

The undeveloped portion of the existing Carson Creek Specific Plan to be amended currently allows Research and Development and Industrial uses and does not allow residential uses. The proposed amendment contemplates a potential addition of 415 residential units and 18,500 square foot of commercial use over 138 acres, exceeding the maximum 1,700 age-restricted residential units and 40,000 square foot of commercial in the adopted CCSP.

The Specific Plan area is currently a mixture of developed and vacant land located south of White Rock Road and immediately west of the El Dorado Hills Business Park (Exhibit A). The specific site is approved for Research and Development and Industrial development as part of the Carson Creek Specific Plan (CCSP).

In accordance with Board Policy J-6, this report is intended to assist the applicant in identifying potential project issues and solutions, consider alternative designs, and receive early feedback from the Board of Supervisors in an informal workshop, thereby improving the quality and feasibility of a future development application.

Project Description

The proposal would require an amendment to the Carson Creek Specific Plan to allow for residential and commercial development in the plan area that currently allows Research and Development and industrial uses. The proposed future development project would include a mix of commercial, a community center, open space, and feature an age restricted residential development of 415 residential units and 18,500 square foot of commercial, located on APNs 117-680-007, 117-680-003, 117-680-004, 117-680-008, 117-680-016, 117-570-013, 117-570-017, 117-570-018 consisting of approximately 138 acres.

The project consists of the following:

Specific Plan Amendment

1. Amending 57.0± acres of Industrial (IND) and 33.3± acres of Research and Development (R&D) and 12.6± acres of Open Space (OS) to 84.1± acres Residential Village and 3.1± acres of Community Center (CC);
2. An increase of Open Space (OS) area from 12.6± acres to 13.5± acres; and
3. Addition of 1.7± acres of Commercial

Rezone

1. Amending 57.0± acres of Industrial (IND) and 33.3± acres of Research and Development (R&D) and 12.6± acres of Open Space (OS) to 84.1± acres Single Family High Density (SFHD) and 3.1 acres of Community Center (CC);
2. An increase of Open Space (OS) area from 12.6± acres to 13.5± acres; and
3. Addition of 1.7± acres of Local Convenience Commercial (LC)

The purpose of the change is to provide the potential for continued development of the age-restricted single family residential units and commercial uses within the Carson Creek Specific Plan. No change to the 30-acre Park designated area is contemplated.

Pre-Application Information

Applicant: Lennar Homes of California, Inc.

Request: Pre-application for a Conceptual review for a proposed specific plan amendment for the Carson Creek Specific Plan to allow residential and commercial uses in the plan area that currently allows Research and Development and Industrial uses (Exhibit E).

Location: South side Golden Foothills Parkway approximately 1,615 feet south of the intersection with Carson Crossing Drive, in the El Dorado Hills area, District 2 (Exhibit A). The proposed project site is located within the southern portion of the Carson Creek Specific Plan (CCSP), South of Highway 50 and West of Latrobe Road and the El Dorado Hills Business Park.

APN: 117-680-007, 117-680-003, 117-680-004, 117-680-008, 117-680-016, 117-570-013, 117-570-017, 117-570-018 (Exhibits A and B)

Acreage: 138 acres

General Plan: Adopted Plan (AP)-Carson Creek Specific Plan (Exhibit C)

Zoning: Carson Creek-Specific Plan (CC-SP) (Exhibit D)

Background

The Carson Creek Specific Plan (CCSP) was adopted by the Board of Supervisors in 1997. On September 27, 1999, the Board of Supervisors approved amendments to the CCSP that included a maximum 1,700 age-restricted residential units, preserved natural open space, and non-residential uses. The Carson Creek Specific Plan functions as its own General Plan and Zoning Ordinance.

The existing approved residential portion of the CCSP is near build out; however, the portion designated as R&D and Industrial remains undeveloped. The intention of the Applicant is to provide a continuum of housing choices for the age-restricted community and local commercial development in this part of El Dorado Hills.

General Plan Land Use Designation/Consistency

Development on the proposed site is regulated by the Carson Creek Specific Plan (CCSP). The project site has a General Plan land use designation of Adopted Plan (AP) – Carson Creek Specific Plan. This land use category recognizes areas for which specific land use plans have been prepared and adopted. An Adopted Plan (Specific Plan) may have any of the land uses and zoning designations that are approved under that plan.

