

**EL DORADO COUNTY DEVELOPMENT SERVICES  
STAFF REPORT  
PLANNING COMMISSION**



**Agenda of:** May 10, 2007  
**Item No.:** 12.  
**Staff:** Shawna Purvines

**GENERAL PLAN AMENDMENT**

**FILE NUMBER:** A06-0002

**APPLICANT:** County of El Dorado Board of Supervisors

**REQUEST:** Amend the Floor Area Ratio (FAR) from the 2004 General Plan of 0.25 for Commercial, Industrial and Research and Development to a FAR of 0.85 for Commercial and Industrial and 0.50 for Research and Development.

**ENVIRONMENTAL DOCUMENT:** Supplemental Environmental Impact Report (SEIR)

**SUMMARY RECOMMENDATION:** Recommend Approval

**BACKGROUND:**

On February 9, 2006, the Planning Commission considered staff recommendations and public comments concerning possible options and alternative approaches to modifying Floor Area Ratios (FAR) and passed on to the Board of Supervisors a recommendation to amend the General Plan FAR's for Commercial and Industrial land use designations of 0.85, Research and Development of 0.50, and proposed a new land use designation for Mix Use Development (MUD) with an FAR of 1.00, allowing residential uses with a density of 10 to 24 dwelling units per acre. At that time the Board of Supervisors also approved to permanently eliminating FARs applicable to Agricultural Lands and to eliminate the requirements for impervious service. The Board of Supervisors adopted a Resolution of Intention to amend the General Plan with regard to FAR's and Mixed Use Development on April 11, 2006. However, the Board of Supervisors directed staff to address MUD separately from the proposed FAR amendment process.

**PROJECT LOCATION:**

The General Plan FAR Amendment applies to all areas within unincorporated El Dorado County.

**PROJECT DESCRIPTION:**

As a result of an adopted Resolution passed by the Board of Supervisors on April, 18, 2006, the General Plan FAR amendment proposes a FAR of 0.85 for Commercial and Industrial and a FAR of 0.50 for Research and Development (R&D). FARs regulate the amount of square feet of commercial, industrial and R&D development allowed within the County. FAR expresses the maximum allowable square footage of development as a percentage of lot size. An amendment would allow for an increase in allowable development square footage for each of these land use designations, subject to compliance with other applicable County development standard (e.g. height, setbacks, parking, landscaping, etc). The resolution also proposed a new Mixed Used Development (MUD) land use designation and related policies; however the proposed revisions for the MUD land use designation are being addressed separately and have not been evaluated by the Supplemental Environmental Impact Report (SEIR).

The proposed amendment would also eliminate the specific restriction for the El Dorado Hills Business Park contained in Table 2-3, currently limiting the FAR to 0.30 but would retain the employment cap of 10,045, pursuant to General Plan Policy TC-1y.

The text of the proposed amendments to Policy 2.2.1.5 of the General Plan and associated Table 2-3 is shown below (deletions in ~~striketrough~~, new text in underline):

The General Plan shall provide for the following building intensities in each land use designation as shown in **Table 2-3** (as modified below), Building Intensities.

**GENERAL PLAN TABLE 2-3  
 BUILDING INTENSITIES**

Land Use Designation	Floor Area Ratio*
Commercial	<del>.25</del> - <u>0.85</u>
Research & Development	<del>.25</del> - <u>0.50</u> ** (delete **)
Industrial	<del>.25</del> - <u>0.85</u>
<p><i>Ratio of allowable floor area (square footage) to site area (square footage). The FAR can be calculated over an entire integrated development rather than on a project-by-project basis under the following circumstances: 1) the aggregate average FAR within applicable land use designations does not exceed the General Plan maximum; or 2) satisfactory evidence is provided that demonstrates on a site-specific basis that measures will be imposed to keep traffic at levels associated with the applicable FAR threshold.</i></p> <p><i>**Shall not exceed 0.30 for the El Dorado Hills Business Park based on limitations established on employees in Policy TC-1y. In order to document overall compliance with the purposes of both the FAR limitation herein and the employee cap in Policy TC-1y, all projects within the Business Park that would individually exceed 0.25 FAR must undergo review and approval by the County.</i></p>	

**DISCUSSION:**

Intensity standards for non-residential development, such as floor area ratios, are commonly used to set limits on the amount of allowable development to address various issues, such as aesthetics, land use compatibility, and environmental impacts. Floor area ratios usually are expressed as a ratio of total floor area (including all floors and not just the footprint of a building) when compared to a lot or parcel area. Floor area ratios for non-residential land uses vary by jurisdiction but fall within a range of 10 percent to 300 percent within this region. A table representing different levels of FAR percentages within the region is provided below.

Jurisdiction	Land Use	FAR
City of Folsom	Commercial	200%
	Industrial/Office Park	200%
Placer County	Commercial	20%
	Tourist/Resort Commercial	80%
	Industrial/Business Park	180%
City of Roseville	Commercial/Business	20%-40%
	Industrial	20%-50%
	Central Business District	300%
Sacramento County	Commercial	25%-250%
	Industrial	15%-80%
Tuolumne County	Commercial/Mix Use	200%
	Special Commercial	100%
	Industrial	100%

General Plan Policy 2.2.1.5 designates the current FAR's for Commercial, Industrial and Research and Development at 0.25 with an exception for the El Dorado Hills Business Park at 0.30 that includes an employment cap of 10,045. There are no specific developments or parcels in the County currently proposing a FAR increase. Since no site-specific details are known regarding the type or form of development that could use the proposed increase in FARs, this analysis is programmatic and evaluates possible changes in development intensities with the best available information.

Estimated levels of development for 2025 in the General Plan were forecasted using projections based on future population estimates and assumptions as to how that growth would be allocated throughout the County based on various factors and development constraints. These forecasts were broken down into 14 market areas. It was determined that increasing the FAR for a parcel would not change the type of land use but could increase the size of a building on a parcel. While this change could increase the number of employees on an individual parcel, it is not expected to change the market conditions affecting demand for different employment-related land uses on a County-wide basis. Therefore, under 2025 conditions, some parcels may have a higher building coverage and more employment than other parcels, but overall the SEIR concluded that demand for commercial and industrial lands would not change with an increase in FARs. Bay Area Economics evaluated this finding as found in Appendix B of the Draft Supplement to the El Dorado County Environmental Impact Report.

