

**PLANNING COMMISSION AGENDA**  
**October 21, 2020**  
**CITY COUNCIL CHAMBERS**  
**6:30 p.m.**  
**50 Natoma Street**  
**Folsom, California 95630**

**Pursuant to Governor Newsom's Executive Order N-29-20, members of the Folsom Planning Commission and staff may participate in this meeting via teleconference.**

**Due to the coronavirus (COVID-19) public health emergency, the City of Folsom is allowing remote public input during Commission meetings. Members of the public are encouraged to participate by e-mailing comments to [kmullett@folsom.ca.us](mailto:kmullett@folsom.ca.us). E-mailed comments must be received no later than thirty minutes before the meeting and will be read aloud at the meeting during the agenda item. Please make your comments brief. Written comments submitted and read into the public record must adhere to the principles of the three-minute speaking time permitted for in-person public comment at Commission meetings. Members of the public wishing to participate in this meeting via teleconference may email [kmullett@folsom.ca.us](mailto:kmullett@folsom.ca.us) no later than thirty minutes before the meeting to obtain call-in information. Each meeting may have different call-in information. Verbal comments via teleconference must adhere to the principles of the three-minute speaking time permitted for in-person public comment at Planning Commission meetings.**

**Members of the public may continue to participate in the meeting in person at Folsom City Hall, 50 Natoma Street, Folsom CA while maintaining appropriate social distancing.**

**CALL TO ORDER PLANNING COMMISSION:** Vice Chair Eileen Reynolds, Daniel West, Kevin Duewel, Barbara Leary, Jennifer Lane, Andrew Grant, Chair Justin Raithel

*Any documents produced by the City and distributed to the Planning Commission regarding any item on this agenda will be made available at the Community Development Counter at City Hall located at 50 Natoma Street, Folsom, California and at the table to the left as you enter the Council Chambers. The meeting is available to view via webcast on the City's website the day after the meeting.*

**PLEDGE OF ALLEGIANCE**

**CITIZEN COMMUNICATION:** The Planning Commission welcomes and encourages participation in City Planning Commission meetings, and will allow up to five minutes for expression on a non-agenda item. Matters under the jurisdiction of the Commission, and not on the posted agenda, may be addressed by the general public; however, California law prohibits the Commission from taking action on any matter which is not on the posted agenda unless it is determined to be an emergency by the Commission.

**MINUTES**

The minutes of October 7, 2020 will be presented for approval.

## **WORKSHOP**

1. **Zoning Code Update – Review of Zoning Districts and Development Standards** (Project Planner: Desmond Parrington, Principal Planner)

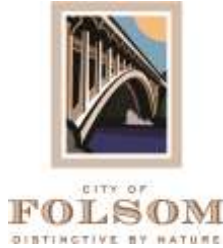
## **PLANNING COMMISSION / PLANNING MANAGER REPORT**

The next Planning Commission meeting is scheduled for **November 4, 2020**. Additional non-public hearing items may be added to the agenda; any such additions will be posted on the bulletin board in the foyer at City Hall at least 72 hours prior to the meeting. Persons having questions on any of these items can visit the Community Development Department during normal business hours (8:00 a.m. to 5:00 p.m.) at City Hall, 2<sup>nd</sup> Floor, 50 Natoma Street, Folsom, California, prior to the meeting. The phone number is (916) 461-6231 and FAX number is (916) 355-7274.

In compliance with the Americans with Disabilities Act, if you are a disabled person and you need a disability-related modification or accommodation to participate in the meeting, please contact the Community Development Department at (916) 461-6231, (916) 355-7274 (fax) or [kmullett@folsom.ca.us](mailto:kmullett@folsom.ca.us). Requests must be made as early as possible and at least two-full business days before the start of the meeting.

### **NOTICE REGARDING CHALLENGES TO DECISIONS**

The appeal period for Planning Commission Action: Any appeal of a Planning Commission action must be filed, in writing with the City Clerk's Office no later than ten (10) days from the date of the action pursuant to Resolution No. 8081. Pursuant to all applicable laws and regulations, including without limitation, California Government Code Section 65009 and or California Public Resources Code Section 21177, if you wish to challenge in court any of the above decisions (regarding planning, zoning and/or environmental decisions), you may be limited to raising only those issues you or someone else raised at the public hearing(s) described in this notice/agenda, or in written correspondence delivered to the City at, or prior to, the public hearing



**PLANNING COMMISSION MINUTES**  
**October 7, 2020**  
**CITY COUNCIL CHAMBERS**  
**6:30 P.M.**  
**50 Natoma Street**  
**Folsom, CA 95630**

**CALL TO ORDER PLANNING COMMISSION:** Barbara Leary, Jennifer Lane, Andrew Grant, Vice Chair Eileen Reynolds, Daniel West, Kevin Duewel, Chair Justin Raithel

**ABSENT:** Grant

**CITIZEN COMMUNICATION:** None

**MINUTES:** The amended minutes of July 1, 2020 and the minutes of July 15, 2020 were approved as submitted.

**PUBLIC HEARING**

**1. PN 20-162, Creekside Drive Medical Office Center Planned Development Permit Modification and Determination that the Project is Exempt from CEQA**

A Public Hearing to consider a request from the Katz Family Partnership for approval of a Planned Development Permit Modification to increase the size of a previously approved medical office center building located on a 1.91-acre site at the southeast corner of East Bidwell Street and Creekside Drive from 11,716 square feet to 17,775 square feet. The Zoning classification for the site is BP PD, while the General Plan Land Use designation is PO. The project is categorically exempt from the California Environmental Quality Act (CEQA) under Section 15332 of the CEQA Guidelines, In-Fill Development Projects. **(Project Planner: Principal Planner, Steve Banks / Applicant: Katz Family Partnership)**

COMMISSIONER REYNOLDS MOVED TO APPROVE A PLANNED DEVELOPMENT PERMIT MODIFICATION FOR DEVELOPMENT OF THE CREEKSIDE MEDICAL OFFICE CENTER PROJECT SUBJECT TO THE FOLLOWING FINDINGS (FINDINGS A-O) AND THE CONDITIONS OF APPROVAL (CONDITIONS 1-49) ATTACHED TO THIS REPORT, WITH AN EDIT TO CONDITION NO. 47 TO STATE:

47. "The building shall have illuminated addresses visible from the street or drive fronting the property. Size and location of address identification shall be reviewed and ~~improved~~ **approved** by the Fire Marshal."

COMMISSIONER LEARY SECONDED THE MOTION, WHICH CARRIED THE FOLLOWING VOTE:

AYES: DUEWEL, LEARY, LANE, REYNOLDS, WEST, RAITHEL

NOES: NONE  
ABSTAIN: NONE  
ABSENT: GRANT

## **NEW BUSINESS**

### **2. PN 20-072, Kidney Dialysis Treatment Center Design Review and Determination that the Project is Exempt from CEQA**

A Public Meeting to consider a request from Market Street Development for Design Review approval for development of an 11,716-square-foot single-story medical building on a 4.28-acre site located near the southwest corner of the intersection of Iron Point Road and Rowberry Drive within the Folsom Corporate Center. The Zoning classification for the site is M-L PD, while the General Plan Land Use designation is IND. The project is categorically exempt from the California Environmental Quality Act (CEQA) under Section 15332 of the CEQA Guidelines, In-Fill Development Projects. **(Project Planner: Principal Planner, Steve Banks / Applicant: Market Street Development)**

COMMISSIONER DUEWEL MOVED TO APPROVE A DESIGN REVIEW APPLICATION FOR DEVELOPMENT OF THE KIDNEY DIALYSIS TREATMENT CENTER PROJECT SUBJECT TO THE FOLLOWING FINDINGS (FINDINGS A-K) AND THE CONDITIONS OF APPROVAL (CONDITIONS 1-50) ATTACHED TO THIS REPORT, WITH AN EDIT TO CONDITION NO. 48 TO STATE:

48. "The building shall have illuminated addresses visible from the street or drive fronting the property. Size and location of address identification shall be reviewed and ~~improved~~ **approved** by the Fire Marshal."

