

**COMMUNITY DEVELOPMENT
ELEMENT**

II. COMMUNITY DEVELOPMENT ELEMENT

A. POPULATION AND HOUSING

1. Purpose

The purpose of this section is to discuss historic and projected population growth and to determine present and future housing needs with the ultimate goal of providing adequate housing for all economic segments of the community.

Note: The Placer County General Plan Housing Element is incorporated in this - Community Plan by reference. The following information is more specific housing and population information relative to the Horseshoe Bar/Penryn Community Plan.

2. Goals

- a. ENSURE THAT SOUND AND ADEQUATE HOUSING IS PROVIDED TO ALL RESIDENTS AT DESIRABLE LOCATIONS, INCLUDING CONSIDERATION OF TRANSPORTATION FACILITIES, SCHOOL FACILITIES, AND PROXIMITY TO MAJOR EMPLOYMENT CENTERS.
- b. PROVIDE ADEQUATE OPPORTUNITIES FOR AFFORDABLE HOUSING TO MEET THE FUTURE NEEDS OF ALL RESIDENTS, WHILE MAINTAINING COMPATIBILITY WITH EXISTING ADJACENT LAND USES (GENERAL COMMUNITY GOAL #8).
- c. PROMOTE SAFE, INNOVATIVE AND ENERGY EFFICIENT RESIDENTIAL DEVELOPMENT.
- d. PROVIDE FOR RESIDENTIAL DEVELOPMENT WHICH CREATES FUNCTIONAL, ATTRACTIVE, COHESIVE NEIGHBORHOODS WHICH ARE CLOSELY TIED TO ADJOINING NEIGHBORHOODS.

3. Policies

- a. The design of future residential developments should emphasize character, quality, livability and the provision of all necessary services and facilities to insure their permanent attractiveness.
- b. Replace or renovate substandard housing and improve deteriorating residential areas through continued enforcement of building, zoning, health and seismic safety codes.
- c. Encourage the use of passive and direct solar collection and incorporate home design innovations which limit energy consumption.
- d. Limit high and medium density residential development to areas which are compatible with surrounding land uses, and have available public services including direct access to an existing transportation network to reduce commuting distances to employment centers.
- e. Encourage developments which create a sense of community by fostering human interaction through subdivision design, pathways, interconnecting trail systems, on-site recreation opportunities, etc.

- f. Encourage neighborhood design which accommodates pedestrian, bicycle and equestrian traffic while still providing for safe automotive circulation.
- g. Discourage the subdivision of property into parcels less than 2.3 acres in size if the property seeking entitlements abuts existing agricultural uses.
- h. Acknowledge that the Plan provides large areas for rural-residential, rural estate, and small agricultural parcels, and that much of the growth in the Plan area will occur on such parcels.
- i. Recognize that characteristics such as steep topography, geologic problems, and lack of services such as public water, public transportation and local employment centers inhibit the opportunities for low-moderate income housing.

4. Population

Population projections play a major role in the formulation of a community plan. They are an important factor in determining land use as well as transportation and public service facilities to accommodate the anticipated growth. Care must be taken in the use of population projections since they are based on assumptions as to what will occur in the future. Unforeseen changes in the social or economic climate of an area can significantly alter the actual growth rate.

Historical Growth

There were approximately 6,459 persons living within the Horseshoe Bar/Penryn Community Plan area in 1990 (source: 1990 Federal census). Projection A is based on the assumption that the Horseshoe Bar/Penryn area will continue to grow at a 2.0% annual growth rate experienced by the Plan area over the last ten years. This projection would indicate that 9,598 people will reside in the Plan area by 2010. Projection B was prepared by the economic consulting firm, Recht Hausrath and Associates, and was based on a variety of assumptions. They determined that the unincorporated areas of Placer County would grow at a 1.2 % annual growth rate. This projection would indicate that 8,199 people would reside in the Plan area by 2010. When the Plan area reaches its holding capacity, which occurs when the area is completely built out, the total population is projected to be 13,740 persons.

