



**COUNTY OF EL DORADO
COMMUNITY DEVELOPMENT AGENCY
DEVELOPMENT SERVICES DIVISION**

Date: March 3, 2017

To: Board of Supervisors

Agenda Date: April 11, 2017

From: Rob Peters, Associate Planner

**Subject: El Dorado RV Park Conceptual Review
Pre-Application PA16-0004 / El Dorado RV Park; El Dorado RV, LLC**

This is a conceptual review of a proposal to change the General Plan land use designation of approximately 54.94 acres in the Smithflat area from Industrial to Recreational Facilities to allow for the development of a recreational vehicle (RV) park, campground, and family entertainment center.

The project site is comprised of 11 lots located north of US Highway 50, on the east side of Jacquier Road 500 feet north of the intersection with Smith Flat Road in the Smithflat Area (Exhibit A). The project site is located within the Placerville Community Region, within the City of Placerville Sphere of Influence.

The site was the location of a former lumber mill which ceased operation in approximately 1989 (Exhibit G). The site contains two residential structures, but is largely undeveloped containing remnants from the former mill operation (Exhibits E and H). Smith Flat School Road bisects the project site in a north-south direction. The site is also adjacent to and bisected by the El Dorado Trail and the trail head/parking lot (Exhibits A, G, and E).

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 of a future development application.

Project Description

The proposal would require a change to the General Plan land use designation and Zoning of the project site to allow for the development of a recreational vehicle (RV) park, campground, and family entertainment center within the 54.94 acres project site (Exhibit G). The General Plan land use designation would be changed from Industrial (I) to Tourist Recreational (TR) and the Zoning from Industrial-Light (IL) to Recreational Facilities-High (RF-H). The proposed facility would include an RV park, campground, tent cabins, cabins, a living history family entertainment center, an amphitheater, parking lots, restrooms, and associated improvements.

The RV Park and campground uses would require approval of a conditional use permit. The applicant submitted project narrative is included as Exhibit F.

Pre-Application Information

- Applicant/Agent: El Dorado RV, LLC
- Request: Pre-application for review of a conceptual land use and zoning change to allow development of a RV park, campground, and family fun center within the 50 acres project site. The site is currently designated and zoned for industrial development.
- Location: East side of Jacquier Road 500 feet north of the intersection with Smith Flat Road in the Smithflat Area, Supervisorial District 3.
- APNs: 048-210-38 through -43, 048-210-47 through -50, and 048-210-07 (Exhibit B)
- Acreage: 54.94 acres
- General Plan: Industrial (I) (Exhibit C)
- Zoning: Industrial – Light (IL) (Exhibit D)

Surrounding Land Uses

The project is surrounded to the north and west by agricultural land uses; to the east by open space, and undeveloped industrial and residential lands; and to the south by residential land uses within the Smithflat area of the County. The El Dorado Trail parking lot is located to the southwest of the project site and the trail runs along the southern boundary and bisects the southeast of the project site (Exhibits A, G, and E). The Smith Flat School is located to the south in close proximity to the project site.

General Plan Land Use Designation/Consistency

The project site has a General Plan land use designation of Industrial and is located within the Placerville Community Region (Exhibit C). The purpose of the Industrial land use category is to provide for a full range of light and heavy industrial uses. Types of permitted uses include manufacturing, processing, distribution, and storage. This designation is considered appropriate within Community Regions. In order to accommodate the proposed request, the General Plan land use designation would need to change to either Tourist Recreational (TR) or Commercial (C).

The Tourist Recreational land use designation provides areas for tourist and resident serving recreational uses, transit and seasonal lodging facilities, and supporting commercial activities. The land use category would have differing intensities of use based on the location. This land use designation is appropriate within the Community Region. In the Community Region where infrastructure exists or can be extended; the uses permitted would be more intense and commercial in nature. Types of uses would include campgrounds, golf courses, trail heads, museums, and other similar recreational and sightseeing activities. Lodging uses would include RV parks and other appropriate transit lodging.

The Commercial land use designation provides a full range of commercial retail, office, and service uses to the residents, businesses, and visitors of El Dorado County. Numerous zone districts are utilized to direct specific categories of commercial uses to the appropriate areas of the County. This designation is appropriate within the Community Region.

The proposed change from the Industrial to the Tourist Recreational General Plan land use designation is required to be found consistent with the General Plan. The project would also require a zone change (discussed below). 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: 2.2.5.3 (Evaluation of Future Zoning), 2.2.7.1 (Coordination with Incorporated Cities), 2.2.7.4 (Compatible Development Within City Sphere of Influence), 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), 5.3.1.1 (Connection to Public Wastewater Collection Facilities), 6.5.1.2 (Analysis of Noise Effects), 7.3.3.4 (Wetland Buffers), 7.4.4.4 (Oak Canopy Retention and Replacement), 9.1.2.8 (Integration of Trails for Public Use), 10.1.6.5 (County Designation of Tourist Recreation Areas), 10.2.1.5 (Public Facilities and Services Financing Plan), 10.2.3.2 (Cooperation with Cities on Large Projects within Sphere of Influence), and 10.2.7.1 (Large Commercial Projects in County but Affecting Nearby City).