COMMISSIONER REYNOLDS SECONDED THE MOTION, WHICH CARRIED THE FOLLOWING VOTE:

AYES: DUEWEL, LEARY, LANE, REYNOLDS, WEST, RAITHEL  
NOES: NONE  
ABSTAIN: NONE  
ABSENT: GRANT

### **3. PN 20-059, Toll Brothers at Folsom Ranch Clubhouse Design Review**

A Public Meeting to consider a request from Toll West Coast, LLC, for Design Review approval for development of an 18,600-square-foot single-story clubhouse building with recreational amenities on a 5-acre site located on Lot D within the previously approved Toll Brothers at Folsom Ranch Subdivision. The Specific Plan classification for the site is SP-SFHD-PD, while the General Plan Land Use designation is SFHD. The City, as lead agency, previously adopted an Addendum to the Folsom Plan Area Final EIR/EIS for the Toll Brothers at Folsom Ranch Subdivision project on March 10, 2020 in accordance with the requirements of the California Environmental Quality Act (CEQA) Guidelines. **(Project Planner: Principal Planner, Steve Banks / Applicant: Toll West Coast, LLC)**

COMMISSIONER REYNOLDS MOVED TO APPROVE A DESIGN REVIEW APPLICATION FOR DEVELOPMENT OF THE TOLL BROTHERS AT FOLSOM RANCH CLUBHOUSE PROJECT SUBJECT TO THE FINDINGS (FINDINGS A-G) AND THE CONDITIONS OF APPROVAL (CONDITIONS 1-23) ATTACHED TO THIS REPORT, WITH AN EDIT TO CONDITION NO. 22 TO STATE:

22. "The building shall have illuminated addresses visible from the street or drive fronting the property. Size and location of address identification shall be reviewed and ~~improved~~ **approved** by the Fire Marshal."

COMMISSIONER DUEWEL SECONDED THE MOTION.

COMMISSIONER REYNOLDS AMENDED THE MOTION TO APPROVE A DESIGN REVIEW APPLICATION FOR DEVELOPMENT OF THE TOLL BROTHERS AT FOLSOM RANCH

CLUBHOUSE PROJECT SUBJECT TO THE FINDINGS (FINDINGS A-G) AND THE CONDITIONS OF APPROVAL (CONDITIONS 1-23) ATTACHED TO THIS REPORT, WITH AN EDIT TO CONDITION NO. 17 TO STATE:

17. "The owner/applicant shall provide a minimum of ~~seventy-eight (78)~~ **sixty-three (63)** on-site parking spaces.

AND AN EDIT TO CONDITION NO. 22 TO STATE:

22. "The building shall have illuminated addresses visible from the street or drive fronting the property. Size and location of address identification shall be reviewed and ~~improved~~ **approved** by the Fire Marshal."

COMMISSIONER DUEWEL SECONDED THE MOTION, WHICH CARRIED THE FOLLOWING VOTE:

AYES: DUEWEL, LEARY, LANE, REYNOLDS, WEST, RAITHEL

NOES: NONE

ABSTAIN: NONE

ABSENT: GRANT

**PLANNING COMMISSION / PLANNING MANAGER REPORT**

Commissioners are now allowed to attend Commission meetings in-person starting at the October 21<sup>st</sup> meeting with social distancing practices in place.

RESPECTFULLY SUBMITTED,

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Kelly Mullett, ADMINISTRATIVE ASSISTANT

**APPROVED:**

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Justin Raithel, CHAIR



CITY OF  
**FOLSOM**  
DISTINCTIVE BY NATURE

**AGENDA ITEM NO. 1**  
**Type: Workshop**  
**Date: October 21, 2020**

## **Planning Commission Staff Report**

50 Natoma Street, Council Chambers  
Folsom, CA 95630

**Project:** Zoning Code Update - Presentation on Districts, Uses and Development Standards and Direction to Staff  
**File #:** PN 19-051  
**Request:** Review and Comment  
**Location:** Citywide  
**Parcel(s):** N/A  
**Staff Contact:** Desmond Parrington, AICP, Principal Planner, 916-461-6233  
dparrington@folsom.ca.us

**Recommendation:** Please review and comment on the proposed changes to zoning districts, allowed uses, and the design and development standards associated with the City's new Zoning Code. The changes are described in this staff report and will be presented by staff. Staff seeks Commission input on these changes as it works with its consultant team to complete the draft of Article 2 of the new Zoning Code.

**Project Summary:** As discussed in the previous workshop with the Planning Commission on January 15, 2020, development within the City is regulated by the City's Zoning Code (Title 17 of the Folsom Municipal Code) except for areas that are subject to approved Specific Plans. The Zoning Code divides Folsom into different land use districts or zones depending upon the primary land use allowed such as residential, commercial, industrial, or open space districts. As required by State law, the zoning district designation for a parcel must be consistent with the General Plan land use designation for that same parcel.

Due to the outbreak of COVID-19, staff encountered some delays with its workshops, but is returning to the Commission now to discuss some proposed changes and receive input. While much of the City's current zoning districts and development standards remain unchanged, there are a few areas where changes are proposed. These proposed changes come from staff's experience reviewing past development projects, stakeholder feedback, as well as current development trends and industry best practices. In addition, the City's 2035 General Plan directs changes to the Zoning Code to address particular topics, such as mixed-use and transit-oriented development (TOD). Finally, recent changes in State law have resulted in some changes as well. This staff report and presentation will review these changes.

Staff will also provide a brief update on the new zoning proposed for Historic District.



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**AGENDA ITEM NO. \_**  
**Type: Workshop**  
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That work is being handled separately as staff is working with the Historic District Commission on that part of the Zoning Code update. Staff will conduct more workshops with the Planning Commission on additional topics later this year to address other important issues such as parking, signage, and zoning administration.

**Table of Contents:**

1 - Description/Analysis

Submitted,

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PAM JOHNS  
Community Development Director

## ATTACHMENT 1 DESCRIPTION/ANALYSIS

### ISSUES AND ANALYSIS

As noted earlier in this report, most of the districts and development standards in the current Zoning Code will not change. However, there are some areas where changes are proposed. The following lists the areas of changes and explains the reasons for those changes.

