



EL DORADO COUNTY PLANNING & BUILDING DEPARTMENT

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Date: January 26, 2021
To: Board of Supervisors
From: Mel Pabalinas, Planning Manager
Subject: Pre-Application PA20-0002/Carson Creek Village Conceptual Review

Recommendation

Staff recommends the Board of Supervisors take the following actions:

1. Evaluate the submitted Conceptual Review under Pre-Application PA20-0002, for the proposed Carson Creek Village Specific Plan, as to whether the proposed General Plan amendment would further the overall goals and objectives of the Board of Supervisors as specified within Section III of Board of Supervisors Policy J-6 (evaluation criteria for potential General Plan amendments); and
2. Provide the Applicant with initial feedback on the proposed project.

Executive Summary

Pursuant to Board Policy J-6, this Initial Hearing is for the conceptual review of a proposed new Specific Plan in the El Dorado Hills Area that would increase the allowable residential density by more than 500 dwelling units. The proposed Specific Plan (Carson Creek Village) would amend a de-annexed portion of the El Dorado Hills Business Park (EDHBP) from the current General Plan land use designation of Research and Development to a combination of residential, commercial, and park/open space land uses. The proposed future project would include approximately 47 acres of medium and high-density residential development, including both single-unit and multi-unit housing types, 10 acres of commercial uses, 8.5 acres of park lands and 26.5 acres of passive open space on a 98-acre parcel, with a potential residential build-out of approximately 600-800 attached and detached dwelling units. Approximately 1.5 acres of existing Research and Development designated land along the southwest project boundary would remain, and these areas of land are included in the proposed Specific Plan.

Introduction

This is a “General Plan Amendment Initiation Hearing” as required by Board of Supervisors Policy J-6. Policy J-6 (Exhibit H) requires an Initiation Hearing as a first point of consideration before a formal private development application can be filed, which would include a General Plan Amendment, a Specific Plan Amendment, or a new Specific Plan that increases allowable residential densities by 50 dwelling units or more. This initial hearing is to allow the Board of Supervisors to conduct a conceptual review of submitted Pre-Application PA20-0002, for the proposed Carson Creek Village Specific Plan, and evaluate whether the associated General Plan amendment furthers the overall goals and objectives of the Board of Supervisors as specified within Section III of Board of Supervisors Policy J-6 (evaluation criteria for potential General Plan amendments). Criteria in Section III of this policy include: 1) Consistency with General Plan goals and objectives and consistency with the County adopted Strategic Plan and/or Board of Supervisors adopted community vision and implementation plan, 2) Whether 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, and 3) Whether the proposed General Plan amendment would provide additional public benefit to the community as compared to the existing land use designation, density/intensity range, plan or site design as evidenced by achievement of one or more of the following goals and objectives: a) increased employment opportunities, b) promotion of affordable housing, c) promotion of local sales tax retention and c) enhancement of the County’s agricultural and natural resource industries. This hearing would provide the Applicant with feedback regarding the proposed project. No entitlements or approvals would result from the consideration of this Conceptual Review.

The proposed Carson Creek Village Project requires the Initiation Hearing because it proposes a new Specific Plan that would require amending the current General Plan land use designation of Research and Development (Exhibit C) to residential, commercial, park, and open space land uses, and would also result in a proposed residential density increase of over 50 units. The proposed project would also require de-annexation of a portion of the El Dorado Hills Business Park which currently includes the area of the proposed Specific Plan.

The existing General Plan land use designation of Research and Development only allows those uses that are consistent with the Research and Development Zone District (Refer to the Zone District Map, Exhibit D). The 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 Research and Development zone district, as a whole, does not allow typical residential or commercial development.

The proposed Carson Creek Village Project contemplates medium- and high-density residential and commercial development on 98 acres of land with a potential residential unit range of 600-800 dwelling units and commercial densities including a floor area ratio [FAR] (ratio of allowable building area to parcel area) of 0.25, which allows for approximately 110,000 square feet of new commercial area.

The project parcel is undeveloped and is located within the central portion of the EDHBP, along the west side of Latrobe Road, north of the intersection with Golden Foothill Parkway in the El Dorado Hills area (Exhibits A, B and G). The parcel is adjacent to existing developed EDHBP parcels on the north, west, and south, and is adjacent to the Carson Creek Specific Plan (Heritage housing development) to the southwest and the Valley View Specific Plan (Blackstone housing development) to the east.