El Dorado County has programs in place that require infrastructure and services to be available concurrently with the construction of new development. As described in Section 5.0 of the SEIR, there are a number of General Plan policies that require new development proposals to demonstrate that adequate transportation improvements, infrastructure, and public services are in place to serve the development. In addition, the County reviews development projects for consistency with the General Plan checklist to ensure that these policies are implemented and enforced. The SEIR also discusses the County's Traffic Impact Mitigation (TIM) Fee Program, which has been designed to meet the concurrency requirements of the General Plan associated with roadway improvements.

To avoid impacts associated with an increase in FAR Countywide, every five years, as part of the General Plan review and update, actions can be taken to decrease forecasted impacts in areas where higher intensity development is found to have a market demand. Policy 2.9.1.2 of the General Plan states:

*Two years following the adoption of the General Plan and thereafter every five years, the County shall examine the results of the monitoring process for the previous period. If the results of this monitoring process indicate that the distribution of growth varies significantly from the major assumptions of this Plan, the County shall make appropriate adjustments to the Plan's development potential by General Plan amendment. Five year adjustments in the development potential may include either additions to or subtractions from this land supply and may result in policy changes.*

### **Project Benefits**

As it is described in the Final EIR for the General Plan adopted in July 2004, the overarching objective of a General Plan is to guide a jurisdiction's growth over a long-term planning horizon, in a manner consistent with the community's vision of its long-term physical form and development. Specific objectives of the proposed General Plan FAR amendment include:

- Allow the Board of Supervisors additional flexibility in decision-making.
- Allow for increased potential for non-residential development.
- Provide for flexibility in non-residential development intensities to encourage logical and effective utilization of land areas designated for urban uses.

During the General Plan public participation process, residents generally agreed that higher density together with compatible infill development was a preferred mechanism for reducing sprawl and mitigating impacts of contemporary development styles throughout the County. It was also recognized that promoting the development of business and industry and having well-balanced communities would afford the County's residents the opportunity to work, shop, and recreate close to where they live and, in some instances, take advantage of non-automobile oriented transportation methods.

El Dorado County is served primarily by neighborhood and community retail centers along with industrial and R&D employment centers. In addition, there are several regional commercial, industrial and research and development employment centers that are located outside of the County in communities near enough to service the residents. These communities include Folsom, Rancho

Cordova, and Auburn California. An increase in FAR may provide the incentive needed for increased development of neighborhood, community, and regional retail centers that would allow for the local retention of sales tax revenues.

The 2000 Census illustrates that 39,709 of the County's residents live and work within the County including the two incorporated cities of South Lake Tahoe and Placerville. An additional 8,200 individuals commute into the County for employment. This means 32,410 or approximately 44 percent of El Dorado County's resident labor market commute out of the County for employment. Increasing the number of jobs available within the County will provide more opportunity for residents to live and work closer to home. However, with an anticipated 1,435,875 jobs to be created throughout the region by 2025, identified in Sacramento Area Council of Government (SACOG) forecast, an increase in FAR to levels more in keeping with allowable FARs in surrounding jurisdictions would give El Dorado County an opportunity to compete for the development of regional employment centers.

The FAR is not anticipated to induce non-residential growth beyond what has been analyzed in the 2004 General Plan and its EIR through the planning horizon year of 2025, and predicts an increase in the number of jobs within the County by an additional 128,421 at potential buildout beyond 2025, as discussed in Section 4.0 of the SEIR. This would represent an additional eight percent region wide and provides the opportunity for the County to better compete for regional employment centers.

As identified in the SEIR, at buildout, the County has the potential to realize a significant contribution to the tax base through sales and use tax revenues generated on parcels with an increase in FAR. (See Section 4.0 for a discussion of land use forecasts and the increase in employment that would be accommodated by the General Plan FAR amendment). In addition, the sales and use tax revenue earned from developed parcels is anticipated to increase since the rate of return for owners/developers intensifies with an increase in FAR. By increasing the opportunity for higher FARs, the County could experience an increase in property values thereby providing additional revenues that will support overall services to residents and visitors in the County.

An increase in FAR provides the opportunity to incorporate *Smart Growth* principles into the County's development practices, creating beneficial impacts to the local environment. The smart growth vision promotes infill and compact development together with mixed-use development that includes more transit choices as an alternative to low density development. Examples of how FAR affects development configurations can be seen in the photographs and diagrams included in the PowerPoint presentation provided by Pacific Municipal Consultants at the Planning Commission, public review meeting held on February 8, 2007 (Attachment 5), and the illustrations prepared for the March 2006 FAR staff report (Attachment 6).

An increase in the County's FAR for Commercial, Industrial and Research and Development land uses provides an incentive for achieving the above goals and objectives and furthers policies in the Economic Development Element of the General Plan to support a jobs housing balance and diversify the County's economic base.

## **ENVIRONMENTAL REVIEW:**

A Supplement to the 2004 El Dorado County General Plan EIR was prepared to determine if the project has a significant effect on the environment. In compliance with CEQA Guidelines, the SEIR includes a description of the environmental setting, an environmental impact analysis, mitigation measures, alternatives, significant irreversible environmental changes, growth-inducing impacts, and cumulative impacts. Based on this review, the project, as proposed, would have a significant impact on land use, visual resources, traffic and circulation, water resources, noise and air quality in the absence of identified programmatic mitigation measures. These are also impacts that were identified in the EIR for the 2004 General Plan

The EIR for the 2004 General Plan identified 40 potentially adverse impacts which could not be mitigated to a less-than-significant level. Although, the FAR Amendment to the General Plan would not result in any new impacts as defined in the General Plan EIR, it would result in an increase in the severity of 26 significant and unavoidable impacts identified in the General Plan EIR. However, 24 of the 26 impacts would only increase in severity at theoretical buildout and would not cause significant impacts through the 2025 planning horizon of the General Plan. The SEIR identifies a projected increase under buildout conditions in the severity of the following significant and unavoidable impacts shown below:

### **Traffic and Circulation**

- Impact 5.3-1: Increase in daily and peak hour traffic
- Impact 5.3-2: Insufficient transit capacity

### **Water Resources**

- Impact 5.4.1: Increase water demand and likelihood of surface water shortages
- Impact 5.4.2: Potential impacts associated with the development of new surface water supplies and related infrastructure
- Impact 5.4-3: Increase in groundwater demand and related impacts
- Impact 5.4-4: Increase in wastewater flows and related infrastructure impacts
- Impact 5.4-7: Increase in surface water pollutants from additional wastewater treatment plant discharges
- Impact 5.5-3: Potential noncompliance with state-mandated diversion rate
- Impact 5.9-7: Risk of exposure to flood hazards inside dam inundation area

### **Public Services**

- Impact 5.5-5: Potential for land use incompatibility and other impacts of new and expanded solid waste and hazardous waste facilities
- Impact 5.5-6: Potential for land use incompatibility and other impacts of new and expanded energy supply infrastructure
- Impact 5.5-7: Potential for impacts associated with new and expanded communications infrastructure

### **Noise and Air Quality**

- Impact 5.7-1: Exposure of sensitive receptors to construction noise
- Impact 5.7-2: Exposure of sensitive receptors to traffic noise
- Impact 5.7-3: Exposure of sensitive receptors to non-transportation noise
- Impact 5.7-4: Exposure of sensitive receptors to aircraft noise
- Impact 5.8-1: Short-term construction generated emissions of criteria air pollutants
- Impact 5.8-2: Long-term emissions of criteria air pollutants
- Impact 5.8-3: Long-term exposure of sensitive receptors to toxic air contaminants
- Impact 5.8-4: Contribution to near-term local mobile-source co concentrations
- Impact 5.8-5: Exposure of sensitive receptors to odorous emissions
- Impact 5.9-2: Increased risk of accidental release of hazardous materials
- Impact 5.9-5: Increased potential for fire incidents and fire hazards

### **General**

- Increase in the cumulative impacts to visual resources, transportation and circulation, water resources, utilities, air quality, noise and human health and safety, as addressed previously in this section.

The SEIR identifies a projected increase in the severity of two significant and unavoidable impacts under 2025 conditions but that would not exceed those identified in the General Plan EIR are shown below. The remaining 24 impacts of the 26 identified above would be less than significant under 2025 conditions. Mitigation measures are recommended to amend the 2004 General Plan Implementation Program developed to help reduce the impacts at buildout associated with some of the 26 identified above. (Exhibit B, section K).

### **Land Use**

- Impact 5.1-2: Substantial alteration or degradation of land use character in the county or subareas

### **Visual Resources**

- Impact 5.2-2: Degradation of existing visual character or quality of the area or region

CEQA requires that when a public agency makes findings based on an EIR, that agency must adopt a reporting and monitoring plan for those measures which it has adopted. The reporting and monitoring plan must be designed to ensure compliance during project implementation and provide disclosure to the public to ensure that conditions are monitored and properly met (Public Resources Code Section 21081.6). Exhibit A of the attached Resolution includes the Monitoring and Mitigation Program for the General Plan amendment that, if adopted, the mitigation measures would become an addition to the 2004 General Plan Implementation Plan.

### **ALTERNATIVE PROJECTS ANALYSIS**

Pursuant to Section 15126.6 of the CEQA Guidelines, the General Plan FAR Amendment SEIR considers six alternatives comparatively in Chapter 6. Three of these six, Alternatives 1 through 3, were rejected from further analysis after initial consideration. As described in Draft SEIR Section

6.0, Alternative 1 (Off-site) and Alternative 2 (Environmental Constraints) would not meet the basic project objectives and Alternative 3 (Elimination of Floor Area Ratios) has the potential to result in increased severity of environmental impacts in comparison to the General Plan FAR Amendment. The remaining three, Alternatives 4 (No Project), Alternative 5 (Elimination of specific Geographical Areas based on Traffic Increase), and Alternative 6 (Reduced Increase to FARs) were analyzed at a comparative level of detail, consistent with the requirements of CEQA.

In summary, the alternatives that were analyzed are as follows:

- Alternative #1 – Off-site
- Alternative #2 – Environmental Constraints
- Alternative #3 – Elimination of Floor Area Ratios
- Alternative #4 – No Project (retaining existing FAR standards)
- Alternative #5 – Elimination of Specific Geographical Area based on Traffic Increase
- Alternative #6 – Reduced Increase to FARs

Based on the environmental analysis, the project’s alternatives were developed to provide decision makers with a reasonable range of alternatives with which to compare to the proposed project.

The alternatives are described in Chapter 6 of the Draft SEIR, with the final three alternatives (Alternatives 4, 5, and 6) selected for further consideration analyzed at a comparative level of detail in Chapter 6 of the Draft SEIR (see pages 6.0-4 through 6.0-49 of the Draft SEIR).

A summary of the total employment and square footage of non-residential uses that would occur at buildout under the adopted General Plan, the General Plan FAR amendment and Alternatives 4 through 6 are provided in **Table 6.0-1** below. Under 2025 conditions, employment and non-residential development would be driven by market conditions as described in Section 4.0 and, thus, there would be no change between the adopted General Plan, the General Plan FAR amendment, or the alternatives.

**Alternatives Employment Generation at Buildout**

<b>Scenario</b>	<b>Total Employment</b>	<b>Commercial, Industrial, and Research and Development Square Footage</b>
<b>General Plan FAR Amendment</b>	245,543	83,961,500
<b>Alternative 4</b>	117,122	24,354,800
<b>Alternative 5</b>	148,785	38,627,030
<b>Alternative 6</b>	185,700	56,065,900

**Alternative #4 – No Project**

Under this alternative, the proposed General Plan FAR amendment project would not be adopted, and the existing El Dorado County General Plan policy document would remain in effect. Under this alternative, total square footage and employment for Commercial, Research and Development, and Industrial uses would remain the same as the proposed General Plan FAR amendment under 2025



conditions although development would not be as intense. Under buildout conditions, this alternative would produce approximately 24,354,800 square feet of commercial, research and development, and industrial square footage and a total employment of 117,122 (128,421 less than the proposed project) at buildout. This alternative would fulfill none of the objectives associated with the project nor would it provide any benefits of the project as described in Section E.