Elimination of Unused Base Zoning and Combining or Overlay Districts: After a thorough review of the existing Zoning Code and the Zoning Map, staff determined that there were quite a few zoning districts that were not used anywhere in the City that should be eliminated or replaced. These include:

- Agricultural Reserve District (A-1)
- AV Airport Districts (AV)
- Estate Districts (E-1, E-2)
- Habitat Conservation District (HCD)
- Industrial Frontage District (MF)

Staff is also proposing to replace the Residential, Multifamily Dwelling (R-M) District with the new Residential Compact (R-C) District. The R-M District is an ill-defined district that permitted every residential use allowed in every residential zone. Since the R-M zoning district has typically been used for small lot, single-family development, staff is proposing to replace it with the R-C District, which will include specific design and development standards for small lot, compact residential development. Small lot development is characterized by lot sizes less than 5,000 square feet with reduced front and side yard setbacks (3 to 5 feet), higher densities between 10 and 25 units per acre, and greater lot coverage. Housing types typically found on these lots include smaller single-family homes, townhomes, half-plexes, tri-plexes, and four-plexes. This new district and its proposed development standards are described later in this report.

In addition to the elimination of the unused zoning districts, there were also several overlay or combining districts that have not been used. In many of the cases, the objectives of these districts are already satisfied using existing zoning districts or other zoning tools, such as the density bonus. One example is the Habitat Conservation District (HCD), which has not been used in the City and is already addressed in the Open Space and Conservation District (OSC). The overlay districts that are no longer needed and proposed for elimination are listed below.

- Special Building Site Combining District (-B)
- Special Civic District Combining District (-CD)



- Special Highway Frontage Combining District (-F)
- Special Height Combining District (-H),
- Underground Utility District (-UUD)

Allowed Uses and Regulations: While most of the allowed uses remain the same for each zoning district, recent changes to Federal and State law affect how jurisdictions can regulate certain uses. Recent legal changes affect the following uses:

- Homeless shelters and low barrier navigation centers
- Transitional and supportive housing
- Family day care
- Multi-unit housing (i.e., apartments)
- Accessory dwelling units (discussed previously and address in the new Accessory Dwelling Unit Ordinance, [Chapter 17.105 of the Zoning Code](#))
- Small cell wireless facilities (i.e., 5G devices)

For homeless shelters and low barrier navigation centers, State law has removed some of the obstacles to the development of these uses in areas where multi-unit and mixed-use development are allowed. A low barrier navigation center is housing or a shelter in which a resident who is homeless or at risk of homelessness may live temporarily while waiting to move into permanent housing. Under AB 101, which was approved last year, a low barrier navigation center must be an allowed use in areas zoned for mixed use development and any non-residential zones that permit multi-unit residential uses.

Under AB 2162, which went into effect in 2019, transitional housing and supportive housing must be considered a residential use of property, subject only to those restrictions that apply to other residential dwellings of the same type in the same zone. What this means is that if a transitional housing project is proposed in the R-4 zone it cannot be subject to different permit requirements than that of a market-rate apartment project in the same zone. The same is true of a supportive housing use in a single-family home in the R-1-M zone.

Large family day care homes can provide care for up to 14 children and those historically have been subject to a use permit requirement in Folsom. SB 234 changed the rules this year for how jurisdictions can regulate family day care uses. Large family day care homes must be treated as a residential use of property for purposes of all local ordinances just like the smaller family day care homes serving 8 or fewer children. Cities cannot impose a business license, fee, or tax in order to operate a large family daycare home. As a result, jurisdictions can no longer distinguish between a small and

large day care use operated in a home.

As discussed later in this report, multi-unit housing developments (i.e., apartments and condominiums) can longer be required to obtain a Conditional Use Permit (CUP) and must be reviewed by staff (i.e., ministerial review). Discretionary design review by the Commission or Council is no longer allowed. As part of staff's review, the design must be evaluated using objective design standards in accordance with the requirements of SB 330 (2019), SB 167 (2017), and SB 35 (2017).

In order to support the nationwide deployment of 5G service, the Federal Communications Commission (FCC) adopted new rules that mandate a new review and approval process for small cell and wireless devices. Jurisdictions must now review and either approve or reject, small cell devices within 60 days and must use objective design standards when evaluating the size, design, and placement of these devices. Concerns about radiation or the effects of these devices on people or homes cannot be used as reason for denial. The rules also limit what fees may be charged by jurisdictions and any fee must be cost-based. Furthermore, in new rules approved this year, jurisdictions are prevented from blocking or delaying changes, such as antenna replacements, to existing tower structures, so long as the underlying structure remains. So due to the shot clock requirement, staff is proposing to allow these devices by right subject to the objective design standards. Please note that most of the small wireless installation activity is focused on attachment to existing poles in the City's right-of-way, but that may include streetlights or other poles located on sidewalks in existing residential neighborhoods.

In addition to the use-related changes required by new laws, staff and its consultant team have also done some reorganization and clean up to the extensive list of land uses, several of which are outdated or confusing. These have been consolidated into fewer general categories that are easier to interpret and can adapt to changes in retail and business trends. For example, as shown in the presentation in Attachment 2, smaller retail uses such as a jewelry store, florist, shoe store, etc. would be grouped into one category - Retail Sales, General, Small Format. As new uses emerge, this allows staff to determine which category they fall into based on size and the general type of use in order to determine their permit requirements rather than focusing on whether that specific business type is listed in the code.

Land Use Permit Authority: Currently, there are four levels of land use permit authority (Permitted, Minor Use Permit, Major Use Permit and Temporary Use Permit), but two of those – the Minor CUP and Major Use Permit – both require Commission approval. The only difference between the two is the cost and the anticipated amount of review and number of conditions. Staff is proposing to change the permits so that instead of the Minor Use Permit, there is an Administrative Use Permit (AUP) that would be a Director-level permit. So, the newly established levels of permitting for land uses would be as

follows:

- Permitted (P): Allowed by right if standards or certain conditions are met.
- Administrative Use Permit (AUP): Director-level permit with hearing, noticing and appeal.
- Conditional Use Permit (CUP): Commission-level permit with hearing, noticing and appeal.
- Temporary Use Permit (TUP): Staff-level permit only for temporary uses such as Christmas tree lots and other limited time sales events on private property.

The AUP replaces the Minor User Permit. It is designed for those uses that may require unique conditions and an additional level of review, but generally are less controversial. An example would be a large athletic club in the General Commercial (C-3) Zone or a private charter school in the Central Business (C-2) Zone. These would be handled by the Community Development Director and City staff but would the AUP would involve noticing and a hearing with the ability to appeal a decision to the Commission. For those items that are more controversial and have a greater potential for negative effects on surrounding uses, a CUP would be required and would require noticing, Commission-level review, and hearing with the ability to appeal to the City Council. An example would be a proposal for a bar in the Neighborhood Business (C-1) Zone.

Review and Regulation of Multi-Unit Projects: State law now requires staff-level review of multi-unit development projects (i.e., new single-unit homes proposed with an ADU, duplexes, apartments and condominiums) using objective design standards (refer to Senate Bill 35 of 2017, Senate Bill 167 of 2017, and Senate Bill 330 - Housing Crisis Act of 2019). Staff and our consultant team have developed new draft design standards for use in evaluating multi-unit and residential mixed-use development projects. Design standard topics include standards for the following design areas:

- Primary entrances
- Structure Massing
- Structure Materials and Elements
- Roof design and materials
- Property access
- Common open space
- Street frontage
- Carport and garage design
- Color palettes
- Landscaping
- Storage spaces
- Outdoor lighting
- Trash and recycling enclosures

- Screening
- Stairways

Staff and its consultant team have not completed the draft of the design standards yet, but would appreciate any input the Commission would like to provide on this issue. The full text of the objective design standards will be available as part of the public review draft. However, staff is seeking input from the public and the Commission to ensure that any crucial design topics are not left out.