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 potential future development application.

Project Description

The Applicant has outlined the conceptual proposal within the Carson Creek Village Project Description Summary and consistency summary with applicable General Plan along with several exhibits including the proposed Land Use Plan, Proposed Circulation Plan, Regional Trail Plan, and an aerial photo of the site (Exhibit E). The proposed Carson Creek Village Land Use Plan, Circulation Plan, and Regional Trail Plan are also attached separately as Exhibits I, J and K.

Pre-Application PA20-0002/Carson Creek Village is submitted by Andrea Matarazzo of the Pioneer Law Group (Applicant), for an Initiation Hearing and Conceptual review of a new Specific Plan that would require amending a de-annexed portion of the El Dorado Hills Business Park (EDHBP) from the current General Plan land use designation of Research and Development to residential, commercial, recreational, park, and open space land uses. The proposed Specific Plan would allow medium- and high-density residential development with a potential range of 600 to 800 attached and detached dwelling units, approximately 110,000 square feet of new commercial floor area, approximately 8.5 acres for a park and paseo site, and approximately 26.5 acres of open space. The property, identified by Assessor's Parcel Numbers 117-210-047, 117-210-048, 117-210-049, 117-210-050, 117-210-052, 117-210-053 and 117-210-054, consists of 98 acres and is located within the central portion of the existing EDHBP, along the west side of Latrobe Road, north of the intersection with Golden Foothill Parkway in the El Dorado Hills area, Supervisorial District 1.

Pre-Application Information

Applicant: Andrea Matarazzo/Pioneer Law Group

Request: Pre-application for an Initial Hearing and conceptual review for a proposed a new Specific Plan that would require amending the General Plan land use designation of a de-annexed portion of the EDHBP from the current Research and Development to residential, commercial, recreational, park, and open space land uses. This proposed Specific Plan would allow medium- and high-density attached and detached residential

development with a potential build-out of 600 to 800 dwelling units, approximately 110,000 square feet of new commercial floor area, approximately 8.5 acres for a park and paseo site, and approximately 26.5 acres of open space (Exhibit I).

- Location: Within the central portion of the existing EDHBP, along the west side of Latrobe Road, north of the intersection with Golden Foothill Parkway in the El Dorado Hills area, Supervisorial District 1 (Exhibits A and G).
- APNs: 117-210-047, 117-210-048, 117-210-049, 117-210-050, 117-210-052, 117-210-053 and 117-210-054 (Exhibit B)
- Acreage: 98 acres
- General Plan: Research and Development (R&D) (Exhibit C)
- Zoning: Research and Development-Design Review Community (R&D-DC) (Exhibit D)

Background

The EDHBP was established in the early 1980s. It governs the land use for the parcels within the R&D land use designation in the El Dorado Hills area south of White Rock Road and west of Latrobe Road. The R&D 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.

This designation is highly appropriate for the business park/employment center concept. Lands designated by the General Plan as R&D can be located in Community Regions and in Rural Centers.

The EDHBP was originally approved for 909 acres, of which approximately 832 acres is governed by the EDHBP Owners Association, and 302 acres are currently developed with industrial, office and commercial uses in accordance R&D zoning. In 2018, a de-annexation of an undeveloped 208-acre parcel within the EDHBP, approximately 0.25 miles south of the current proposal, was approved associated with the proposed Creekside Village Specific Plan currently in progress (SP20-0001/Z20-0005/TM20-0002), removing it from the Covenants, Conditions, and Restrictions (CC&Rs) regulated by the EDHBP Owners Association.

The project site is within the vicinity of existing specific plans including Carson Creek Specific Plan to the west and Valley View Specific Plan to the east. Other adopted specific plans are located north of U.S Highway 50, including the El Dorado Hills Specific Plan, Promontory

Village Specific Plan, and Bass Lake Hills Specific Plan. For details, please refer to the Regional Location Map (Exhibit L).

General Plan Land Use Designation/Consistency

The Applicant is proposing an amendment of the General Plan from R&D to a General Plan land use designation of Adopted Plan (AP). 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.