**Alternative #5 – Elimination of Specific Geographical Area Based On Traffic Increase**

Alternative #5 eliminates areas of the County where the proposed General Plan FAR amendment project would substantially increase levels of traffic at buildout in areas projected to exceed levels of service. Under this alternative, 20 Traffic Analysis Zones (TAZ) areas that would be eliminated from the increase in FAR, but would retain existing General Plan levels of FAR, result in a total employment of 148,785 and a total square footage of 38,627,030. A baseline limit to the increase in employees over existing conditions was used to determine the areas that are excluded under this alternative. The limit was set at 2,000 new employees. Table 6.0-1 of the Draft SEIR illustrates the TAZ number and the change in employment for each affected TAZ at buildout. Alternative 5 would result in less employment and total square footage for these uses when compared to the proposed General Plan FAR amendment project but has more employment and square footage than the baseline, the adopted General Plan, as it would increase employment by 31,663 jobs and increase potential development square footage by 14,727,230 square feet at buildout. Therefore, most impacts that resulted in a significant and unavoidable impact in the General Plan EIR at buildout would also be significant and unavoidable under this alternative; however, the intensity of those impacts would be decreased.

**Alternative #6 – Reduced FAR**

Alternative #6 provides floor area ratios approximately halfway between the adopted General Plan and the proposed General Plan FAR amendment project. Alternative 6 FARs are: 0.55 for commercial and industrial land uses and 0.40 for research and development land uses. This results in a total employment of 185,700 and total of 56,065,900 square feet of commercial research and development and industrial uses at buildout. Alternative 6 would result in less employment and total square footage when compared to the proposed General Plan FAR amendment project but more employment and commercial, research and development, and industrial square footage than the baseline, that of the adopted General Plan. Therefore, most impacts that resulted in a significant and unavoidable impact in the General Plan EIR would also be significant and unavoidable under this alternative; however, the intensity of these impacts is decreased relative to those of the project description.

The Planning Commission may consider and ultimately recommend to the Board of Supervisors an increase in the current levels of FARs up to the maximum amount analyzed in the SEIR without requiring the recirculation of the SEIR. Attached Resolutions and exhibits have been prepared to support the project as proposed in the Resolution of Intention, adopted by the Board of Supervisors on April, 18, 2007. However, should the Board of Supervisors wish to approve levels less than those in the proposed project, modifications to the attached resolutions and exhibits would be required.

**RECOMMENDATION:** Recommend approval

## **SUPPORT INFORMATION**

### **ATTACHMENTS**

Attachment 3 - Supplement Environmental Impact Report

Attachment 4 – BOS Staff Report of April 18, 2006

Attachment 5 – Planning Commission Public Review Meeting Presentation February 8, 2007

Attachment 6 - Possible Building Configurations for .25 – 3.00 FAR

**EL DORADO COUNTY BOARD OF SUPERVISORS  
AGENDA ITEM TRANSMITTAL  
Meeting of April 18, 2006**

**AGENDA TITLE:** Resolution of Intention to Amend the General Plan  
Floor Area Ratios and Mixed Use Development

**DEPARTMENT:** Development Services/Planning

**DEPT SIGNOFF:**

**CAO USE ONLY:**

**CONTACT:** Gregory L. Fuz/Peter N. Maurer *GN*

**DATE:** 3/28/06

**PHONE:** 5445/5331

**DEPARTMENT SUMMARY AND REQUESTED BOARD ACTION:**

Consideration of a Resolution of Intention to amend the General Plan to increase the floor area ratio (FAR) standards set forth in Policy 2.2.1.5, create a new Mixed Use Development land use designation, and to adopt policies supporting the new designation.

**RECOMMENDATION:** The Planning Commission recommends the Board adopt the attached Resolution of Intention, authorize Planning staff to proceed with the environmental review process, and provide direction concerning consultant selection for preparation of the environmental impact report.

**CAO RECOMMENDATIONS:**

Financial impact? ( ) Yes (X) No

Funding Source: ( ) Gen Fund ( ) Other

**BUDGET SUMMARY:**

Other:

**CAO Office Use Only:**

Total Est. Cost \_\_\_\_\_

**Funding**

4/5's Vote Required ( ) Yes ( ) No

Budgeted \_\_\_\_\_

Change in Policy ( ) Yes ( ) No

New Funding \_\_\_\_\_

New Personnel ( ) Yes ( ) No

Savings \_\_\_\_\_

**CONCURRENCES:**

Other \_\_\_\_\_

Risk Management \_\_\_\_\_

Total Funding \_\_\_\_\_

County Counsel \_\_\_\_\_

Change in Net County Cost \_\_\_\_\_

Other \_\_\_\_\_

**\*Explain**

**BOARD ACTIONS:**

**Vote:** Unanimous \_\_\_\_\_ Or

**I hereby certify that this is a true and correct copy of an action taken and entered into the minutes of the Board of Supervisors**

**Ayes:**

**Date:** \_\_\_\_\_

**Noes:**

**Attest: Cindy Keck, Board of Supervisors Clerk**

**Abstentions:**

**Absent:**

**By:** \_\_\_\_\_



PLACERVILLE OFFICE  
2850 FAIRLANE COURT  
PLACERVILLE, CA 95667  
(530) 621-5775  
(530) 622-1708 Fax  
Counter Hours: 7:30 AM to 4:30PM  
[bdgdept@co.el-dorado.ca.us](mailto:bdgdept@co.el-dorado.ca.us)  
[planning@co.el-dorado.ca.us](mailto:planning@co.el-dorado.ca.us)