Changes to Development Standards: With the exception of the new R-C zone and the TOD and East Bidwell Mixed-Use Overlay Zone, staff has not recommended any major changes to the development standards in most zones. The changes in the R-C zone and new overlay zones are discussed later in this staff report. In the City's existing residential zones, the primary change was an increase to the street side yard setback from 11 feet to 12.5 feet to account for Public Utility Easements, which are commonly found on the street side and it is critical that development not encroach onto these areas without a review and permit.

Staff is also proposing to allow a slightly greater building coverage (40%) for single-story homes compared to two-story homes (35%). This is similar to, but less than, what was done in the Lakeview Oaks area of the Empire Ranch Specific Plan through an amendment that was recently approved by the City Council. In the Lakeview Oaks area, Council approved an increase from 45% to 50% building coverage on lots. The reason for the proposed citywide increase from 35% to 40% is because single-story homes present fewer issues in terms of privacy and as the region's population ages single-story homes are an attractive option to seniors or anyone with mobility challenges. As a result, staff is proposing this to provide some flexibility for this type of structure and use.

In the City's commercial zones (C-1, C-2, and C-3), City staff is proposing to allow reduced front setbacks to encourage building placement closer to the street. This is to encourage storefronts that promote visual interest and walkability. Buildings set far back from the street and are dominated by large parking areas discourage pedestrian activity. As more buildings are built closer to the street this creates a pedestrian-friendly environment that encourages people to walk to and patronize businesses near their homes. The most prominent examples in Folsom are Sutter Street and the Palladio. Sutter Street not only has historic architecture, but also has buildings that front the street and create an environment that promotes walking. A more recent development, the Palladio, designed its buildings so that businesses front the sidewalk with large glass windows, entrances, and even outdoor dining, which encourages people to walk and visit those businesses. For side and rear setbacks, staff is proposing to increase the setback distance if the business is adjacent to a residential use. For example, the

current rear yard setback is 12 feet in the C-2 and C-3 zones, but this would increase to 20 feet if adjacent to a residential zone. A similar approach is being used in the City's office and industrial zones (i.e., BP, M-1, M-2).

Minor Modification Tool: In addition to the changes listed above, staff is proposing the creation of a Minor Modification tool. This would allow for up to a 10% modification to a development standard (setbacks, height, lot coverage, etc.) with the approval of the Community Development Director if the applicant met certain findings. Any request in excess of 10% of a particular development standard would require a variance and Commission approval. Use of the tool would be limited to development standards such as setbacks, height, and lot coverage. The new tool would allow a minor change without requiring the applicant to apply for and satisfy the findings for a variance. On occasion, staff gets requests for minor deviations due to existing issues in that area or on the property, but the only tool currently available to approve such a change is the variance. Obtaining a variance is not only time-consuming and extra cost, but in many instances the property owner is not able to satisfy the variance findings. This would give the Director the ability to review and approve or deny such minor requests with new findings that would be established.

New Zoning Districts: City staff is proposing a few new zoning districts and new overlay zones. The purpose of these new zones is to create zones with development standards that allow the type of development that the City has already been approving but with the use of Planned Development (PD) permit with deviations from existing standards negotiated on a case-by-case basis. A key objective with the new overlay zones is to focus new higher intensity development around the City's light rail stations and along the East Bidwell Corridor, where residents would be closer to transit, jobs and services, rather than in existing neighborhoods. Finally, a new Research and Development (R-D) zone is being proposed to support more of this type of development in Folsom, which could bring more local jobs.

Some of these new districts will be created in text in the new Zoning Code and will also be applied directly to the Zoning Map. However, other zoning districts such as the R-C and new R-D would be created in the new Zoning Code, but it would be the decision of property owners whether they would want to want to apply that designation and rezone their property. Since the East Bidwell and TOD Overlays, which are described below, do not impact existing uses those overlay zones would be applied to those area. The overlay designations do not replace the existing zones, but instead give property owners additional flexibility to do residential or mixed-use development.

While staff recognizes that some members of the public as well as Commission

members have expressed reservations about increased density and changes to development standards, what staff is proposing is consistent with the direction of the City’s new 2035 General Plan, the City’s Housing Element, and with a number of the developments the City has approved over the last several years using the PD Permit. The proposed zones attempt to balance those features that make Folsom special (e.g., open space, community, attractive design, etc.) with a need to address market considerations and provide a variety of housing options for the different needs in the community. These proposed new zoning districts are described below.

- **Residential Compact (R-C) Zoning District:** Over the past ten years in Folsom many of the new development proposals have used the Planned Development (PD) Permit and PD Overlay in conjunction with either the Residential Multifamily Dwelling District R-M District or the R-1-M District to develop small-lot residential neighborhoods. Some of these have been well-planned and well-done, while others have not. Currently, the City has no uniform standards for this type of development. Setbacks have varied widely between projects and open space is often limited. For example, side yard setbacks have been 3 feet in some projects and 7 feet in others. Front yard setbacks have ranged from 8 feet to 20 feet. Similarly, lot sizes have ranged from 1,400 sq. ft. to over 6,000 sq. ft.

In the new Residential Compact Development (R-C) Zone would allow for homes on smaller lots (4,000 sq. ft. minimum) and more compact development but would encourage open space. This zone would have specific design standards as well as requirements for common open space to ensure that the development achieves the “distinctive by nature” feel of many of the City’s existing neighborhoods. While this zone would allow for the same height (3 stories) as other single-family residential zones, it would have smaller setbacks (3 to 5 feet for side yards, 5 feet for front, and 5 to 10 feet for rear). It would also allow greater lot coverage up to 70 percent. Examples of development typical of this zone are included in the presentation (refer to Attachment 2). This zone would replace the Residential Multifamily Dwelling (R-M) District, which is an ill-defined district that allows almost any type of residential development.

- **East Bidwell Corridor (EBC) Mixed-Use Overlay Zone:** The 2035 General Plan established a mixed-use overlay on East Bidwell Street from Coloma Street to U.S. Highway 50. To implement this overlay in the new Zoning Code, staff has included a new mixed-use overlay zone that covers the same area as the General Plan overlay. Staff had originally planned to start just with the area between Coloma Street and Blue Ravine Road, but new changes to State law involving issues where the General Plan land use and zoning do not match prompted staff to extend the zoning district to match the General Plan’s East

### Bidwell Mixed Use Overlay boundary.

Staff believes there are opportunities for successful residential and mixed-use projects throughout the corridor that would place new residents closer to jobs, services and shopping and reduce the need for vehicle trips. For example, not only have there already been successful mixed-use developments in the older area of the corridor near Coloma Street, such as Bidwell Pointe, but there are other areas that could be equally successful with the potential for mixed-use and residential development near Mercy Hospital, near Folsom Lake College, near Kaiser’s medical offices, and near the Palladio.

The overlay would not remove any of the existing rights nor change the commercial zoning that these properties have but would allow vertical and horizontal mixed-use as well as residential development if a property owner wished to do that. More residential development should support the existing commercial uses already there and reduce the need for more automobile trips.