The Specific Plan is a tool for implementing the General Plan and, therefore, must be consistent with the General Plan. The proposed Specific Plan to allow the residential land use through the adoption of a Specific Plan is required to be found consistent with the General Plan. A formal application to amend the General Plan would be reviewed for consistency with applicable policies of the General Plan, including, but not limited to, General Plan 2.2.1.5 (Commercial Intensity), 2.2.5.2 (General Plan Consistency), 2.2.5.3 (Rezoning Criteria), 2.8.1.1 (Lighting), Transportation and Circulation Element Policies TC-Xa through TC-Xi (roadway levels of service and roadway improvement requirements/impact fees for new development), 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).

Zoning Consistency

The project area is located within the R&D zoning district. The R&D 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. Typical residential, commercial, and recreational uses are currently not allowed in the R&D zoning district.

The Applicant is proposing a General Plan amendment to allow medium- and high-density residential, commercial, and recreational/open space uses through adoption of a new Specific Plan.

Although the Applicant's proposed Specific Plan exhibits do not include a proposed zoning exhibit, proposed zoning would be consistent with the proposed residential, commercial, and recreational/open space land uses under the Specific Plan (Exhibit I). Accordingly, the Applicant could elect to rezone the property either to residential, commercial, and recreational zone districts within the El Dorado County Zoning Ordinance, or to other unique zoning designations and standards consistent with the proposed land uses. If the Applicant elects to pursue alternate zoning designations for the Specific Plan area, proposed zones could be similar

to those in the existing Carson Creek, Valley View, and Promontory Specific Plans. Appropriate zones within the Zoning Ordinance would be either Multi-Unit Residential (RM) or Single-Unit Residential (R) for the proposed residential uses, either Commercial, Limited (CL) or Commercial, Community (CC) for the proposed commercial uses and Recreational Facilities, Low-Intensity (RFL) or Recreational Facilities, High-Intensity (RFH) and Open Space (OS) for the proposed recreational and open space uses. Specific zoning designations for the commercial and recreational uses would depend on the type and intensity of proposed commercial and recreational uses within the Specific Plan.

Staff Analysis

Board Policy J-6 identifies Criteria for Initiation of General Plan Amendments to be used in evaluating applications. Planning staff prepared the following analysis in accordance with Policy J-6 criteria C1- C3, as described below:

Policy J-6 Criteria C1:

“The proposed Application is consistent with the goals and objectives of the General Plan, and/or the County adopted Strategic Plan, and/or Board of Supervisors adopted community vision and implementation plan.”

Response: The proposed Specific Plan is located within the Community Region Boundary of El Dorado Hills. The proposed application is consistent with several goals and objectives of the General Plan, as well as the five Strategic Goals of the adopted 2019 County Strategic Plan as discussed below.

Consistency with General Plan Goals and Objectives:

GOAL 2.1: LAND USE

Protection and conservation of existing communities and rural centers; creation of new sustainable communities; curtailment of urban/suburban sprawl; location and intensity of future development consistent with the availability of adequate infrastructure; and mixed and balanced uses that promote use of alternative transportation systems.

Objective 2.1.1: Community Regions

Purpose: The urban limit line establishes a line on the general plan land use maps demarcating where the urban and suburban land uses will be developed. The community region boundaries as depicted on the general plan land use map shall be the established urban limit line.

Provide opportunities that allow for continued population growth and economic expansion while preserving the character and extent of existing rural centers and urban communities, emphasizing both the natural setting and built design elements which contribute to the quality of life and economic health of the county.

Response: *The proposed General Plan Amendment is consistent with this objective as the project seeks to support population growth and economic expansion within the established El Dorado Hills Community Region.*

GOAL 2.2: LAND USE DESIGNATIONS

A set of land use designations which provide for the maintenance of the rural and open character of the County and maintenance of a high standard of environmental quality.

Objective 2.2.1: Land Use Designations

An appropriate range of land use designations that will distribute growth and development in a manner that maintains the rural character of the County, utilizes infrastructure in an efficient, cost-effective manner, and further the implementation of the community region, rural center, and rural region concept areas.

Response: *The proposed General Plan Amendment is consistent with this objective as the proposed Specific Plan is located in a Community Region and will create distinct land use designations and development standards that implement the objectives of the community region consistent with the Adopted Plan (AP) General Plan land use designation. Additionally, the proposed project takes advantage of nearby utility connections and available water and wastewater infrastructure treatment capacity.*

GOAL 2.3: NATURAL LANDSCAPE FEATURES

Maintain the characteristic natural landscape features unique to each area of the County.