LAKE TAHOE OFFICE  
3368 LAKE TAHOE BLVD, SUITE 302  
SOUTH LAKE TAHOE, CA 96150  
(530) 573-3330  
(530) 542-9082 Fax  
Counter Hours: 7:30 AM to 4:30 PM  
[tahoebuild@co.el-dorado.ca.us](mailto:tahoebuild@co.el-dorado.ca.us)

EL DORADO HILLS OFFICE  
4950 HILLSDALE CIRCLE, SUITE 100  
EL DORADO HILLS, CA 95762  
(916) 941-4967 and (530) 621-5582  
(916) 941-0269 Fax  
Counter Hours: 7:30 AM to 4:30 PM  
[bdgdept@co.el-dorado.ca.us](mailto:bdgdept@co.el-dorado.ca.us)  
[planning@co.el-dorado.ca.us](mailto:planning@co.el-dorado.ca.us)

April 11, 2006

Board of Supervisors  
330 Fair Lane  
Placerville, CA 95667

Dear Board Members:

Subject: Resolution of Intention to Amend the General Plan - Floor Area Ratios and Mixed Use Development

**Recommendation:**

Development Services forwards the Planning Commission's recommendation to the Board to adopt the attached Resolution of Intention, authorize Planning Services staff to proceed with the environmental review process, and provide direction concerning consultant selection for preparation of the environmental impact report.

**Reason for Recommendation:**

**PROPOSAL SUMMARY**

The Resolution of Intention proposes that the County examine revised Floor Area Ratios (FARs) of 0.85 for Commercial and Industrial land use designations and 0.50 for Research and Development designations, and permanent elimination of the FAR applicable to Agricultural Lands. It also includes a proposal for a new Mixed-Use Development (MUD) designation (and related policies) to implement "Smart Growth" principles. The MUD land use designation would include a FAR of 1.00, allow residential density from 10 to 24 dwelling units per acre, and provide for a density bonus to encourage affordable housing. The Resolution further proposes to examine eliminating or modifying the specific restriction applicable to the El Dorado Hills Business Park limiting the FAR to 0.30. In addition, in order to maintain internal General Plan consistency, amendments to Policies 2.1.1.3, 2.2.1.1, Table 2-1, Policies 2.2.1.2, 2.2.1.3, Table 2-2, Policy 2.2.1.5, Table 2-3 and Table 2-4, and Implementation Measure LU-A, and, a new Objective 2.5.3, Mixed-Use Development with implementing policies, are included.

## DISCUSSION

This matter was considered by the Planning Commission on February 9 and March 23, 2006, and the Commission unanimously recommended that the Board of Supervisors adopt the Resolution of Intention. The Draft Resolution presented to the Planning Commission included the provisions set forth by the Proposal Summary above. In addition, the Planning Commission considered allowing both mixed use development and multiple-use development in Commercial land use areas and mixed use development within Neighborhood Commercial zone districts. The Planning Commission expressed concern that the residential land use component required by mixed use development would reduce commercial development potential and, therefore, opted to eliminate mixed use development in Commercial land use designations and Neighborhood Commercial zone districts. The Planning Commission's modifications to the Resolution are indicated on the Draft Resolution by double underlining for additions and ~~strike-through~~ for deletions (Page 3, Commercial; Page 4, Policy 2.5.3.4; Page 4, Policy 2.5.3.6; Page 5, Policy 2.5.3.10; and Page 5, Policy 2.5.3.12). With the modification proposed to Policy 2.2.1.2, Commercial (C), County Counsel recommended that Policy 2.5.3.12 be deleted.

Valerie Zetner, representing the Farm Bureau, and Art Marinaccio, representing several individuals and the Taxpayers Association, spoke in favor of the proposed changes and modifications made by the Commission, (Further detail of public comments are included in the attached Planning Commission Minutes) .

The Resolution of Intention establishes the initial project description for the proposed General Plan Amendment. The subsequent environmental review, staff analysis, and public hearing process will identify potential impacts, mitigation measures, alternatives, and any public concerns related to this proposed amendment. After reviewing all of this information, the Planning Commission will then make a final recommendation to your Board regarding the proposed amendment. The scope of the environmental review will consider all of the issues identified in the General Plan EIR that could be affected by the intensification of employment resulting from the proposed increase in FARs. These include land use compatibility, traffic, housing, public services, biological resources, air quality, noise, water quality, and visual effects. The environmental review will identify mitigation measures and alternatives to address any potentially significant impacts. When this matter returns to the Planning Commission and your Board for consideration, the feasibility of any mitigation measures and/or alternatives will be considered. At that time, your Board will determine whether to go forward with the original proposal or make further modifications to address potential impacts.

Development Services has prepared two project work schedules to address the environmental review process for consideration and direction by your Board. Major milestones common to both work schedules include: Consultant Selection/Award of Contract, Notice of Preparation Publication, Draft EIR 45-Day Public Review, Final EIR Preparation, Planning Commission advisory action to certify Final EIR and approve General Plan Amendment recommendations, and Board of Supervisors final action. Timing is dependent upon the approach taken by the County to select the consultant hired to prepare the environmental document. One work schedule projects time based upon use of a shortened competitive bid process. This approach estimates that the project review/approval process may extend to March/April 2007. The alternative approach would not involve a competitive bid process but would rely on using a consultant currently under contract to Development Services. Using this expedited approach, the estimated time frame to complete project review/approval process may be shortened to January/February, 2007. It is important to note, however, that both schedules are dependent upon the time it takes to prepare the final EIR in response to public comments received during the 45-day review period. While this review process is going forward, proposals to increase FARs beyond existing limits may be considered on a case by case basis through the Planned Development process.

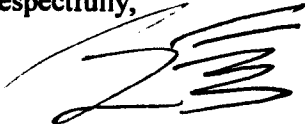
Page 3

Resolution of Intention to Amend General Plan  
Floor Area Ratios and Mixed Use Development  
Letter to Board of Supervisors  
April 11, 2006

**Action to be Taken Following Approval:**

Development Services staff will commence the consultant selection process for the environmental review of this proposed amendment to the General Plan as directed by your Board. Upon the conclusion of the environmental review process, further recommendations will be provided to the Planning Commission and your Board concerning General Plan Amendment A06-0002, FAR and MUD.