Under the proposed overlay on the East Bidwell Corridor, the additional development standards would be the same as those of the current Mixed-Use (M-U) District (refer to [Section 17.23.050 of the current Zoning Code](#)). It would allow building heights of up to 50 feet, zero lot line development, no setbacks unless adjacent to residential development and greater lot coverage. The maximum allowed density would be 30 dwelling units per acre.

- **Transit Oriented Development (TOD) Overlay Zone:** Land Use Goal 4.1 in the City’s 2035 General Plan states that City should “establish transit-supported mixed-use districts near rapid transit stations that support the needs of commuters, residents, employees, businessowners, and patrons.” Staff has proposed use of the TOD Overlay zone around two of the City’s three light rail stations (Iron Point and the Bob Holderness Station at Glenn Drive), which would encourage a variety of uses and denser residential and residential mixed-use development. This would support greater transit ridership and reduce the need for more automobiles and parking in those areas.

For the proposed TOD Overlay, all properties would retain their current base zoning, but the overlay would be an additional layer of zoning that would give the property additional development rights (refer to the exhibit in Attachment 2 for the proposed TOD overlay areas). The development standards would be the same as those of the City’s current Mixed-Use (M-U) District (refer to [Section 17.23.050 of the current Zoning Code](#)). It would allow building heights of up to 50 feet, zero lot line development, no setbacks unless adjacent to residential development and greater lot coverage. The maximum allowed density would be 30 dwelling units per acre. The overlay would only apply to commercial properties within ¼ to ½-mile of the station but would not be applied to already developed lower-density residential sites. The new TOD overlay zone would not

prevent the operation of existing business but would allow vertical and horizontal mixed use as well as residential development if a property owner wished to do that. New auto-oriented uses that are not transit-supportive, such as drive-through restaurants, car washes, car repair shops, etc., would require a Conditional Use Permit.

In the case of the Historic District station, staff will be proposing a TOD overlay to the Historic District Commission, but with development and design standards appropriate to that area. This would add the ability to do transit supportive residential and mixed-use development but would ensure that the design and standards for those uses complement the historic design and scale of the District.

- **Research and Development (RD) Zone:** Staff is proposing a new office and industrial zone for Folsom. While staff is not proposing to rezone any sites to this new zone at this time, staff believes that having a zone that could be used in the event that a property owner or developer wanted to plan for or attract this type of use could help support economic development. This zoning district has similar though slightly more aggressive development standards to that of the BP zone, but with fewer allowed uses to ensure that the zone is used for research and development type uses rather than have the site develop as retail or industrial. The zone is focused not only on research and development uses, but also on additional complimentary uses such as office, limited manufacturing, laboratory space, etc. The zone is designed for larger parcels over 10,000 square feet and, compared to the BP zone, it allows greater height (60 feet) and greater building coverage (80%) with increased setbacks (25 feet) from any adjacent residential uses. These standards would allow not only R&D centers but also technology company campuses.

Update on Historic District Zoning: On September 23, 2020, City staff held a community workshop on the new proposal for zoning in the Historic District. In addition, on October 7, 2020 staff also held a workshop with the Historic District Commission to confirm the new zoning approach and receive input on the draft proposal. The new zoning proposal is based on the Historic District subareas and simplifies the multiple layers of land use regulations that currently exist in the District, while preserving those design and development standards that are working well. The proposal would reduce the number of layers of land use regulations from four to two layers: The General Plan land use designation and the new HD-subarea zone. In general, the Historic District Commission members were supportive of this approach with some additional recommended changes and staff will return with a complete draft of the new zoning proposal for their review later this year.

The new zoning districts proposed for the Historic District are listed below along with



their development focus:

- HD-CEN: Central Subarea - Residential focus
- HD-FIG: Figueroa Subarea - Residential focus
- HD-NRB: Natoma-Riley-Bidwell Area - Mixed commercial and residential focus
- HD-OSP: Open Space/Public Area - Open space, park, and public/quasi-public focus
- HD-PRD: Persifer-Dean Subarea - Residential focus
- HD-RWY: Railroad Wye Subarea - Industrial focus
- HD-RES: Resort Subarea - Industrial/corporation yard focus
- HD-RIV: River Way Subarea - Residential focus
- HD-SUT: Sutter Street - Commercial and mixed-use focus
- HD-PRE: The Preserve - Residential focus

Considerations and Next Steps: Staff is seeking Commission input on the proposed zoning district, allowed uses, development standards, and objective design standards so that staff and our consultant team can complete a draft of this section (Article 2) of the new Zoning Code. Are the approaches proposed by staff and its consultant team going in the right direction? If not, what is a better alternative? Is anything critical missing? As part of its presentation, staff will host a discussion on the different topic areas from Article 2 of the new Zoning Code to gather input so that it can finalize the draft.

Staff will hold additional workshops with the public and the Commissions on other topics this year and early next year. Staff will the present the draft Zoning Code for a detailed review, discussion, and revision (if needed) early next year before proceeding with the adoption hearings.

## **POLICY/RULE**

The City's 2035 General Plan established several policies which are guiding the preparation of the Zoning Code update particularly as it relates to new districts, development standards, design and allowed uses. These policies include:

- LU 1.1.1 Zoning Ordinance: Ensure that the Folsom Zoning Ordinance is consistent with the policies and programs of the General Plan.
- LU 3.1.1 Mixed-Use Nodes: Encourage mixed-use development in nodes located at major intersections that include housing, open space, and offices. This development pattern should reflect best practices in mixed-use

development, in contrast to strip retail developments along corridors.

- LU 3.1.2 Districts and Corridors: Encourage development of diverse mixed-use districts and corridors that address different community needs and market sectors, provide a variety of housing opportunities, and create distinct and unique areas of the city.
- LU 3.1.3 Mixed-Use Design: Encourage mixed-use developments to limit the number of access driveways, minimize building setbacks, and require active edges on ground floor spaces adjacent to sidewalks.
- LU 3.1.4 Compatibility with Adjoining Uses: Encourage development and redevelopment of higher density mixed-use development within districts and along corridors to be compatible with adjacent land uses particularly residential uses.
- LU 3.1.5 East Bidwell Street: Encourage new development along East Bidwell Street by creating a stronger mixed-use development pattern, both horizontal and vertical, with an emphasis on medium- and higher-density housing, while also addressing local and citywide demand for retail and services.
- LU 3.1.6 Central Commercial District: Encourage development of mixed-use projects that create a walkable, vibrant district along East Bidwell Street between Coloma Street and Blue Ravine Road.
- LU 4.1.2 Mix of Uses Near Station: Encourage new development around transit stations that mix retail with a variety of housing and employment options to transform Folsom stations into destinations that take advantage of public investment in transit.
- LU 4.1.4 Restrict Auto-Oriented Uses Around Transit Stations: Restrict new auto-oriented uses (e.g., automobile repair, gas station, car wash, drive through restaurants, mini storage facilities) within one-quarter mile of light rail stations.
- LU 6.1.3 Efficiency Through Density: Support an overall increase in average residential densities in identified urban centers and mixed-use districts. Encourage new housing types to shift from lower-density, large-lot developments to higher-density, small-lot and multifamily developments, as a means to increase energy efficiency, conserve water, reduce waste, as well as increase access to services and amenities (e.g., open space) through an emphasis of mixed uses in these higher-density developments.
- LU 6.1.4 Open Space in Residential Developments: Require open space in each residential development except the following: developments located within a Specific Plan Area that has already dedicated open space, on multifamily parcels of less than 10 acres and, or parcels of less than 20 acres for single family uses surrounded by existing development. Open space includes parklands, common

areas, landscaped areas, paths and trails, and plazas. Open space does not include areas devoted to vehicle parking, streets, and landscaped streetscapes. To achieve the open space guidelines, a developer may be allowed to group the homes at smaller lot sizes around shared open space features, as long as the average gross density does not increase.