Objective 2.3.1: Topography and Native Vegetation

Provide for the retention of distinct topographical features and conservation of the native vegetation of the County.

Response: *While the project would result in a residential and commercial development, the proposed General Plan Amendment is consistent with this objective because the project would retain and preserve the distinct riparian corridor, including native vegetation, wildlife habitat, and open space along Carson Creek, which runs along the entire western perimeter of the site. The project site is relatively flat and no significant alteration of existing topography would be proposed.*

Objective 2.3.2: Hillsides and Ridge Lines

Maintain the visual integrity of hillsides and ridge lines.

Response: *The proposed General Plan Amendment is consistent with this objective as the project site contains no ridgelines or slopes in excess of 30%.*

GOAL HO-1:

To provide for housing that meets the needs of existing and future residents in all income categories.

Response: *The proposed General Plan Amendment is partially consistent with this goal as the proposed specific plan intends to create a neighborhood of compact single-unit and multi-unit housing types with the potential to meet the workforce housing needs of existing and future residents of varying income categories. These housing types, along with the availability of existing infrastructure, and lack of site environmental constraints, provide the opportunity to support housing types attainable to the local workforce at a lower cost than the prevailing El Dorado Hills market.*

GOAL 5.1: PROVISION OF PUBLIC SERVICES

Provide and maintain a system of safe, adequate, and cost-effective public utilities and services; maintain an adequate level of service to existing development while allowing for additional growth in an efficient manner; and, ensure a safe and adequate water supply, wastewater disposal, and appropriate public services for rural areas.

Objective 5.1.1 – Planning:

Ensure that public infrastructure needs are anticipated and planned for in an orderly and cost effective manner.

The proposed General Plan Amendment is consistent with this objective as the proposed project will connect to existing public infrastructure in the immediate vicinity, including existing roadways, drainage facilities, El Dorado Irrigation District (EID) water and sewer facilities, and Pacific Gas and Electric (PG&E) electric service. Preliminary analysis shows that existing infrastructure, including the local EID water/sewer system, local roadway and drainage systems, and the local PG&E electric system has adequate capacity to serve the proposed project. The proposed specific plan and public facilities financing plan will specify phasing and financing mechanisms for the orderly and cost efficient construction of all necessary public infrastructure to serve the project.

Objective 10.1.9 – Jobs-Housing Relationship:

The County shall monitor the jobs-housing balance and emphasize employment creation.

The proposed Specific Plan would support this objective as the proposed project will provide more housing, and potentially workforce housing, in close proximity to jobs in the EDHBP and nearby commercial centers. The proposed Specific Plan also provides for two commercial sites, which could also offer additional employment opportunities for future residents within the Specific Plan area. Further, this new linkage between jobs and housing may encourage existing business park owners to create additional jobs.

Consistency with the County Adopted Strategic Plan:

County Strategic Plan Goal No. 1– Economic Development:

Response: *The proposed project supports the County’s Economic Development Goal as it would retain, develop, and attract businesses that provide economic sustainability and*

quality job creation. The proposal would also invest in regional infrastructure and provide for additional much needed local workforce housing.

County Strategic Plan Goal No. 2 – Good Governance:

Response: *Staff are presenting this Pre-Application to the Board with a complete assessment of the best available information with the goal of assisting the Board to reach a well informed decision consistent with the Good Governance Strategic Goal and revised Policy J-6.*

County Strategic Plan Goal No. 3 – Healthy Communities:

The proposal supports the County’s Healthy Communities Goal as it would assist the County to achieve sufficient and attainable housing, and provide active and passive recreation opportunities for residents, business owners, and employees within the proposed Specific Plan area. The proposal would also provide a variety of active transportation opportunities (interconnected networks of paths, sidewalks and bicycle lanes) providing for alternate transportation modes for the local community.