Respectfully,



Gregory L. Fuz  
Development Services Director

GLF:SDH:jcb

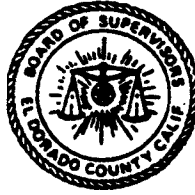
**ATTACHMENTS**

- Attachment 1 – Draft Resolution of Intention
- Attachment 2 – Minutes from Planning Commission hearing on March 23, 2006
- Attachment 3 – Staff Report
- Attachment 4 – Final Resolution of Intention

**DRAFT**

**RESOLUTION OF INTENTION**  
**(With changes as recommended by the Planning Commission)**

**ATTACHMENT 1**



DRAFT

## RESOLUTION NO.

### OF THE BOARD OF SUPERVISORS OF THE COUNTY OF EL DORADO

#### RESOLUTION OF INTENTION

**WHEREAS**, the County of El Dorado is mandated by the State of California to maintain an adequate and proper General Plan; and

**WHEREAS**, because of that mandate, El Dorado County's General Plan and the various elements thereof must be continually updated with current data, recommendations, and policies; and

**WHEREAS**, Section 65302(c) et seq. of the California Government Code contains specific provisions that must be contained within the land use element of the general plan;

**NOW, THEREFORE, BE IT RESOLVED** that the El Dorado County Board of Supervisors will set a public hearing to consider amending the Land Use Element of the General Plan to modify policies relating to floor area ratios (FARs) and to include new policies related to Mixed Use Development (MUD) as follows:

#### **Policy 2.1.1.3**

Multiple use developments ~~Mixed use developments~~ which combine commercial, research and development, and residential uses on a single parcel are permissible and encouraged within Community Regions and Rural Centers provided the commercial use is the primary and dominant use of the land. Within Community Regions, the multiple uses ~~mixed uses~~ may occur vertically. In multiple use ~~mixed use~~ projects, the maximum residential density shall be 10 dwelling units per acre within Community Regions.

Mixed Use Development, as defined by Policy 2.2.1.2, is permissible and encouraged within Community Regions and Rural Centers.

The Mixed Use Development land use designation requires functional integration of allowed uses through vertical and/or horizontal mixing or site design, multiple use development does not (definition to be included in Glossary, also.)

#### **Policy 2.2.1.1**

The matrix contained in Table 2-1 provides for the relationship and consistency between the General Plan planning concept areas and the land use designations.



Note: Add Mixed Use Development under Land Use Designations and mark under Concept Area, Community Regions and Rural Regions (Exhibit 1).

**Policy 2.2.1.2**

Mixed Use Development (MUD): This land use designation identifies those areas suitable to provide for a mixture of residential, commercial, and recreational facilities. This designation is applied within Community Regions and Rural Centers where a mixture of these uses is desirable near transportation corridors, mass transit stops/facilities, defined community centers, major commercial centers, business parks (research and development), industrial areas, schools, parks, and community services/facilities whereby the combination of mixed use development and adjoining land uses creates a compatible mix. Examples of allowed land uses include: high density, multi-family, and single-family dwelling units as allowed by the MFR land use designation, commercial, and public facility land uses typical of the allowed uses set forth by the Commercial and Public Facilities land use designation, excluding incompatible uses, such as; land fills, storage and maintenance yards, water and sewer treatment facilities.

The mix of uses can occur in a variety of ways; for example, office or residential uses can be included in the same building, or above retail. Mixing promotes functional integration of uses through vertical or horizontal mixing or through site design. However, when mixed uses are on the same site but separated by a wall or large expense of parking, for example, they are "multiple use" projects. These projects do not meet the intent of the Mixed Use Development designation because they lack necessary functional integration.

The minimum allowed residential density is <sup>10</sup> dwelling units per acre, and the maximum allowed density is 24 dwelling units per acre; however, additional units are possible through a density bonus for the provision of affordable (low-moderate income) housing. The maximum FAR for non-residential building coverage is 1.0.

The intent of this land use designation is to promote community identification by enhancing neighborhood character. This can be accomplished through the creation of well designed and balanced neighborhoods/villages that serve to reduce traffic and air pollution, providing for a variety of destinations nearby, promote pedestrian and bicycle traffic, and creates balance in employment opportunities.

2.

NO-4

Commercial (C): The purpose of this land use category is to provide a full range of commercial retail, office, and service uses to serve the residents, businesses, and visitors of El Dorado County. ~~Mixed use development and~~ Multiple use development of commercial lands within Community Regions and Rural Centers which combine commercial and residential land uses shall be permitted provided the commercial activity is the primary and dominant use of the parcel. Multiple use development is permitted provided the commercial activity is the primary and dominant use of the land. The residential component of a multiple use project shall only be implemented following or concurrent with the commercial component. Except for Community Care Facilities described in Objective 4.1.2, the Housing Element (Goals, Policies, and Objectives), developments in which residential usage is the sole or primary use shall be prohibited on commercially designated lands. Numerous zone districts shall be utilized to direct specific categories of commercial uses to the appropriate areas of the County. Except as provided in Policy 2.2.2.3, this designation is considered appropriate only within Community Regions and Rural Centers.

**Policy 2.2.1.3**

The General Plan shall provide for the following range of population densities in the respective land use designations based upon the permitted range of dwelling units per acre and number of persons per acre as shown in Table 2-2.

Add Mixed Use Development under Land Use designation, Units Per Acre shall be 10 - 24, Persons Per Housing Unit is 2.3, and Persons Per Acre is 23.0 - 55.2. (Exhibit 2).

**Policy 2.2.1.5**

The General Plan shall provide for the following building intensities in each land use designation as shown in Table 2-3.

Agricultural Lands FAR is deleted, Commercial FAR is .85, Industrial FAR is .85, Research and Development FAR is .50 (the note that creates a restriction on employment for the El Dorado Hills Business Park is deleted). Mixed Use Development needs to be added with a FAR of 1.0 (Exhibit 3).