- LU 7.1.2 Enhance Vitality of Commercial Areas: Encourage development of underutilized and vacant parcels in commercial zones to improve the aesthetic appearance and enhance the vitality of commercial areas.
- LU 8.1.5 Transit: Encourage new employment uses to locate where they can be easily served by public transit. Transit centers should be incorporated into the project, when appropriate.
- LU 9.1.7 District Identity: Encourage efforts to establish and promote district identities (e.g., urban centers, East Bidwell Street) through the use of signage, wayfinding signage, streetscape and building design standards, advertising, and site-specific historic themes.

#### **ENVIRONMENTAL REVIEW**

This is a workshop and presentation and is not a project as defined by California Environmental Quality Act (CEQA). It is therefore not subject to environmental review.

#### **RECOMMENDATION/PLANNING COMMISSION ACTION**

Review and comment. Please provide input on the proposed changes for Article 2 (Zoning and Development Standards) so that staff can prepare a complete draft of this section.

...APARTMENT DISTRICT  
...RTMENT DISTRICT  
...MULTI FAMILY DWELLING  
...ILER PARKS  
...NG  
...VAL  
...TRICT



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**FOLSOM**  
DISTINCTIVE BY NATURE

City of Folsom  
**ZONING**



# Zoning Code Update

## Article 2: Zoning Districts, Uses, and Standards

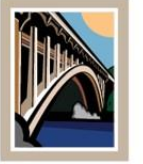
### Planning Commission Workshop

October 21, 2020



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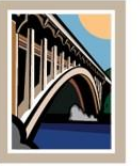
# Background



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- Aug. 2018: New 2035 General Plan requires update of Zoning Code
- Feb. 2019: Council directs staff and consultant team to start update
- April 2019: Special Council/Commission workshop on update
- May 2019: Community workshop
- May - June 2019: Zoning issues survey
- September 2019: Planning Commission zoning issues workshop
- January and June 2020: ADU Ordinance workshops and hearings
- 2-year Zoning Code Update effort concludes late Spring 2021
- More workshops planned with PC, HDC, and Council

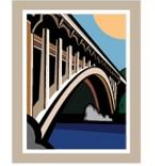
# Current Update Status



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- Project Initiation [Completed]
- Zoning District Provisions [Draft in Progress]
- General Site Planning and Specific Use Standards [Draft in Progress]
- Administrative Provisions [Draft in Progress]
- Public Review Draft Zoning Code and Map
- CEQA Compliance
- Public Review and Adoption
- Implementation

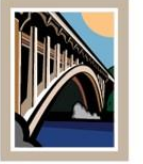
# Elimination of Unused Zones



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- **Unused Existing Zoning Districts:**
  - Agricultural Reserve District (A-1)
  - Airport Districts (AV)
  - Estate Districts (E-1, E-2)
  - Habitat Conservation District (HCD)
  - Industrial Frontage District (MF)
- **Unused or Repetitive Combining/Overlay Districts**
  - Special Building Site Combining District (B)
  - Special Civic District Combining District (CD)
  - Special Highway Frontage Combining District (F)
  - Special Height Combining District (H)
  - Underground Utility District (HHD)

# Allowed Uses

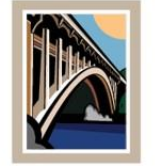


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- Most allowed uses in each district remain unchanged
- State and federal laws changed how City handles these uses:
  - Homeless Shelters and Low Barrier Navigation Centers: Allowed anywhere multi-unit housing is allowed
  - Transitional and Supportive Housing: Regulate the same any residential use
  - Family Day Care Homes: Regulate the same as any residential use
  - Multi-Unit Housing: No discretionary design review; objective design standards only
  - Accessory Dwelling Units: No discretionary review if under 800 sf and less than 16ft tall
  - Small Cell Wireless Facilities (i.e., 5G devices): 60-day time limit on review; must use objective design standards



# Allowed Uses



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Consolidated similar uses with the same permit requirements into more general categories. For example:

## ***Existing Retail Categories***

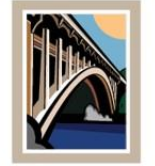
- Grocery Store
- Hardware Store
- Florist
- Shoe Repair
- Jewelry Store
- Pet Supply
- Bookstore
- Gun Shop



## ***New Retail Categories***

- Retail Sales, General, Small Format
- Retail Sales, General, Medium Format
- Retail Sales, General, Large Format
- Retail Sales, Restricted

# Land Use Permit Authority



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- Staff propose 4 levels of land use permit authority:
  - **Permitted (P)**
    - Allowed by right if standards or conditions are met
    - Use is intended for that zoning district
  - **Administrative Use Permit (AUP)**
    - Director-level permit with hearing, noticing, and appeal to Commission
    - Acceptable use in zone, but may need additional review or conditions
  - **Conditional Use Permit (CUP)**
    - Commission-level with hearing, noticing and appeal to City Council
    - For controversial uses and uses with potential for negative effects
  - **Temporary Use Permit (TUP)**
    - Staff level permit for temporary uses
- Replaces current system of minor and major Commission-level CUP

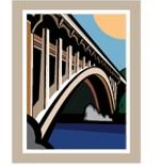
# Review of Multi-Unit Projects



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- Design review must be done by City staff
- No hearings or appeal allowed
- City must establish objective design standards for review of project
- Applies to all multi-unit development projects, including:
  - A single-family home proposed with an ADU
  - Duplexes, half-plexes, tri-plexes
  - Apartments
  - Condominiums
- Discretionary design review still allowed for single custom homes and single-family subdivisions

# Objective Design Standards

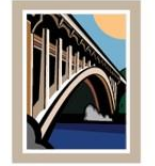


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What is an “objective design standard”?

*“Objective design standard” means a design standard that involves no personal or subjective judgment by a public official and is uniformly verifiable by reference to an external and uniform benchmark or criterion available and knowable by both the development applicant or proponent and the public official before submittal of an application. (Government Code Section 66300(a)(7))*

# Objective Design Standards

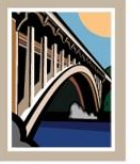


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Objective design standards proposed for the following areas:

- Primary entrances
- Building massing
- Structure materials and elements
- Roof design and materials
- Property access
- Common open space
- Street frontage
- Carport and garage design
- Color palettes
- Landscaping
- Storage spaces
- Outdoor lighting
- Trash and recycling enclosures
- Screening
- Stairways

# Development Standards



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- Few changes to development standards
- Proposed residential changes include:
  - Residential street side yard setback to increased from 11 to 12.5
  - Building coverage increase for single-story homes from 35% to 40%
- Proposed commercial changes include:
  - Increased side or rear setback when adjacent to residential
  - Reduced front setback to bring storefronts closer to the street
    - Creates visual interest and promotes pedestrian activity
    - Done successfully on Sutter Street and in Palladio development

# Minor Modification Tool



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- Variance is only tool to address request for minor changes
- Staff recommends new Director-level tool to address minor changes
- Would only apply to change to a development standard (i.e., setback, height, etc.)
- Would need to meet certain findings to be approved
- Major modifications would need Commission-approved variance
- Avoids time and cost associated with variance for minor deviations
- Example:
  - Request for a 1' reduction to required 20' front setback to address rear slope issue.