If the proposed change were from the Industrial to the Commercial General Plan land use designation, the project would be required to be found consistent with the General Plan. The project would also require a zone change (discussed below). 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), 2.2.5.3 (Evaluation of Future Zoning), 2.2.7.1 (Coordination with Incorporated Cities), 2.2.7.4 (Compatible Development Within City Sphere of Influence), 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), 5.3.1.1 (Connection to Public Wastewater Collection Facilities), 6.5.1.2 (Analysis of Noise Effects), 7.3.3.4 (Wetland Buffers), 7.4.4.4 (Oak Canopy Retention and Replacement), 9.1.2.8 (Integration of Trails for Public Use), 10.2.1.5 (Public Facilities and Services Financing Plan), 10.2.3.2 (Cooperation with Cities on Large Projects within Sphere of Influence), and 10.2.7.1 (Large Commercial Projects in County but Affecting Nearby City).

Zoning Designation/Consistency

The project area is currently zoned Industrial-Light (IL) (Exhibit D). The IL 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 zone is limited in its allowance of commercial and recreational uses. The project proposes RV Park and campground uses that are not allowed within the IL district by right or by conditional use permit.

The proposal would rezone the project site from IL to Recreational Facilities-High (RFH). The RFH zone is categorized as a special purpose zone which regulates and promotes recreational uses and activities with high concentrations of people or activities of a more urban nature, such as recreational vehicle parks, sports fields and complexes, and amusement parks or facilities that are primarily located in the Community Regions and Rural Centers. The RFH zone is consistent with both the Recreational Facilities and Commercial General Plan land use designations.

According to Zoning Ordinance table 130.25.020, the RFH zone allows proposed uses such as RV parks and campgrounds with the approval of a conditional use permit (Zoning Ordinance Table 130.25.020). RFH is the only zone in the County that allows RV parks. The Campgrounds and Recreational Vehicle Parks must be determined to be consistent with the specific regulations outlined in Zoning Ordinance Section 130.40.100 (Campgrounds and Recreational Vehicle Parks). The project would also have to be determined to be consistent with all other applicable Zoning Ordinance Sections, including but not limited to 130.30 (General Development Standards), 130.33 (Landscaping Standards), 130.34 (Outdoor Lighting), 130.35 (Parking and Loading), 130.36 (Signs), 130.37 (Noise Standards), 130.52.021 (Conditional Use Permits), and 130.63 (Amendments and Zone Changes).

If the applicant were to change the General Plan land use designation to Commercial, some portion of the project site could be rezoned to an appropriate commercial zone to allow a broader range of commercial land uses. However, the portion of the project that contains the RV Park and campground would still have to be rezoned to RFH as the commercial zones do not allow those uses by right or with a conditional use permit.

Staff Analysis

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

Annexation

The project site is within the Sphere of Influence of the City of Placerville and has been pre-zoned Planned Development Industrial (PDI) (Exhibits I and J). The PDI zone's purpose includes providing an area that encourages tourist oriented uses such as campgrounds, recreational vehicle parks, and conference facilities, stores, restaurants and other recreational uses and to insure that such uses are constructed in such a way as to be compatible with

adjoining planned industrial uses; and to provide for uses and areas that will encourage economic growth and encourage tourism both locally and regionally.

The City of Placerville would require the applicant to annex into the City of Placerville. This would allow the project site to connect to the City's sewer system, a necessary requirement for a project of this type and scale, and would entitle the project site to all other services provided by the City. The County General Plan contains several General Plan Policies related to intergovernmental coordination on projects near an incorporated city and related to annexation of areas of the County to incorporated cities, including, but not limited to 2.2.7.1 (Coordination with Incorporated Cities), 2.2.7.4 (Compatible Development within City Sphere of Influence), 10.2.3.2 (Cooperation with Cities on Large Projects within Sphere of Influence) 10.2.7.1 (Large Commercial Projects in County but Affecting Nearby City) 10.2.6.1 (Property Tax Sharing with Cities During Annexation).

An important consideration is the extent of the proposed annexation. Since the project site is not contiguous to the existing City of Placerville city limits, other properties would also need to be annexed into the City of Placerville. The extent of the annexation would need to be coordinated between the applicant, the County, the City, and Local Agency Formation Commission (LAFCO), and the environmental effects would need to be analyzed in the project environmental documents.

Processing of Discretionary Entitlements

The project will need to annex into the City of Placerville for sewer services. Because of that, there are two ways to process the application. El Dorado County or the City of Placerville can serve as the lead agency on the permit application. If the County takes the lead, then all entitlement actions would be processed by County staff for County Planning Commission and Board of Supervisors approvals, then the project would end up annexed into the City and regulated by city staff. An Alternative, and perhaps preferable option, is that the City of Placerville staff processes the entitlement application for the City Planning Commission and City Council approvals. In either case, the other jurisdiction would work in coordination on application processing. City and County staff have already coordinated on the review of this application and this Pre-Application process. The two processing paths are outlined below and depicted in Exhibit K.