Table 2-4, General Plan Land Use Designation and Zoning District Consistency Matrix, needs to be amended to include Mixed Use Development and to note that a new zone district will be included in the zoning ordinance (Exhibit 4).

**OBJECTIVE 2.5.3: MIXED USE DEVELOPMENT**

Designate lands to provide greater opportunities for existing and future El Dorado County residents to shop, work, and reside within well designed pedestrian friendly communities, and to create or strengthen potential functional relationships with surrounding land uses.

Policy 2.5.3.1

Mixed use development projects shall be functionally integrated and be oriented to also serve the needs of the surrounding area. Developments shall include vertical and/or horizontal mix of uses, and design such that buildings are grouped in clusters to the extent feasible

Policy 2.5.3.2

Mixed use development should be located near existing and/or planned commercial, research and development, industrial, high density residential, multi-family residential and public facilities to strengthen community identity/neighborhood enhancement, and employment opportunities. Further locational criteria include; proximity to major transportation corridors, including rail corridors, bicycle facilities, and public transit facilities.

Policy 2.5.3.3

Mixed use development may be applied to infill sites/vacant land, underutilized land, and areas otherwise suitable for redevelopment located within urbanized areas where available infrastructure has capacity/or capacity can readily be expanded in conformance with approved capital improvement plans.

Policy 2.5.3.4

Regardless of the number of ~~property owners~~ parcels, the application for Mixed Use Development must consist of a comprehensive development plan, the requirements of which shall be set forth by the Zoning Ordinance, or specific plan.

Policy 2.5.3.5

Mixed Use Developments which propose phasing, shall be developed in a balanced phasing pattern. Public areas must be developed concurrent with commercial and residential uses.

Policy 2.5.3.6

Mixed Use Development shall include the following list of gross land use areas, expressed in minimum to maximum percentages, within the development area

- Public Use \* ~~10 percent Minimum~~
- Commercial \* ~~10 30 percent~~
- Housing \* ~~20 60 percent~~
- Office \* ~~20 60 percent~~

\* To be developed as part of the CEQA process

Policy 2.5.3.7

Each mixed use development shall have a core area containing ground floor retail and commercial uses that occupies at least 10 percent of the project area.

Policy 2.5.3.8

Each mixed use development shall include a mix of housing densities, ownership (including rental) patterns, cost, and building types. Housing units are encouraged to be provided as second and/or third story uses within commercial core areas, and as ground level uses outside of the commercial core area.

Policy 2.5.3.9

Mixed use developments which include affordable (low-moderate income) housing shall be entitled to applicable density bonus considerations.

Policy 2.5.3.10

Mixed use development projects ~~shall~~ should include pre-school day care facilities which shall be located to be convenient and accessible to both mixed use development residents and employees. To the extent feasible, day care facilities should be located adjacent to parks, or within residential areas, commercial areas and office uses.

Policy 2.5.3.11

The public use component of mixed use development should be developed as parks, plazas, and public buildings, such as; community buildings, recreation facilities, post office, or libraries.

~~Policy 2.5.3.12~~

~~Mixed use development concepts may be considered when appropriately applied within neighborhood commercial centers/service zone districts as provided by Policies 2.5.2.1, and 2.2.5.8.~~

Page 6  
Resolution No.

Measure LU-A Create mixed use development zone district and include in Zoning Ordinance.

BE IT FURTHER RESOLVED, the Board of Supervisors hereby authorizes the Development Services Department to proceed with the preparation of the above said hearing, including environmental review pursuant to the requirements of the California Environmental Quality Act, as amended.

PASSED AND ADOPTED by the Board of Supervisors of the County of El Dorado at a regular meeting of said Board, held the \_\_\_\_\_ day of \_\_\_\_\_, 200\_\_, by the following vote of said Board:

Attest:  
Cindy Keck  
Clerk of the Board of Supervisors

Ayes:  
Nays:  
Absent:

By: \_\_\_\_\_  
Deputy Clerk

\_\_\_\_\_  
Chairman, Board of Supervisors

I CERTIFY THAT:  
THE FOREGOING INSTRUMENT IS A CORRECT COPY OF THE ORIGINAL ON FILE IN THIS OFFICE.

DATE: \_\_\_\_\_

Attest: CINDY KECK, Clerk of the Board of Supervisors of the County of El Dorado, State of California.

By: \_\_\_\_\_

## EXHIBIT 1

<b>TABLE 2-1 PLANNING CONCEPT AREAS AND LAND USE DESIGNATION CONSISTENCY MATRIX</b>			
<b>Land Use Designations</b>	<b>Concept Areas</b>		
	<b>Community Regions</b>	<b>Rural Centers</b>	<b>Rural Regions</b>
Multifamily Residential*	●	●	
High-Density Residential*	●	●	
Medium-Density Residential*	●	●	
Low-Density Residential	●	●	●
Rural Residential			●
Agricultural Lands			●
Natural Resource			●
<u>Mixed Use Development</u>	<u>●</u>	<u>●</u>	
Commercial*	●	●	
Research & Development	●	●	
Industrial	●	●	●
Open Space	●	●	●
Public Facilities	●	●	●
Tourist Recreational	●	●	●
*May be applied in Rural Regions to reflect existing development when combined with the Platted Lands (-PL) overlay land use designation.			