# New Zoning Districts

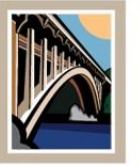


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- The following new zoning districts are proposed:
  - Residential Compact Zone
  - East Bidwell Corridor Mixed-Use Overlay Zone
  - Transit Oriented Development Overlay Zone
- Overlay adds to, but does not replace, existing zoning
- Supports Housing Element and General Plan goals and policies
- Concentrates density and new development along corridor and around TOD instead of in existing neighborhoods
- Responds to market trends and industry best practices



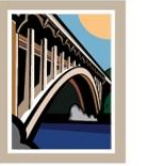
# Residential Compact Zone



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- Would replace existing R-M Zone
- Zone for compact residential development such as townhome projects
- Allows for reduced setbacks (3-5') to allow more common open space
- Designed to reflect market trends and projects previously approved
- Removes need to use PD-permit and to negotiate deviations
- Establishes objective design standards
- Likely density between 12-25 du/ac
- Allows for mixed of housing types

# Residential Compact Zone Examples

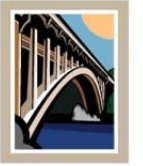


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## Metro Square Project, Sacramento



# Residential Compact Zone Examples

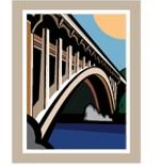


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**McKinley Village, Sacramento**



# Residential Compact Zone Examples

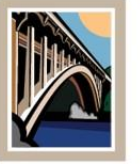


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**Cottage court development, Kirkland, WA**



# Residential Compact Zone Examples

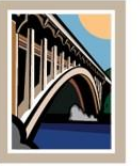


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**Compact Residential Project, Los Gatos, CA**



# Residential Compact Zone Examples



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**Three-plex at Woodbury Village, Irvine, CA**



# East Bidwell Mixed Use Overlay Zone



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- Implements General Plan land use designation for corridor
- Covers area from Coloma Street to U.S. Highway 50
- Protects all existing commercial development rights, but adds ability to do mixed-use and residential
- Mirrors the existing Mixed-Use (M-U) District standards, including:
  - Maximum height of 50 feet
  - Zero lot line, no setback unless adjacent to residential
  - 30 dwelling units per acre
- Successful examples already exist on East Bidwell
- Creates flexibility if retail uses decline
- Places residents closer to jobs, transit, and services
- Does not require commercial use on ground floor

# EBC Overlay Zone Examples



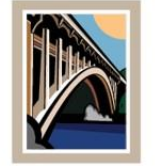
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**Marsh Street Commons Project, San Luis Obispo, CA**





# EBC Overlay Zone Examples

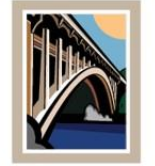


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## Example: Corridor transformation



# EBC Overlay Zone Examples



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## Example: Corridor transformation



# TOD Overlay Zone



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- Applies to areas with ½-mile of City's light rail stations
- Aligns with SACOG's Transit Priority Areas
- Modified approach for Historic District station given unique area
- Applies to commercially-zoned properties and undeveloped residential sites
- Adds ability to do higher density residential and mixed-use development
- Mirrors the existing Mixed-Use (M-U) District standards, including:
  - Maximum height of 50 feet
  - Zero lot line, no setback unless adjacent to residential
  - 30 dwelling units per acre
- No impact to existing uses
- New non-transit supportive uses would require a CUP
- Supports transit use, reduces need for more auto trips

# TOD Overlay Zone - Examples

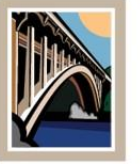


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**Mission Meridian Village – South Pasadena, CA next to Meridian Gold Line Station**



# TOD Overlay Zone - Examples



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**Richmond Transit Village – Richmond, CA next to BART Station**



# TOD Overlay Zone - Examples



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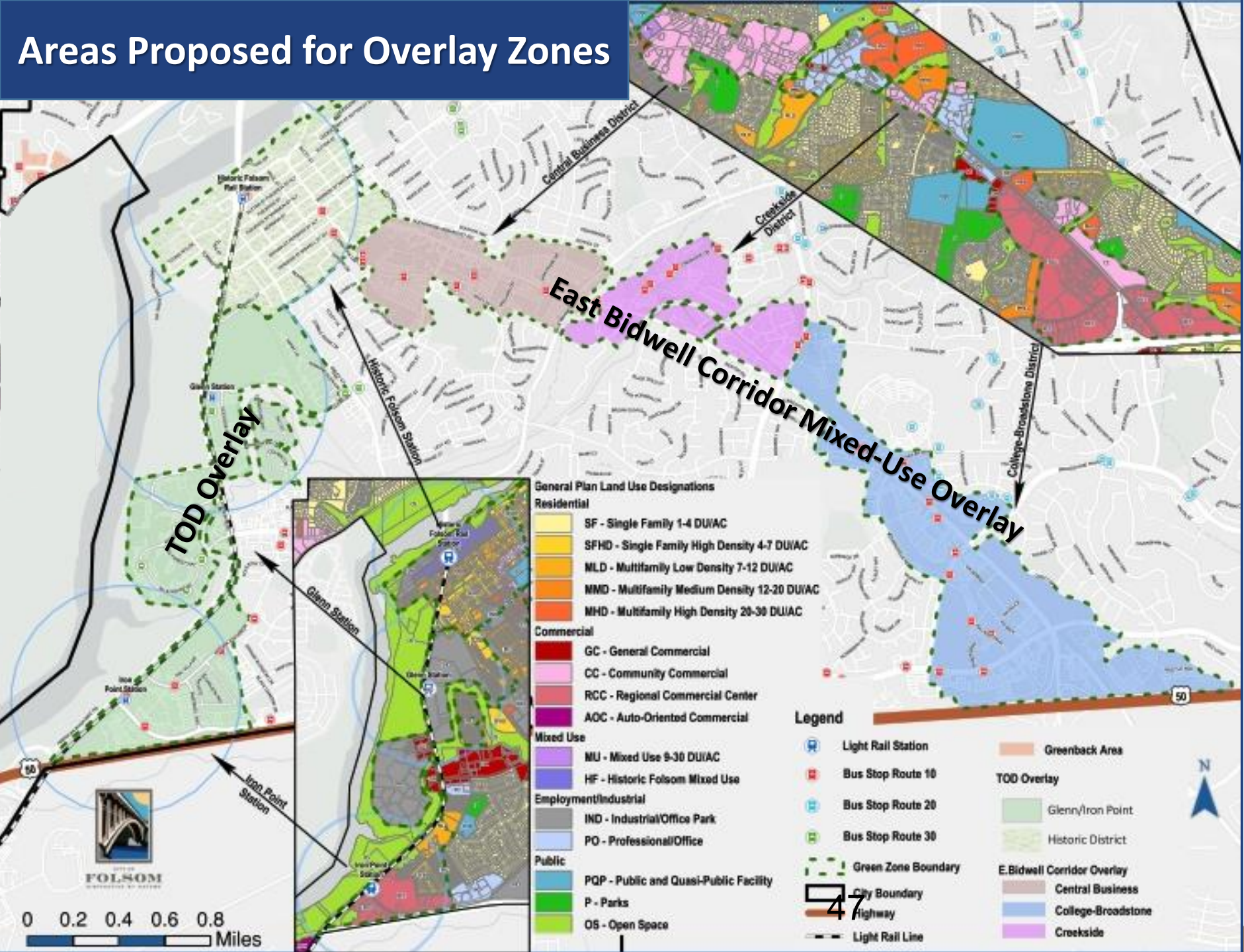
**Locale @ State Street – Fremont, CA near Fremont BART Station**