County Strategic Plan Goal No. 4 – Infrastructure:

Response: *The proposal supports the Strategic Plan’s Infrastructure Goal as it would provide additional infrastructure serving the local community including approximately 8.5 acres for a park site, 26.5 acres of passive open space, a new network of pedestrian and bicycle trails, as well as a new local connector roadway (an extension of Carson Crossing Drive to Latrobe Road) to serve the commercial and residential areas in the interior of the plan area. The proposed project would provide local funding mechanisms to ensure road maintenance and the proposed park/recreational areas are fully funded in perpetuity.*

County Strategic Plan Goal No. 5 – Public Safety:

Response: *The proposed Specific Plan does not directly propose any public safety facilities. However, the proposal would support the County’s Public Safety Goal as the future Specific Plan would require adequate infrastructure and public services, including fire and police protection, be provided to serve the proposed uses.*

Policy J-6 Criteria C2:

“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.”

Response: *The proposed project is within the EDHBP. The EDHBP is partially developed and is located in an area where all public infrastructure can be extended.*

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 project would also include a phasing plan and financing strategy for the orderly and cost efficient construction of infrastructure and community facilities.

The General Plan includes policies regarding infrastructure that would be evaluated during formal project review including, 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), and 10.2.1.5 (Public Facilities and Services Financing Plan).

Policy J-6 Criteria C3:

“The proposed General Plan Amendment provides additional public benefit to the community as compared to the existing land use designation, density/intensity range, plan, or site design. This can be one or more of the following goals and objectives:”

- a) Increases employment opportunities within El Dorado County.

***Response:** The residential and commercial development that would result from the implementation of the proposed Specific Plan would create short-term construction-related employment opportunities for construction of the required utilities, roads, houses, commercial buildings, landscaping, and subsequent residential service needs. In addition, the workforce housing in close proximity to the EDHBP that the project proposes could create long-term employment opportunities by creating an available workforce for existing and new commercial and R&D industries. The proposed commercial development within the Specific Plan would create additional long-term employment opportunities.*

- b) Promotes the development of housing affordable to moderate income households earning at or below 120% of the median monthly income for El Dorado County, as defined by the U.S. Department of Housing and Urban Development.

***Response:** At this time, the proposed project is not anticipated to include an affordable housing component. However, Carson Creek Village would provide for a range of medium and high density housing intended to support a diversity of living options. The associated densities and smaller unit sizes, easy access to existing*

infrastructure, and lack of site topographic and environmental constraints, would enhance the opportunity to provide housing attainable at a lower cost than the prevailing El Dorado Hills market. Therefore, the final mix of housing types will be subject to further development as part of the planning process and may include an affordable housing component if warranted by site and market conditions at the time of formal Specific Plan application.

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

Response: *Two commercial sites are proposed with this project, which would offer residents, employees, and area visitors retail shopping opportunities, which would also assist in retaining retail sales and sales tax revenues within the County. Further, the proposed Specific Plan would provide additional residences in close proximity to existing commercial land uses within the El Dorado Hills area, which would also facilitate the creation of new and/or retention of existing retail sales and sales tax revenues.*

- d) Protects and enhances the agricultural and natural resource industries.

Response: *The proposed project would allow for residential, commercial, and recreational development within an area approved for R&D uses. Due to its location within a Community Region (El Dorado Hills) Boundary, the availability of utilities and adequate infrastructure, and the service availability, the project site could support the proposed development. Due to the proposed mix of residential, commercial, and recreation/open spaces uses, this Specific Plan would create self-contained communities and relieve pressure for conversion of agricultural and natural resource industries/lands in other areas of the county, not in Community Regions, to support residential land uses.*

Additional Policy J-6 Criteria D (items 1 – 7):

“Additional considerations for discussion may include but not be limited to:”

1. Level and diversity of community support and opposition;

Response: *The Applicant’s project team will implement a robust stakeholder and public engagement process to inform the Carson Creek Village planning effort. The objective of this process is to help identify any perceived challenges or issues the community may have with the proposed project, as well as to explore opportunities for the project to enhance the local community. The public engagement process will facilitate a series of interactive discussions throughout the planning process with neighboring community members, including local residents, employers, the business community, and community-based organizations. The applicant has had ongoing*

conversations with the EDHBP Board, the El Dorado Community Foundation, and the El Dorado Hills Chamber of Commerce, all of which have expressed support of the proposed project. In addition, the applicant has held meetings with the El Dorado Hills Area Planning Advisory Committee (APAC) and local neighborhood associations to introduce the proposed project and begin collecting community input. The Applicant's project team will also host an interactive project website and social media program to help build awareness and keep the community informed throughout the planning process.