5. Housing

Existing Conditions

Based on a 1990 land use study prepared by the Placer County Planning Department, there were approximately 2,292 housing units in the Plan area. The number of vacant units is based on a 3.55 % vacancy rate from the 1990 census.

Table 1
Horseshoe Bar/Penryn Housing Types
1990

Housing Type	Housing Units	Vacant Units	Occupied Units
Single Family Dwelling	2,292	81	2,211
Mobilehome Park	100	4	96
TOTAL	2,392	85	2,307

Table 1 shows that the primary housing type is the single-family dwelling with 96% of the units being of that type. The remaining 4 % are units located within the Glenbrook Mobile Home Park (MHP). The predominance of single-family housing units is a reflection of the demand for this type of housing and the rural character of the Plan area.

According to the 1990 census, the median household income in the Horseshoe Bar/Penryn area was \$48,942 which was significantly higher than the County average of \$37,601. There were approximately 13.8% of the residents reporting incomes of less than 80% of the County median which is the standard for determining low income. The majority of persons were employed in either the executive administration and management, professional, or the administrative support fields.

Housing Need

The need for future housing is based on the community's projected population. These increased population figures would indicate a demand for approximately 1,074 housing units by the year 2010 based on Projection A and 595 housing units based on Projection B as illustrated in Table 2. Since the County has not had an application for a new mobile home park in the past 15 years and the cost of suitable land has skyrocketed in recent years, it appears very unlikely that a new mobile home park will be provided in the near future. It is the intent of this Plan to help preserve the mobile home park as a source of affordable housing for the area. When the Plan area reaches its holding capacity, there will be approximately 5,165 housing units.

Table 2
Horseshoe Bar/Penryn Housing Needs

Population 1990	Percent Growth	Population 2010	Population Increase 1990-2010	Average Household Size	Number of New Units Needed
6,454	1.2%	8,199	1,705	2.8	609
6,454	2.0%	9,598	3,104	2.8	1,109

Table 3
 Projected Horseshoe Bar/Penryn Housing Needs by Housing Type
 (Based on Current Distribution of Housing Available)

% of Housing Type	Existing Housing Type	Units 1990	Additional Units 2010	
			1.2% Growth	2.0% Growth
96%	Single Family	2,292	585	1,065
4%	Mobilehome Park	100	24	44
TOTAL		2,392	609	1,109

6. Affordable Housing

The Placer County Housing Element, updated in 1992, provides background information on a number of County-wide goals and policies on housing related issues (see pages 6-23). The affordable housing goal of the housing element is:

GOAL: TO PROVIDE A CONTINUING SUPPLY OF AFFORDABLE HOUSING TO MEET THE NEEDS OF EXISTING AND FUTURE PLACER COUNTY RESIDENTS IN ALL INCOME CATEGORIES.

As mandated by the State, the County is required to provide its fair share of affordable housing as determined by the appropriate regional housing need. This regional allocation has been determined by the Sierra Planning Organization, for the period between 1990 and 1997, and is shown in Table 4. The housing need identified here is for the Horseshoe Bar/Penryn Community Plan area. Also shown on this table is the annual income for each category as well as affordable housing costs.

Table 4
 Unincorporated Placer County Regional Housing Allocation

Income Category	Annual Income*	Monthly Housing Costs	1990-1997** Additional Housing Units Needed for Plan Area
Very Low	\$13,900 - 26,000	\$347 - 655	95
Low	\$22,250 - 41,900	\$556 - 1,047	70
Moderate	\$33,560 - 62,900	\$834 - 1,572	88

* Range reflects 1-8 persons per household. Information from the 1991 Addendum to the Placer County Housing Element.

** Information from Sierra Planning Organization. These figures are based on an average growth rate of 2.19%. These figures represent the percentage of households in the County located within the Horseshoe Bar/Penryn Community Plan area.

Housing Programs - Implementation

Placer County has developed the following programs to assist in providing adequate housing for all economic segments of the community.

