



CITY OF ORLAND STAFF REPORT

MEETING DATE: September 24, 2026

TO: City of Orland Planning Commission

FROM: Jake Morley, City Planner

SUBJECT: Lakewest Parkside Project – General Plan Amendment and Rezone of 5.7 acres (APN 041-262-028) of land at the southwest corner of South Street and Pabst Avenue.

BACKGROUND:

On August 27, 2026 the Planning Commission held a public hearing for the Lakewest Parkside project consisting of 5.7 acres located at the southwest corner (APN 041-262-028) of South Street and Pabst Avenue, directly south of the Glenn County Fairgrounds located at 1310 Pabst Avenue, which consists of:

General Plan Amendment (2024-02)

Amend the General Plan designation from Low Density Residential (6 dwelling units per acre) to High Density Residential (25 dwelling units per acre).

Rezone (2024-02)

Rezone the subject property from the R-1 Single-Family zoning district to the R-3 Multiple-Family zoning district to be consistent with the proposed General Plan Amendment.

During the public hearing, the city staff and city attorney noted that the previous determination that the project was exempt from the California Environmental Quality Act (CEQA) pursuant to CEQA Guidelines section 15061(b)(3), commonly called the common-sense exemption, may not be the most appropriate determination for the project, in that such exemption has a very high standard.

During the public hearing, the applicant noted that previous staff completed an Initial Study on the project and that the document could be used for the project. Staff were unaware that the document existed and told the Commission that it could exist and would need time to locate it and determine its adequacy for the new project. As such, the Commission continued the item to the following Planning Commission hearing and directed staff to work with the applicant to source the initial study document.

Previous Environmental Analysis

In 2008, staff prepared an Initial Study that resulted in a Mitigated Negative Declaration (IS/MND). That document analyzed a 23-lot single-family subdivision known as Penbrook Tentative Subdivision Map (Penbrook). The scope of this analysis was not for a General Plan Amendment or Rezone of the site, as Penbrook project used the existing R1 Single Family zoning. Using the stated densities and gross acreage as a rough comparison, the proposed land-use change could increase the site's theoretical capacity from approximately 34 units to approximately 143 units, compared with the 23 lots studied in 2008. Actual development capacity would be determined through later project review.

The environmental analysis resulted in an IS/MND because the 23-lot subdivision was found to have environmental impacts, and mitigation measures would need to be incorporated to lessen those impacts. Mitigation measures in the IS/MND related to Air Quality, Cultural Resources, Hazardous Materials, Hydrology, and Noise.

After locating the document, staff advised the applicant that the 2008 IS/MND, by itself, did not evaluate the proposed General Plan Amendment and Rezone. Staff asked the applicant whether a later environmental document addressing the current proposal had been prepared.

The applicant then provided staff with a copy of a June 2025 Addendum to the Penbrook IS/MND that was completed by previous staff. The Addendum notes that since the original 2008 approval, the proposed project has been modified multiple times and various addenda have been prepared. This 2025 Addendum then looked at the Penbrook project and analyzed a General Plan Amendment from Low Density Residential to High Density Residential and a zone change from R1 – Residential One Family to R-3 Residential Multiple Family – Professional Zone.

Staff Analysis

CEQA Guidelines section 15164, an Addendum is an environmental document that is used when minor technical changes or additions are needed for the previously approved environmental document (IS/MND). This section of the code is for minor design modifications or changes (i.e., road layout). Creating an Addendum does not involve additional decision-making integration or public review.

Under CEQA Guidelines section 15162, further environmental review is required when substantial changes to the project or its circumstances, or new information of substantial importance, may cause a new significant environmental effect or a substantial increase in the severity of a previously identified effect.

A General Plan Amendment and corresponding zoning designation change may result in taller buildings, greater lot coverage, more parking and paved surface areas, and increased activities through increased residences, vehicles, and traffic. The designation change may increase demand on water, sewer, storm drains, fire protection, police services, schools, and parks. The existing record does not adequately show that the reasonably foreseeable effects of development at the proposed R-3 intensity were evaluated against current conditions and CEQA standards. Updated review should address, as applicable, transportation and vehicle miles traveled, air quality and greenhouse gases, noise, utilities and service capacity, drainage, biological and cultural resources, and tribal cultural resources. The City should also document compliance with SB 18 – Tribal Consultation Law, which requires consultation for the General Plan Amendment and, if a new CEQA document is prepared, compliance with AB 52 – Tribal Cultural Resources to the extent applicable.

RECOMMENDATION

Upon further review of the project, applicable CEQA requirements and the reasonably foreseeable development allowed under the proposed General Plan designation of High Density and R-3 Multi-Family zoning designation, staff has determined that the existing record does not support the prior exemption determination.

In particular, the proposed increase in residential density warrants additional evaluation of potential transportation, utility, noise, air-quality and other environmental effects. Staff therefore withdraws from its prior CEQA recommendation and recommends that the project be continued without a date certain, pending preparation of an Initial Study and the appropriate environmental document.

Future public hearings will receive new public notices, including mailed notices in compliance with Orland Municipal Code and publication in the local newspaper. Pursuant to CEQA requirements, future CEQA analysis will also be published on CEQAsubmit as well as sent to regulatory agencies for review and comment.

PUBLIC COMMENTS

Staff received a public comment regarding the proposed project (**Attachment A**) that discusses several topics.

ATTACHMENTS

- A. Public Comment received on 9/9/2026