2. Appropriateness of the proposed size, density, and boundary of the project site;

Response: *Under the existing R&D land uses and zoning, it is anticipated that the project site could accommodate up to 700,000 to 1,000,000 square feet of R&D uses. The proposed project will convert the existing R&D zoning to include a mix of new housing, commercial services, park, open space, and trails. These uses and facilities are intended to compliment and help support employment growth within the EDHBP. The project site is appropriate to consider the proposed uses as it is:*

- Located within the El Dorado Hills Community Region (within the urban limit line);
- Relatively flat with no distinct topographic features. Portions of the site have been previously rough graded. Carson Creek extends along the entire western edge of the property and was placed within a perpetual conservation easement in 2010 as a condition of the property's 404 permit;
- Will connect to existing utility and roadway infrastructure that has been planned to serve the site;
- Surrounded by existing and planned urban uses. This includes R&D uses to the north and west separated from the proposed project site by the Carson Creek open space preserve; R&D uses, and Heritage (Carson Creek Specific Plan) to the south, which is separated by the Golden Foothill Parkway corridor; Blackstone (Valley View Specific Plan), and the El Dorado Irrigation District wastewater treatment facility to the east which is separated by the Latrobe Road corridor;
- Large enough to accommodate the proposed mix of uses and create a sense of community, with amenities and services to support residents; and
- Close enough to the EDHBP job base to allow for alternative travel modes such as walking and biking.

3. Provision of additional benefit to the community;

Response: *The proposed project has been structured to provide the following benefits:*

- Integrate a broader mix of uses to allow the EDHBP to more effectively compete for, attract, and retain jobs;
- Ensure that ample R&D land is reserved to accommodate projected long term employment growth opportunities;
- Introduce housing at densities that offer the potential for product types that are more attainable to the adjacent EDHBP workforce;
- Create walkable neighborhoods that enhance sense of community and the EDHBP's image within the regional market;
- Incorporate commercial uses that offer residents and employees an opportunity to conveniently access goods and services, and contribute to improved retail sales capture;
- Preserve over one-third of the project site as a green network of park, paseo, and open spaces accessible to all El Dorado Hills residents and employees to foster community interaction, character, and sense of place;
- Provide a system of trails, paths, and sidewalks with looped routes and connections to the regional bikeway and trail system to support alternative travel modes such as walking and biking;
- Reduce vehicle trips and vehicle miles traveled, along with associated air quality and greenhouse gas emissions; and
- Make efficient use of existing infrastructure and prior environmental permitting and mitigation.

4. Provision of public facilities;

Response: *The proposed project will connect to existing utility and roadway infrastructure that has been planned to serve the site. Some infrastructure has already been constructed on the project site, including a partial extension of Carson Crossing Drive, utility connections from existing facilities within Golden Foothills Parkway, and bridge/culvert crossings of drainage channels. In addition, the project proposes new community facilities including an interconnected network of park, paseo, and trails. Additional infrastructure and community facilities analyses (including law enforcement, fire protection, schools, and libraries) will be prepared as part of the planning process, and coordination will occur with all utility and public service providers. Facilities will be sized and constructed in accordance with service provider standards. The specific plan will include a phasing plan and financing strategy for the orderly and cost efficient construction*

of infrastructure and community facilities to serve the project. Utilities and services will also be analyzed in the proposed project's Environmental Impact Report (EIR).

5. Potential environmental effects;

Response: *The proposed project site is relatively flat with no distinct topographic features. Portions of the site have been previously rough graded. Vegetation consists primarily of non-native annual grasslands. Carson Creek extends along the entire western edge of the property and was placed within a perpetual conservation easement in 2010 as a condition of the property's 404 permit. The proposed project will connect to existing utility and roadway infrastructure that has been planned to serve the site. Some infrastructure has been constructed on the project site, including a partial extension of Carson Crossing Drive, utility connections from existing facilities within Golden Foothills Parkway, and bridge/culvert crossings of the site's drainage channels. Based upon a preliminary traffic evaluation prepared by Fehr & Peers (2020), it is anticipated that the proposed project will result in a reduction in both vehicle trips and vehicle miles traveled (VMT) when compared to the existing General Plan land use. This will result in a corresponding reduction in air quality and greenhouse gas emissions. The proposed project will require completion and certification of an EIR in accordance with the California Environmental Quality Act (CEQA). The purpose of the EIR will be to examine the potential direct and indirect environmental effects of the proposed project and identify appropriate mitigation measures, where feasible, to reduce any impacts determined to be significant. Environmental topics to be analyzed in the EIR would include, but not be limited to, transportation, noise, aesthetics, biological resources, cultural resources, and others as prescribed by CEQA.*