- a. Adopted an ordinance that allows for a "second residential unit" either attached or detached with separate living facilities for one or more persons to be constructed in residential zone districts providing a Conditional Use Permit is first obtained and certain standards are satisfied.

Responsible Agency/Department: Planning Department

Time Frame: On-going

Funding: Permit Fees

- b. Adopted a density bonus ordinance for rental units which provides for additional units over the general plan or zoning limitation of a parcel, assuming the developer requests to build a portion of the units for very low or lower income households. Units must be affordable based on HUD Section 8 income requirements.

Responsible Agency/Department: Planning Department

Time Frame: On-going

Funding: Public/Private

- c. The County continues to participate in the Community Development Block Grant Program to provide infrastructure and housing rehabilitation grants and loans.

Responsible Agency/Department: Community Services Department

Time Frame: On-going

Funding: Public/Private

- d. Private developers are encouraged to participate in the Federal and State Housing programs designed to provide for low and moderate income housing.

Responsible Agency/Department: Public/Private Partnerships

Time Frame: On-going

Funding: Public/Private

The following are some additional programs that were adopted in the recently amended Housing Element to help promote affordable housing: These programs are expected to be implemented between 1993 - 1995. See pages 55 through 66 of the Placer County Housing Element for detailed implementation information on individual programs.

- e. The Planning Department will establish a procedure for giving highest priority in the review process to low income housing projects.

Responsible Agency/Department: Planning Department

Time Frame: On-going

Funding: General Fund

- f. The County will amend the Zoning Ordinance so that the allowed residential density for mixed use projects in a commercial zone is based on the total lot size, without deducting the portion of the site used for commercial buildings.

Responsible Agency/Department: Planning Department
Time Frame: 1994/95
Funding: General Fund

- g. The County will amend the "second unit" provisions of the Zoning Ordinance to allow detached secondary units when such units are located above a garage or similar accessory building on lots less than 2.3 acres in area and the impacts on neighborhood character are not significant.

Responsible Agency/Department: Planning Department
Time Frame: 1994/95
Funding: General Fund

- i. The County will activate a public housing authority.

Responsible Agency/Department: Planning Department/Community Services Department
Time Frame: 1994/95
Funding: General Fund

- j. The County shall support the creation of a nonprofit housing development corporation whose primary focus will be to serve the Placer County area.

Responsible Agency/Department: Community Services Department
Time Frame: 1994/95
Funding: General Fund

- k. The County will adopt a new density bonus ordinance to encourage rental housing. Multi-family projects with more than four units and that provide at least 50 percent of the units as rentals affordable to moderate or lower income households may be eligible for a density bonus of 25 percent.

Responsible Agency/Department: Planning Department
Time Frame: 1994/95
Funding: General Fund

- l. The County will adopt an ordinance or resolution waiving 50 percent of the - development related fees for projects in which 10 percent of the units are affordable to very low income households, or 20 percent of the units are affordable to low income households.

Responsible Agency/Department: Board of Supervisors
Time Frame: 1994/95
Funding: General Fund

- m. The County will adopt a mobile home park conversion ordinance. Such an ordinance shall (a) discourage the permanent loss of mobile homes, (b) provide long-term notice to tenants prior to conversion, (c) provide options for tenant purchase, (D) shall require relocation assistance for households displaced when such a conversion is approved, and (e) conform to other applicable provisions of State Law.

Responsible Agency/Department: Planning Department

Time Frame: 1994/95

Funding: General Fund

Inclusionary Zoning Requirements - Implementation

One of the policies of the housing element requires that an inclusionary housing provision be incorporated into all new or updated community plans. The inclusionary zoning requirements for this Plan are as follows:

- a. All new housing projects of 100 or more units on land that has received an increase in allowable density through either a public or privately-initiated general plan amendment, community plan amendment, rezoning or specific plan shall be required to provide at least 10 percent of the units to be affordable to low income households. The low-income units shall be available concurrently with the market-rate units. All such units shall remain affordable for at least 20 years.