Specific Plans are a set of policies and development standards that apply to a specific geographic area that offer flexibility to create zoning standards appropriate for that location. Under the Carson Creek Specific Plan, the zoning for portion to be amended allows Research and Development and light Industrial uses.

The specific plan is a tool for implementing the General Plan, and must be consistent with the General Plan. The proposed specific plan amendment to allow the residential development through the adoption of a specific plan amendment is required to be found consistent with the General Plan. A formal application to amend the Specific Plan would be reviewed for consistency with applicable policies of the General Plan, including, but not limited to: General Plan 2.2.1.1 (Land Use Designations), 2.8.1.1 (Lighting), TC-Xa (Direct and Cumulative Traffic Impacts), TC-Xf (Minimizing Impact to County Road System), 5.2.1.3 (Connection to Public Water System), 5.7.3.1 (Connection to Public Sewer System), 6.5.1.2 (Analysis of Noise Effects), 7.3.3.4 (Wetland Buffers), 7.4.4.4 (Oak Canopy Retention and Replacement), and 10.2.1.5 (Public Facilities and Services Financing Plan). For this project, no General Plan Amendment is needed, although an amendment to the CCSP would be required.

Zoning Consistency

The project area is designated as R&D and Industrial by the CCSP. The CCSP functions as its own Zoning Ordinance. The R&D, Research and Development zone is intended to provide areas for the location of high technology, non-polluting manufacturing plants, research and development facilities, corporate and industrial offices, and support service facilities in a rural or campus-like setting, such as a business park environment. The Industrial zone is applied to lands for manufacturing and associated retail or service activities, wholesaling, and other industrial uses, where the primary activity is conducted within a building or buildings, or in outdoor storage or activity areas.

The applicant would choose to rezone the property to one of the residential zone districts within the Carson Creek Specific Plan. The equivalent zone within the Zoning Ordinance would be Single-Unit Residential (R) depending on the housing density proposed within the Specific Plan. The specific development zones within the CCSP range from parcel sizes from 3,000 square feet to 7,000 square feet with a corresponding zone district of CC3K to CC7K.

Staff Analysis

General Plan Amendment Criteria Consistency

BOS Policy J-6 identifies Criteria for Initiation of General Plan Amendments to be used in evaluating applications. Planning staff has prepared the following analysis based on the Policy J-6 criteria:

1. Policy J-6 Criteria 1: “The proposed Application is consistent with the goals and objectives of the General Plan.”

Analysis: The proposed Carson Creek Specific Plan Amendment project would amend the CCSP to add residential and commercial use with the removal of R&D and Industrial uses and would maintain consistency with the existing policies of the adopted Carson Creek Specific Plan involving Land Use, Utilities, Circulation, Fire Protection, Conservation, Cultural Resources, and Public Health and Safety.

2. Policy J-6 Criteria 2: “Public infrastructure, facilities and services are available or can be feasibly provided to serve the proposed project without adverse impact to existing or approved development.”

Analysis: The proposed project is within the Carson Creek Specific Plan. The plan area is partially developed residentially and is located in an area where existing public infrastructures (e.g. roads, utilities) can be extended to serve the proposed development.

The proposed project would not be anticipated to result in adverse impacts to existing or approved development as it would install or extend the necessary public facilities to support the project.

The General Plan includes policies regarding infrastructure that would be evaluated during formal project review include but not limited to: TC-Xa (Direct and Cumulative Traffic Impacts), TC-Xf (Minimizing Impact to County Road System), TC-Xg (Dedication of Right-of-Way, Design or Construct or Fund Improvements), 5.1.2.1 (Adequacy of Public Services), 5.2.1.2 (Adequate Quantity and Quality of Water), 5.2.1.3 (Connection to Public Water System), 5.2.1.4 (Rezoning and Subdivision Approval in Community Regions Dependent on Public Water), 5.3.1.1 (Connection to Public Wastewater Collection Facilities), 5.3.1.7 (Public Wastewater Requirements in Community Regions), 5.7.11 (Fire Protection in Community Regions), 5.7.4.1 and 5.7.4.2 (Medical Emergency Services), 10.1.9.2 (Broad Mix of Housing Types), and 10.2.1.5 (Public Facilities and Services Financing Plan).