6. Future potential zoning and allowed uses;

Response: *The proposed project will create unique zoning districts and development standards through preparation of a Specific Plan consistent with Chapter 130.56 of the County Zoning Ordinance. The proposed zoning will provide for a balanced mix of medium- and high -density housing, commercial services, parks, open space, and trails. Elements of the proposed zoning include:*

- A range of medium- and high -density housing intended to support a diversity of living options in close proximity to EDHBP jobs. The associated densities and smaller unit sizes will enhance the opportunity to provide housing attainable at a lower cost than the prevailing El Dorado Hills market. A variety of detached and attached product types may be accommodated such as small-lot, zero-lot line, court yard, motor court, paseo, duet/halfplex/triplex, townhomes, row houses, condominiums, and apartments. The final mix of housing types will be subject to further refinement as part of the planning process.

- Local commercial centers offering residents, employees, and passers-by an opportunity to shop, eat, and meet some of their daily needs. These sites are strategically located at the project's planned entries from Latrobe Road in order to enhance their visibility, as well as to allow easy access from the Carson Creek Village neighborhood, nearby residential communities such as Blackstone and Heritage, and EDHBP employment uses. Commercial land use will allow convenience goods and services for local residents and employees, as well as unique commercial uses that draw from the larger market and lifestyle.
 - A green network of park, paseo, and open spaces to enhance community interaction, character, and sense of place. This network will provide for recreational opportunities, serve as gathering places for residents and employees, help to establish a communal sense of identity and ownership, and provide for natural resource protection. The Parks and Paseo zoning will be applied where developed, active, and passive recreational facilities are proposed. The open space zoning will be applied to Carson Creek and its tributaries to preserve and protect these natural areas. The trail system, parks, and open space will benefit not only to the project's residents, but employees within the remainder of the EDHBP and residents within the surrounding El Dorado Hills area.
7. Special considerations to be given to projects within high fire zone areas.

Response: The proposed project site is not located within a high or very high wildland fire hazard area. Nevertheless, a future project EIR would be required to examine the potential environmental effects related to wildfire hazards and identify appropriate mitigation measures, where feasible, to reduce any impacts determined to be significant. Further, the proposed Specific Plan (Plan) would also be subject to current applicable fire codes and regulations and the Plan would be required to implement fire protection measures as a condition of project approval.

Local Agency/Organization Coordination and Comments:

On July 10, 2020, the project proposal was distributed to all applicable local and County agencies for review and comment. Agencies and organizations notified of the proposal included County DOT, the El Dorado Hills Fire Department (EDH Fire), the El Dorado Hills Community Services District (EDH CSD), the EID, the County Environmental Management Division (EMD), members of the El Dorado Hills Area Planning Advisory Committee (APAC), the County's Housing Programs Analyst, the County Parks Division and staff of the County Transportation Commission (EDCTC). Of these agencies and organizations notified of the proposal, only three agencies submitted formal written comments which were general in nature: DOT (requirements for a project-specific traffic study), EID (required water and sewer line infrastructure and concerns regarding proximity to the El Dorado Hills Wastewater Treatment Plant) and EMD (general comments regarding solid waste disposal, potable water and liquid waste disposal and food facility regulations).

On August 17, 2020 staff and the applicant team conducted a follow-up (virtual) Technical Advisory Committee (TAC) meeting to present the proposal to the above agencies/organizations and to provide an additional opportunity for written and verbal comments. At the meeting, several agencies and organizations gave additional verbal comments to the applicant team including DOT, EDH Fire and the EDH CSD. The applicant team plans to utilize both written and verbal comments received to better inform a future project submittal.