In cases where developers actually construct the low-income units, the project shall be eligible for a 10 percent density bonus. The Land Use Element and Zoning Ordinance will be amended to avoid potential conflicts with minimum lot size standards in cases where the density bonus option is exercised.

In cases where the County determines that it is impractical for the developer to actually construct the units on site, the County may as an alternative allow the dedication of land sufficient to accommodate at least 10 percent of the units for low-income households and/or payment of an in-lieu fee. In cases where land dedication is deemed suitable, such land shall be offered in fee to the County, or to another public or non-profit agency approved by the County. The amount of the in-lieu fee shall be determined on a case-by-case basis. The County may require the developer to fund an analysis showing how contributions of in-lieu fees could be best utilized to create the desired number of low-cost units.

Responsible Agency/Department: Planning Department/Community Services Department

Time Frame: On-going

Funding: General Fund

or:

- b. All new housing projects of less than 100 units on land that has received an increase in allowable density through a general plan amendment, community plan amendment, rezoning, or specific plan shall be required to pay an in-lieu fee of 1 percent of the total estimated land and construction cost of the project, for use in producing affordable housing. Alternatively, the County may waive the fee in cases where lower income units are included in the project and the Board of Supervisors finds that the number of lower income units is commensurate with the numbers that could be built or leveraged through the fee.

Responsible Agency/Department: Planning Department/Community Services Department

Time Frame: On-going

Funding: General Fund

Since the Horseshoe Bar/Penryn Plan area does not include a substantial amount of land available for higher density residential uses or contains the infrastructure necessary to provide affordable housing, it is expected that the Plan area will provide a minimal amount of affordable housing for the County. Areas in the County which have the resources to provide affordable housing include Auburn/Bowman, Tahoe City/Kings Beach, and new areas to be designated during the County-wide General Plan Update. The Plan area will need to rely primarily on second residential units and the inclusionary zoning provisions to provide the area's affordable housing.

B. LAND USE

1. Purpose

This section of the Horseshoe Bar/Penryn Community Plan identifies the various land use designations used, as well as the goals and policies established herein to implement the Plan. It relies heavily on the 1975 Loomis Basin General Plan, and carries forward many of the same ideas. It is also consistent with all other sections of the Plan. The extent of the various designations used, and the densities permitted within those areas, is dictated, in part, by the policies contained in other sections, particularly the Public Services and Facilities Chapter. Similarly, other portions of the Plan are directly affected by the Land Use Chapter. For example, the need for schools, fire stations, park facilities and circulation system improvements is based on the cumulative density identified by the location and size of the various land use designations.

The Horseshoe Bar/Penryn Community is known for its visually pleasing, predominantly rural/residential areas. The principal characteristics are the wooded countryside, rolling terrain, country roads, natural stream corridors, fields of wild grasses and wildflowers, scenic vistas, great groves of oak, buckeye, etc., open fields, large lots, and graceful buildings, which are subordinate in appearance to the land. The land use policies contained herein have been formulated to enhance the rural and natural qualities of this unique community.

Land use policies are designed to prevent the overuse of land and to control the intensity of use. The overuse or overcrowding of individual sites with primary residential or accessory uses creates environmental impacts such as excessive traffic, drainage problems, soil erosion, loss of vegetation and other resources, and destroys the open, rolling terrain, and natural characteristics of the community.

The following table provides a summary of the Plan's different land use designations including acreage, dwelling units, and potential population.