Additionally, the project would be evaluated for consistency with policies within the Carson Creek Specific Plan.

3. Policy J-6 Criteria 3: “The Application meets one or more of the following goals and objectives:” (Listed as A through E, as follows.)

- A. Increases employment opportunities within El Dorado County.

Analysis: The anticipated development would create short-term construction-related employment opportunities for construction of the required utilities, roads, houses, landscaping, and subsequent residential service needs.

Also, approximately 18,500 square feet of commercial development, which is proposed within the 1.7 acres of commercially designated area, would create employment opportunities in support of the residential development in the area.

- B. Promotes the development of housing affordable to moderate income households.

Analysis: The proposed project is intended to develop market rate age restricted single family residential units, which would serve the needs of varying levels of income.

- C. Provides additional opportunities to retain retail sales and sales tax revenues within El Dorado County.

Analysis: In accordance with the Carson Creek Specific Plan, approximately 18,500 square feet of commercial is contemplated in the project area which could create retail and service oriented uses in support of the existing and proposed residential development, thereby enabling the County to retain sales and sales tax revenues.

- D. Protects and enhances the agricultural and natural resource industries.

Analysis: The project would allow residential development within an area that currently allows R&D and Industrial uses. Due to its location within a Community Region Boundary, the availability of utilities and adequate infrastructure, and the service availability, the project site could support the proposed development. This type of residential development relieves pressure for conversion of agricultural and natural resource industries and lands in other areas of the county to support residential land uses.

- E. Is necessary to comply with changes in state or federal law.

Analysis: Approval of the Specific Plan amendment would not be necessary to comply with changes in state or federal law.

4. Policy J-6 Criteria 4: “The Application is consistent with any applicable Board adopted community vision and implementation plan.”

Analysis: There is no specific Community Vision or Implementation Plan that is applicable to the project area. However, the project would continue to implement the goals, objectives, and policies of the adopted Carson Creek Specific Plan in support of the General Plan.

The following is staff's discussion of the proposed project's challenges and opportunities.

Carson Creek Specific Plan and the El Dorado Hills Business Park

Currently, the Carson Creek Specific Plan designates the project area to be amended as allowing R&D and Industrial uses. The project is directly adjacent to the El Dorado Hills Business Park. Currently only 302 of the original 832 acres of the El Dorado Business Park have been developed. As detailed in Exhibit F, the County presented to the Board a marketability report on the EDHBP. An evaluation received by the County forecasted that build out of the park would take place approximately 60 years from now in the year 2079.

The Applicant has submitted a Market Study (Exhibit P), a Fiscal Impact Analysis (Exhibit S), and a letter from the El Dorado Hills Business Park supporting the project (Exhibit Q). These documents present an analysis of the project's potential impacts on the conversion of commercial and industrial land to residential uses. Additionally, the applicant has provided documents in support of the age-restricted residential development that the project continue to pursue with this proposal (Exhibit R and T).

This pre-application is adjacent to another pre-application proposal (PA19-0001) that proposes to convert R&D designated property to residential. This pre-application and the adjacent proposal would share access to Latrobe Road and provide public access to a regional community park.

Residential uses within or near non-residential uses and along major transportation corridor have inherent nuisance effects from noise, traffic, air quality effects, and odors. For example, vehicular emissions and noise from Latrobe Road and the El Dorado Hills Business Park are a potential source of impacts on residential use. These factors would need to be considered in the design and operation of the residential development and in the environmental documentation.

However, continued development of housing and commercial could also foster many goals and policies of the General Plan and Carson Creek Specific Plan in the creation of an integrated community. Providing additional residential uses in the vicinity of commercial uses could enhance and stimulate existing surrounding businesses in the Town Center and El Dorado Hills Business Park, and provide additional customer base for new businesses that could locate to El Dorado Hills. Construction of housing at this location would take advantage of existing infrastructure (utilities and transportation facilities). Future residents of the development would have convenient access to nearby retail shops, potential employment opportunities, and a variety of recreational amenities in the area. The residential units would be compatible with existing adjacent residential uses within the CCSP.