Challenges and Opportunities

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

El Dorado Hills Business Park

The EDHBP is a key economic asset of the County that holds some of the County's most significant employers. However, the EDHBP has not fully realized its potential and currently only approximately 300 acres of the original 832 acres of the Business Park have been developed. As detailed in Exhibit F, on November 1, 2016, the County presented to the Board a marketability report on the EDHBP (Legistar File No. 16-0821), which explored ways to enhance the marketability of the EDHBP. Included in the marketability report was an evaluation performed by Ridge Capital forecasted that at current market absorption rates, build out of the park would take place approximately 60 years from now in the year 2079.

The proposed project would allow the construction of residential units in an area that currently only allows R&D uses. If approved, the proposed project would result in the conversion of approximately 5.5% of the land within the EDHBP to residential uses, thereby eliminating potential commercial tax base and employment opportunities that would otherwise be created under the R&D zone.

However, the eventual development of housing units could also support and foster many goals and policies of the General Plan in the creation of an integrated community. Providing residential uses in the vicinity of commercial and R&D uses could provide a customer and employee base for new business that could locate to the EDHBP and El Dorado Hills. Construction of housing and new retail space at this location would take advantage of existing infrastructure (utilities and transportation facilities). Additionally, the goals of the proposed project include "integrating high -and medium -density housing, commercial facilities, parks, open space, and trails...[and providing] the opportunity for expanded housing options, services, and amenities close by and available to the local workforce." The conversion from R&D to a self-contained residential community with integrated commercial and recreational opportunities could contribute to accomplishing these goals. Residents of the development would have convenient access to retail shops, potential employment opportunities, and a variety of recreational amenities within the Specific Plan area.

Residential use within or near non-residential uses and along major transportation corridor has inherent nuisance effects from noise, traffic, air quality effects, and odors. For example, vehicular and industrial emissions and noise from adjacent R&D uses and Latrobe Road are a potential source of impacts on residential use. These factors would need to be considered in the design and operation of the residential component of the proposed Specific Plan and associated environmental documentation.

Another issue for consideration is if the Carson Creek Village project is approved, large vacant lands within the EDHBP area may also consider pursuing similar requests for conversion to residential uses, which would require a similar analysis of challenges and opportunities as brought forth by this application.

Application Process

The proposed project would require several layers of entitlement application, including a General Plan Amendment and adoption of a Specific Plan for the project site, a Rezone, a Development Plan application, and subsequent Tentative Subdivision Maps.

1. General Plan Amendment

Processing of the Specific Plan would require an amendment to the General Plan Land Use Map and any related texts involving reference to R&D land use designation of the property.

2. Carson Creek Village Specific Plan

The Applicant proposes to create a Specific Plan for the proposed project area. 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 a 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.

3. Rezone

A Rezone application would also be required, filed concurrently with the proposed General Plan amendment and Specific Plan, to remove the existing R&D zone and to establish appropriate zone districts and associated development standards consistent with proposed land uses under the Specific Plan.

4. Planned Development

In addition to the Specific Plan, a Development Plan application would be required. A development plan is the written and graphic materials required for review of a planned development, including, but not limited to, a written description of the development, a plat of the subdivision, all covenants relating to use, location, and bulk of buildings and other structures, intensity of use or density of development, streets, walkways, landscaping, and parking facilities, and any other similar material necessary for consideration by the review authority. (See also Section 130.52.040: Development Plan Permit, in Article 5 (Planning Permit Processing).

5. Tentative 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 Subdivisions Ordinance (Title 120).

6. Environmental Review

Processing of a formal development application would require an analysis of potential environmental impacts by the project. The proposed Specific Plan 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 Specific Plan Design Guidelines and Development Standards. The appropriate form of CEQA document will be determined by the County following review of the formal application of the proposed project. 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.

Staff Memo Exhibits:

Exhibit A.....Location Map
Exhibit B.....Assessor’s Parcel Map
Exhibit C.....General Plan Land Use Map
Exhibit D.....Zone District Map
Exhibit E.....Applicant-submitted Project Description and Consistency
Review
Exhibit F.....Memo: El Dorado Hills Business Park Marketability;
November 1, 2016
Exhibit G.....Carson Creek Village Site Aerial Photo
Exhibit H.....Board of Supervisors Policy J-6, General Plan Amendment
Initiation Process (As Modified October 6, 2020)
Exhibit I.....Carson Creek Village Land Use Plan
Exhibit J.....Carson Creek Village Circulation Plan
Exhibit K.....Carson Creek Village Regional Trail Plan
Exhibit L.....Regional Location Map