Table 5
Horseshoe Bar/Penryn Community Plan Land Use Designations

Designation	Acres	Maximum Dwelling Units	Holding Capacity Population
High Density Residential (4-10 du/ac)	12	96	258
Medium Density Residential (2-4 du/ac)	51	163	439
Low Density Residential (.4-2.3 ac. min.)	502	1,004	2,701
Rural Residential (2.3-4.6 ac. min.)	7,524	2,617	7,040
Rural Estates (4.6-20 ac. min.)	7,172	1,148	3,087
Penryn Parkway	166	0	0
Industrial	26	0	0
Commercial	38	0	0
Riparian Drainage	635	0	0
Open Space	494	0	0
TOTAL	16,620	5,028	13,525

Notes:

- a. Population is based on 2.69 persons per dwelling unit.
- b. Reduction of 20% in potential dwelling unit yield is used to reflect land area required for roads and other non-developable areas.
- c. Total Plan Area is approximately 16,620 acres.
- d. Highest density within each land use designation is used to determine maximum dwelling units.
- e. No dwelling units are assumed for the commercial designations even though multi-family residential is permitted within the implementing zoning district.
- f. Dwelling units within the Penryn Parkway reflect the non-commercial base zoning and districts.
- g. It is unlikely that the maximum densities permitted by the Community Plan and/or zoning will actually be attained due to various policies contained in the Plan relating to subdivision design and preservation of open space/natural features.

2. Goals

- a. PRESERVE AND MAINTAIN THE RURAL CHARACTER AND QUALITY OF THE PLAN AREA. FACTORS THAT CONTRIBUTE TO THIS RURAL CHARACTER INCLUDE THE PREDOMINANCE OF NATURAL VEGETATION (BOTH IN THE LOWER OAK GRASSLANDS AND STREAM CORRIDORS) AND OPEN SPACE; THE DE-EMPHASIS ON "URBAN" TYPE IMPROVEMENTS, SUCH AS STREET LIGHTS AND SIDEWALKS; A CLOSE INTERRELATIONSHIP BETWEEN PEOPLE AND NATURE; A HARMONIOUS COEXISTENCE BETWEEN LARGE-LOT STEWARDSHIP THAT IS FOSTERED BY THE PRESERVATION OF LARGE PARCELS.
- b. USES OF LAND IN THE PLAN AREA SHOULD GENERALLY BE RESTRICTED TO RESIDENTIAL SITES; CONSERVATION AND OPEN SPACE PRESERVES FOR WATERSHED PROTECTION, AIR QUALITY PROTECTION, SCENIC ENJOYMENT AND RECREATION; AGRICULTURAL PURSUITS, AND SUCH COMMERCIAL USES AS ARE NECESSARY TO SERVE THE NEEDS OF THE COMMUNITY, AS WELL AS PROVIDE FOR REASONABLE OR ACCUSTOMED SERVICES TO LOCAL RESIDENTS.
- c. PRESERVE AND PROTECT THE NATURAL WATERWAYS, RIPARIAN AND WETLAND AREAS, AND THE FLOODPLAINS.
- d. PRESERVE AND PROTECT THE FOLSOM LAKE WATERSHED BY LIMITING THE EXTENT OF DEVELOPMENT WITHIN THIS SENSITIVE AREA.
- e. PROVIDE FOR A TRANSPORTATION SYSTEM THAT SUPPORTS THE SOCIAL AND ECONOMIC WELL BEING OF THE PEOPLE WHILE MAINTAINING THE AREA'S NATURAL RURAL ENVIRONMENT TO THE GREATEST EXTENT POSSIBLE (GENERAL COMMUNITY GOAL #7).
- f. MAINTAIN COMPATIBILITY BETWEEN NEIGHBORING LAND USES.
- g. ENSURE ADEQUATE ALLOCATION OF LAND USE DESIGNATIONS FOR PUBLIC FACILITIES (I.E. SCHOOLS, PARKS) AT A LEVEL NECESSARY TO MEET THE NEEDS OF EXISTING AND FUTURE RESIDENTS.
- h. PROVIDE ONLY THOSE COMMERCIAL AND PROFESSIONAL SERVICES AND FACILITIES WHICH ARE NECESSARY TO MEET THE RECURRING NEEDS OF THE AREA'S RESIDENTS AND WHICH ARE SCALED TO MEET ONLY THE LOCAL RESIDENTS' NEEDS (EXCEPTING PENRYN PARKWAY). IN THE HISTORIC DOWNTOWN PENRYN AREA, ENCOURAGE NEW DEVELOPMENT (RESIDENTIAL AND COMMERCIAL) WHICH IMPROVES THE ECONOMIC VIABILITY OF THE AREA WHILE ENHANCING ITS HISTORIC CHARACTER.
- i. MAINTAIN THE PENRYN PARKWAY COMMERCIAL AREA AS A HIGHWAY-SERVICE ORIENTED RETAIL AREA WHICH ALSO ALLOWS FOR RESIDENTIAL USES. DEVELOPMENT SHOULD CAREFULLY CONSIDER THE IMPACTS ON SURROUNDING LAND USES AND EXPAND THE RANGE OF COMMERCIAL USES TO BETTER SERVE THE LOCAL RESIDENTS AS WELL AS THE AREA'S VISITORS (GENERAL COMMUNITY GOAL #6).