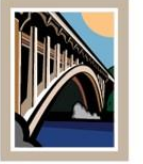
# Areas Proposed for Overlay Zones



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# R&D Zone

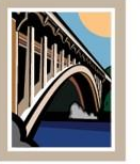


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- New zone created to support research and development uses
- Similar standards to existing BP Zone
- More limited uses to ensure zone is used for R&D including:
  - Office
  - Light manufacturing
  - Research
  - Labs
- No sites would be rezoned to this
- Available to property owners and developers to encourage this use



# New Proposed HD Districts



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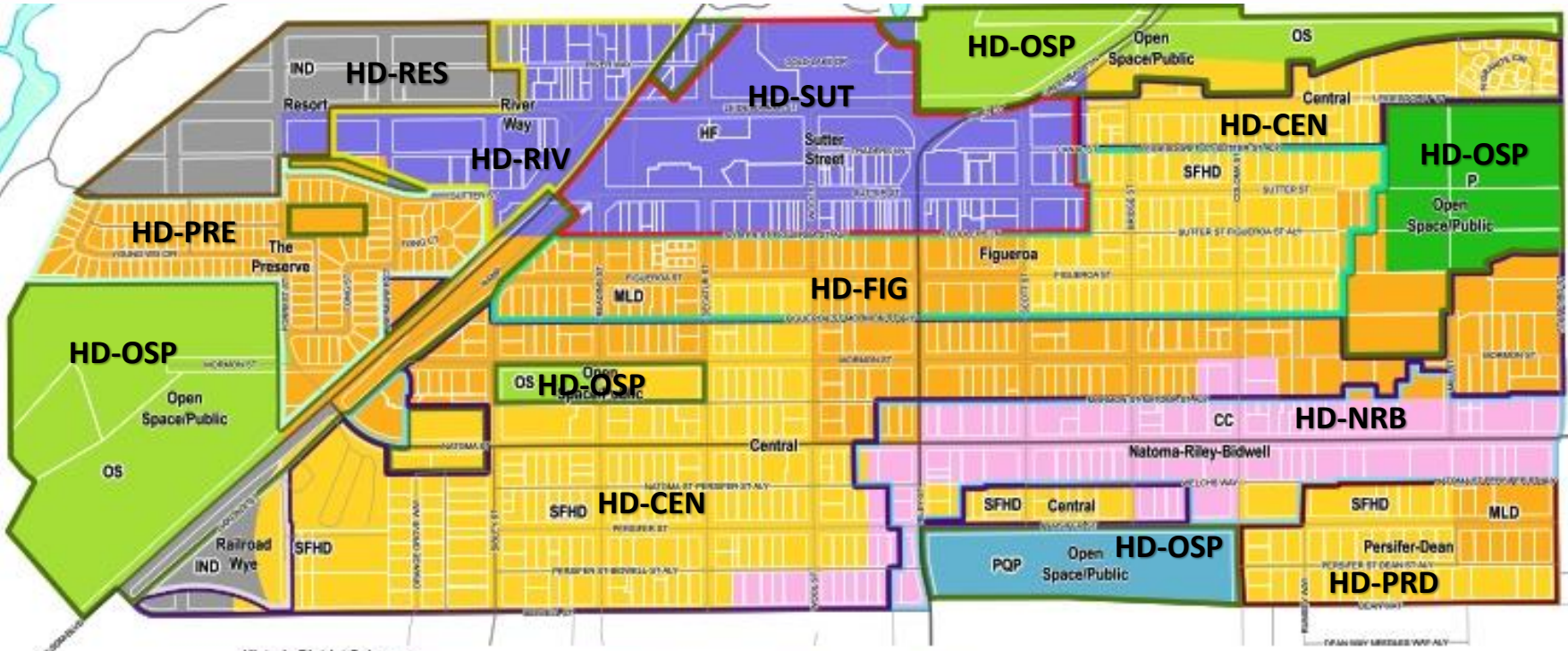
New HD zoning districts to be based on primary areas and subareas:

- HD-CEN: Central Subarea - Residential focus
- HD-FIG: Figueroa Subarea - Residential focus
- HD-NRB: Natoma-Riley-Bidwell Area - Mixed commercial and residential focus
- HD-OSP: Open Space/Public Area - Open space, park, and public/quasi-public focus
- HD-PRD: Persifer-Dean Subarea - Residential focus
- HD-RWY: Railroad Wye Subarea - Industrial focus
- HD-RES: Resort Subarea - Industrial/corporation yard focus
- HD-RIV: River Way Subarea - Residential focus
- HD-SUT: Sutter Street - Commercial and mixed-use focus
- HD-PRE: The Preserve - Residential focus

# New HD Zoning, Land Use and Subareas



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**Historic District Subareas**

- |          |                      |               |           |               |
|----------|----------------------|---------------|-----------|---------------|
| Central  | Natoma-Riley-Bidwell | Persifer-Dean | Resort    | Sutter Street |
| Figueroa | Open Space/Public    | Railroad Wye  | River Way | The Preserve  |

**GP Designations**

- Residential**
- SF - Single Family 1-4 DU/AC
  - SFHD - Single Family High Density 4-7 DU/AC
  - MLD - Multifamily Low Density 7-12 DU/AC
  - MMD - Multifamily Medium Density 12-20 DU/AC
  - MHD - Multifamily High Density 20-30 DU/AC

**Commercial**

- GC - General Commercial
- CC - Community Commercial
- RCC - Regional Commercial Center
- AOC - Auto-Oriented Commercial

**Mixed Use**

- MU - Mixed Use 9-30 DU/AC
- HF - Historic Folsom Mixed Use
- Employment/Industrial
- IND - Industrial/Office Park
- PO - Professional/Office

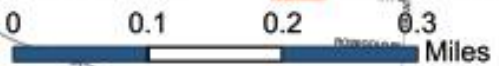
**HD-OSP** Proposed Zoning

**Public**

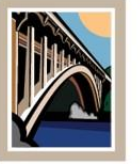
- PQP - Public and Quasi-Public Facility
- P - Parks
- OS - Open Space



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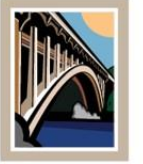
# Key Issues/Considerations



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- Elimination of Unused Zoning and Combining Districts
- Changes to Allowed Uses: Consolidation and State/Federal Laws
- Revised Approach to Land Use Permitting
- Review of Multi-Unit Projects and Use of Objective Design Standards
- Development Standard Changes and Minor Modification Tool
- New Zoning Districts and New Overlay Zones
- Any Issues Not Addressed?

# Next Steps



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- Staff will complete draft of Article 2
- Additional workshops on topics such as:
  - Parking
  - Signage
  - Zoning process and procedures
- Will prepare draft for Commission and public review in early 2021