Application Process

The project would require several layers of entitlement application, including an amendment to the Carson Creek Specific Plan and subsequent subdivision maps. The proposed project is to allow residential uses amending the area within the CCSP that currently only allow R&D and Industrial uses. Where a specific plan has been adopted for an area in compliance with Chapter 130.56 (Specific Plans) and California Government Code Section 65450 et seq., the zones, development standards, and other provisions of the specific plan and any implementing

ordinance adopted in compliance with that plan shall supersede the provisions of the Zoning Ordinance. After adoption of an amended specific plan, no local public works project, Development Plan Permit, tentative map, or parcel map may be approved, and no ordinance may be adopted or amended within the specific plan area unless it is consistent with the adopted specific plan.

1. Carson Creek Specific Plan

The Carson Creek Specific Plan would need to be revised to include residential and commercial uses in the project area, since currently only Industrial and R&D are only allowed. The request would revise the CCSP to include these uses subject to development standards within the CCSP.

2. Subdivision Maps

In implementing the Specific Plan, subdivision and parcel maps may be requested to formally subdivide properties within the plan area for lease, sale or financing purposes, in accordance with El Dorado County Subdivision Ordinance.

3. Other Documents

Other supporting documents maybe required to further implement the proposed project including Fiscal Impact Analysis (FIA) and Public Facilities Financing Plan (PFFP) and a Development Agreement.

4. Environmental Review

Processing of a formal development application would require an analysis of potential environmental impacts by the project. The proposed Specific Plan Amendment would constitute a project under CEQA. As such, an environmental analysis would be conducted to identify and mitigate potential environmental impacts. Mitigation measures identified in the CEQA document would likely be incorporated into the amended Specific Plan. The appropriate form of CEQA document will be determined by the County following review of the formal application of the proposed project. At minimum, a supplement to the certified Environmental Impact Report (EIR) for the CCSP may need to be prepared. Alternatively, a project-specific EIR could be prepared. The Applicant has agreed to the preparation of an EIR for the project.

NOTE: While staff will take utmost care to accurately represent County Codes, Policies and applicable past positions of staff, the Planning Commission and the Board of Supervisors, it should be noted that matters discussed in the Pre-Application meeting should be not construed to bind, restrict or obligate the staff or review boards when processing a subsequent application. A more thorough review that occurs during the formal application process could reveal issues and circumstances that were not known or reviewed during the much shorter review of the Pre-Application review process. Further, it is incumbent on the part of the Applicant to obtain and understand all applicable Codes and policies.

Attachments:

Exhibit A.....Location Map
Exhibit B-1, B-2.....Assessor’s Parcel Map
Exhibit CGeneral Plan Land Use Map
Exhibit DZone District Map
Exhibit EApplicant-submitted Project Narrative and Consistency Review
Exhibit F.....Memo: El Dorado Hills Business Park Marketability, November 1, 2016
Exhibit G.....Carson Creek Specific Plan Development Plan
Exhibit H.....Board of Supervisors Policy J-6, General Plan Amendment Initiation Process
Exhibit ICarson Creek Future Residential Aerial Photo, November 2017
Exhibit JCarson Creek Future Residential Infrastructure and Circulation Map, November 2017
Exhibit K.....Carson Creek Specific Plan Amendment Existing and Proposed Land Use, November 2017
Exhibit LCarson Creek Future Residential Age Restricted Unit Study Map, November 2017
Exhibit MCarson Creek Specific Plan Amendment, Proposed Age Restricted Community, Existing and Proposed Zoning, November 2017
Exhibit N.....Carson Creek Specific Plan-Phase 2 Trail Exhibit, February 2018
Exhibit O.....Memo: Summary of Trip Generation Analysis Findings from Proposed CCSP Rezone, August 22, 2019
Exhibit P.....Memo: El Dorado Hills/Sacramento Region Office/Industrial Market Findings, April 9, 2019
Exhibit Q.....Letter (Cemo Commercial): Phase II-Carson Creek Specific Plan Phase 11, April 8, 2019
Exhibit R.....Applicant-submitted: “A Long-Term Outlook: Disability Among California’s Seniors”, November 2016
Exhibit S.....Carson Creek Specific Plan Amendment Fiscal Impact Analysis, August 14, 2019
Exhibit TApplicant-submitted: “Housing America’s Older Adults”