however, remain serious constraints on the width of streets such as Creston Road, and the need for building the Charolais Road Bridge.

The cumulative impact of growth on traffic will need to be addressed in terms of adequate mitigation measures. The City may wish to consider what type of “phasing” or “metering” of development would best control the amount of traffic on City streets before Creston Road is widened and the Charolais Road Bridge is constructed.

As a part of the Fiscal Impact Analysis, the City will evaluate needed changes to mitigation requirements to insure that the City is held “neutral” in terms of fiscal impacts.

Conclusion:

It would appear feasible to transfer density from the Cuesta area and Our Town to the SE area. Considering the number of dwelling units in relation to the total General Plan and the already planned infrastructure, the transfer should not be a significant factor in terms of environmental impacts. Through a clear designation of intent in the Land Use Element of the General Plan and the use of the specific plan process the City can insure that the transferred dwelling units will be used for multi-family development, avoiding the complication of differential trip generation rates.

Expansion Areas Development Potential Considering Power Lines, Before Any Density Transfer

Area	Proposed Land Use	Total Acreage	Acreage in PG and E	Useable Acreage	Dwellings on Total Acreage*	Dwellings on Useable Acreage (x 0.75 factor)**
S1	RSF-4	135.4	1.3	134.1	536	402
E1	RSF-4	38.0	n/a	38.0	152	115
E2	RSF-3	62.0	23.8	38.2	115	86
Totals:					803	603
* Assumes land use density multiplied by total acreage						
** Assumes land use density multiplied by useable acreage multiplied by 0.75 (as reported in the DEIR)						

S2	RSF-4	100.87	n/a	100.87	403	303
E3	RSF-3	140.2	18.0	122.2	366	275
Totals:					769	578

E-5	RMF-20	15	n/a	15	300	232
Totals:						232

S-3	RSF-6	15	n/a	15	90	67
S-3	RMF-20	15	n/a	15	300	225
Totals:					390	293

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Sent via facsimile: (805) 237-6565

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Subject: Ad Hoc Committee on the General Plan Recommendation Regarding
Transfer of Densities as Scheduled for Planning Commission Consideration
Tuesday, October 14, 2003

Dear Mr. Lata:

I have reviewed the Ad Hoc Committee's recommendation to the Planning Commission as set forth in your memorandum to the Commission dated October 14, 2003. As representative of the interests of the property owners in the Our Town area I must object to the recommendation that a density transfer take place to the effect that the Our Town multi-family density of RMF-20 be reduced to RMF-9.

It is true that in my January letter to you and Tina Ryder I registered opposition to the Composite Plan with its higher density. That opposition was in part due to the reconfiguration of Sherwood Road to bisect the Our Town Tract. But as I see it now, given an Residential Multi-Family designation, it makes sense for us to seek the greatest density acceptable because only something like an RMF-20 would justify a revamping of the Our Town Tract. If the density is reduced to RMF-9 the purchase of the Our Town site makes less economic sense to a multi-family developer.

I understand that you cannot be concerned with these economic consequences to the Our Town owners. Your obligation is to the viability of the overall plan. However, it may make more sense to have the higher densities located nearer to shopping and work - which the Our Town site would provide. It also has the benefit of backing up to vineyards on the east. High-density living is less objectionable if it abuts open space.

I will be unable to attend the meeting tonight. May I ask that you inform the Commission of my concerns. Thank you as always for your consideration.

Sincerely

Wayne A. Condict
Trustee of the Condict Family Trust