El Dorado County Entitlement Process

The project would require several layers of entitlement application, including an amendment to the General Plan land use designation, a Rezone, a Conditional Use Permit. The current proposal is for development of a recreational vehicle (RV) park, campground, and family entertainment center.

a) General Plan Amendment

The General Plan land use designation would need to be changed from Industrial to the Tourist Recreational. This change in land use designation would need to be thoroughly evaluated and would be reviewed and verified for consistency with applicable policies of the General Plan.

b) Rezone

The project site would need to be rezoned from Industrial-Light (IL) to Recreational Facilities-High (RFH). The RFH zone allows proposed uses such as RV parks and campgrounds with the approval of a conditional use permit (Zoning Ordinance Table 130.25.020). RFH is the only zone in the County that allows RV parks.

c) Conditional Use Permit

The proposal includes the RV Park and campground land uses that require approval of a conditional use permit pursuant to Zoning Ordinance Table 130.25.020. The conditional use permit would be processed concurrently with the General Plan Amendment and Rezone.

d) Potential Planned Development

The proposal could include adding the Planned Development (-PD) Combining Zone to the project site resulting in a RFH-PD zone. The -PD Combining Zone provides for innovative planning and development techniques that allow the use of flexible development standards; provide for a combination of different land uses which are complimentary, but may not in all aspects conform to the existing zoning regulations; and minimize use compatibility issues and environmental impacts. With the addition of the -PD Combining Zone to the project site, the overall project approval would include approval of a Development Plan.

e) Potential Lot Reconfiguration

The project site is made up of 11 lots of varying shapes and sizes. The lots will likely be reconfigured, through mergers and/or boundary line adjustments, to create lots that would better accommodate the proposed project.

f) Environmental Review

Processing of a formal development application would require an analysis of potential environmental impacts by the project. The proposed General Plan Amendment, Rezone, Conditional Use Permit, and Annexation 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 conditions of approval for the project. Although the appropriate form of CEQA document will be determined by the County following review of the project submittal, based on the size and scope of the project, preparation of an Environmental Impact Report (EIR) is likely.

g) Annexation

The City of Placerville would require the applicant to annex into the City of Placerville. This would allow the project site to connect to the City's sewer system, a necessary requirement for a project of this type and scale, and would entitle the project site all other services provided by the City. The El Dorado County Local Agency Formation Commission (LAFCO) would be involved throughout the project processing, and Annexation to the City of Placerville would be a Condition of Approval for the project. The extent of the overall area to be annexed will need to be identified through close coordination with the City of Placerville and LAFCO, and will be analyzed in the environmental review for the project.

City of Placerville Entitlement Process

The project would require an entitlement application for a Conditional Use Permit. The current proposal is for development of a recreational vehicle (RV) park, campground, and family entertainment center.

a) Conditional Use Permit

The project site is within the Sphere of Influence of the City of Placerville and has been pre-zoned Planned Development Industrial (PDI). The proposal includes the amphitheater, RV Park, and campground land uses which conditional uses in the PDI zone pursuant to Section 10-5-22(C)(2) and (3) of the City of Placerville Zoning Ordinance.

b) Potential Lot Reconfiguration

The project site is made up of 11 lots of varying shapes and sizes. The lots will likely be reconfigured, through mergers and/or boundary line adjustments, to create lots that would better accommodate the proposed project.

c) Annexation

The City of Placerville would require the applicant to annex the project site into the City of Placerville. This would allow the project site to connect to the City's sewer system, a necessary requirement for a project of this type and scale, and would entitle the project site all other services provided by the City. The El Dorado County LAFCO would be

involved throughout the project processing, and Annexation to the City of Placerville would be a Condition of Approval for the project. The extent of the overall area to be annexed will need to be identified through close coordination with the County of El Dorado and LAFCO, and will be analyzed in the environmental review for the project.

d) Environmental Review

Processing of a formal development application would require an analysis of potential environmental impacts by the project. The Conditional Use Permit and Annexation 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 conditions of approval for the project. Although the appropriate form of CEQA document will be determined by the City following review of the project submittal, based on the size and scope of the project, preparation of an Environmental Impact Report is likely.

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.....Assessor's Parcel Map
- Exhibit C.....General Plan Land Use Map
- Exhibit D.....Zoning Map
- Exhibit E.....Aerial Map
- Exhibit F.....Project Narrative; June 29, 2016
- Exhibit G.....Conceptual Plan Set
- Exhibit H.....Site Photos
- Exhibit I.....City of Placerville Sphere of Influence Map
- Exhibit J.....City of Placerville Pre-Zoning Map
- Exhibit K.....Entitlement Processing Chart