- j. GROUP RELATED FACILITIES ATTRACTIVELY FOR CONVENIENT USE AND DISCOURAGE, EXPANDING COMMERCIAL AREAS ALONG ARTERIALS WHICH WOULD DETRACT FROM THE SCENIC CHARACTER OF THE AREA.
- k. DISCOURAGE ISOLATED, REMOTE AND WALLED-OFF DEVELOPMENTS THAT DO NOT CONTRIBUTE TO THE SENSE OF COMMUNITY DESIRED FOR THE AREA.
- l. PROVIDE FOR THE GROUPING OR CLUSTERING OF RESIDENTIAL BUILDINGS WHERE THIS TYPE OF DEVELOPMENT WILL MAXIMIZE THE OPPORTUNITY TO PRESERVE SIGNIFICANT NATURAL RESOURCES, NATURAL BEAUTY, OR OPEN SPACE WITHOUT GENERALLY INCREASING THE INTENSITY OF DEVELOPMENT OTHERWISE POSSIBLE.
- m. ASSURE THAT ALL BUILDING SITES AND RESIDENCES ARE DEVELOPED IN A MANNER MINIMIZING DISTURBANCE TO \ NATURAL TERRAIN AND VEGETATION AND MAXIMIZING PRESERVATION OF NATURAL BEAUTY AND OPEN SPACE.
- n. LOCATE NOISE SENSITIVE LAND USES WITHIN AREAS OF ACCEPTABLE NOISE LEVELS.
- o. ENCOURAGE THE CONTINUED USE OF THE WILLIAMSON ACT TO PRESERVE PRODUCTIVE AGRICULTURAL LANDS. MAINTAIN PRODUCING AGRICULTURAL USES, SUCH AS ORCHARDS, CHRISTMAS TREE FARMS, GRAZING LANDS, AND HORSE RANCHES WITHIN AGRICULTURAL AREAS.
- p. PUBLIC SERVICE DESIGNATIONS ON THE LAND USE PLAN ARE NOT INTENDED TO IDENTIFY SPECIFIC PROPERTIES, BUT RATHER A NEED FOR SUCH A FACILITY IN THE GENERAL AREA.
- q. ENSURE THAT RESIDENTS ARE REASONABLY PROTECTED FROM SAFETY HAZARDS.

3. Policies

- a. Property shall be developed with minimum disturbance to the natural terrain. The natural environment shall be retained or restored as much as possible.
- b. Retention of open space shall be considered in the review of all - discretionary applications for development.
- c. Individual sites shall be landscaped attractively so as to integrate - the entire development visually with the overall natural qualities of the planning area. Appropriately landscaped buffer areas of adequate size shall be provided to shield adjacent residential developments from commercial or industrial activities. Residential areas shall be protected from noise, unsightliness, odor, and other nuisances. Indigenous materials shall be used where practical.
- d. Population densities within the planning area should be guided by considerations of topography, geology, vegetative cover, preservation of natural terrain and resources, and access to transportation and service facilities.