## EXHIBIT 2

**TABLE 2-2 LAND USE DENSITIES AND RESIDENTIAL POPULATION RANGES**

<b>Land Use Designation</b>	<b>Units Per Acre</b>	<b>Persons Per Housing Unit<sup>1</sup></b>	<b>Persons Per Acre</b>
Multifamily Residential	5 – 24	2.3	11.5 - 55.2
High-Density Residential	1 – 5	2.8	2.8 - 19.6
Medium-Density Residential	1 – 0.2	2.8	2.8
Low-Density Residential	0.20 – 0.1	2.8	0.56 - 0.28
Rural Residential	0.1 – 0.025	2.8	0.28 - 0.07
Agricultural Lands	0.05	2.8	0.14
Natural Resource	0.025 – 0.00625	2.8	0.07 - 0.0175
<u>Mixed Use Development</u>	<u>10 – 24</u>	<u>2.3</u>	<u>23 – 55.2</u>
Commercial	10/4 <sup>2</sup>	2.8	28/11.2
Research & Development	10/4 <sup>2</sup>	2.8	28/11.2
Industrial	–	–	–
Open Space	–	–	–
Public Facilities	–	–	–
Tourist Recreational	–	–	–

**Notes:**

<sup>1</sup> 1990 U.S. Census

<sup>2</sup> Maximum of 10 units per acre in Community Regions; maximum of 4 units per acre in Rural Centers

## EXHIBIT 3

<b>TABLE 2-3 BUILDING INTENSITIES</b>	
<b>Land Use Designation</b>	<b>Floor Area Ratio*</b>
Multifamily Residential	
High-Density Residential	
Medium-Density Residential	
Low-Density Residential	
Rural Residential	
Natural Resource	
<u>Mixed Use Development</u>	<u>1.0</u>
Commercial	<u>.25 - .85</u>
Research & Development	<del>.25</del> - <u>.50</u> ** (delete **)
Industrial	<del>.25</del> - <u>.85</u>
Open Space	
Public Facilities	
Tourist Recreational	

\*Ratio of allowable floor area (square footage) to site area (square footage). The FAR can be calculated over an entire integrated development rather than on a project-by-project basis under the following circumstances: 1) the aggregate average FAR within applicable land use designations does not exceed the General Plan maximum; or 2) satisfactory evidence is provided that demonstrates on a site-specific basis that measures will be imposed to keep traffic at levels associated with the applicable FAR threshold.

~~\*\*Shall not exceed 0.30 for the El Dorado Hills Business Park based on limitations established on employees in Policy TC 1y. In order to document overall compliance with the purposes of both the FAR limitation herein and the employee cap in Policy TC 1y, all projects within the Business Park that would individually exceed 0.25 FAR must undergo review and approval by the County.~~



# EXHIBIT 4

**TABLE 2-4  
GENERAL PLAN LAND USE DESIGNATION AND ZONING DISTRICT CONSISTENCY MATRIX**

Zoning Districts <sup>*</sup>	Land Use Designations <sup>*</sup>												
	MFR	HDR	MDR	LDR	RR	AL	NR	MUD <sup>4</sup>	C	R&D	I	OS	TR
RM & R2	•												
MP	•	•											
R1 & R20,000		•											
R1A			•										
R2A			•										
R3A		◊	•										
RE-5	◊	◊	◊	•									
RE-10	◊	◊	◊	•	•								
RA-20			◊	•	•	•							
RA-40+			◊	◊	•	•	•						
NS <sup>1</sup>	•	•	•										
CH <sup>1</sup>									•				•
<sup>1</sup> MD								•					
C									•				
CPO, CP, CG									•				
R&D										•	•		
I											•		
IR <sup>1</sup>					•	•	•				•		
A & SA-10				•		•							
PA				•	•	•							
AE				•	•	•	•						
TPZ				◊	•	•	•						
FR <sup>1</sup>				◊	•	•	•						
MR					•	•	•		•		•		
RF	•	•	•	•	•		•		•			•	•
RT	•								•				
CN				•	•							•	
OS	•	•	•	•	•	•	•		•	•	•	•	
TC	•	•	•	•	•				•	•	•	•	•
<b>LEGEND</b>	◊ <sup>2/3</sup> - Consistent						Inconsistent						

**Notes:**  
<sup>1</sup> Proposed new zone districts: CH - Highway Commercial; NS - Neighborhood Service; IR - Resource Industrial; FR - Forest Resource; MD - Mixed Use Development  
<sup>2</sup> Zone district intensity/density of permitted uses within acceptable range of land use designation  
<sup>3</sup> Zone district intensity/density of permitted uses below the acceptable range of land use designation  
<sup>4</sup> Proposed new land use designation  
 • See table below for land use designations and zoning districts

**FROM THE MINUTES OF MARCH 23, 2006**

**9. GENERAL PLAN AMENDMENT (Public Hearing)**

- a. **Policy 2.2.1.5 – Floor Area Ratio:** Hearing to consider recommendations to the Board of Supervisors for adoption a Resolution of Intention to amend the General Plan to increase the floor area ratio (FAR) standards set forth in Policy 2.2.1.5, create a new Mixed Use Development land use designation, and to adopt policies supporting the new designation.

Steve Hust presented this item, recommending that the Resolution of Intention be forwarded to the Board of Supervisors for adoption. He would like the recommendation to include directing staff to proceed with the preparation of the environmental document for the project.

Commissioner Tolhurst feels this is a great proposal and is 100 percent behind the amendment. Policy 2.5.3.6 seems to indicate there is a minimum and maximum. Does there have to be some of each? Mr. Hust said each component must be included with a mixed use project. All four components are necessary.

Commissioner Mac Cready spoke about allowing multifamily on commercial properties. Paula Frantz, County Counsel, said this will be a completely different designation. There will be lands that are designated appropriate for these types of uses. You will not be taking commercial land for residential use.

Commissioner Machado asked if it would be possible to have detached single family housing on a commercial piece of property. Mr. Hust explained stating it could be on the ground floor or upper floors.

Commissioner Mac Cready said this is really suitable for Community Regions and Rural Centers. Mr. Hust said it is applicable in the Rural Centers on a small scale.

Peter Maurer said it sounds like staff has captured the ideas of the Planning Commission. If the Board adopts the Resolution, the environmental document will be prepared for the amendment. The amendment will come back through the Commission for a recommendation to the Board.

Ms. Frantz spoke about possible zone districts that would fall under such a land use designation. There could be different levels in the Zoning Ordinance.

Commissioner Tolhurst commented that the map would have to be changed if this is adopted. Mr. Hust said conceptual sites would have to be included in the EIR.

Commissioner Tolhurst asked if the percentage in Policy 2.5.3.6 is the percentage of use or the floor area ratio. Mr. Hust said the floor area ratio is applicable to 100 percent.

Jean Ritell asked how this is going to impact her area. She has a residence that abuts agricultural property. Why is the floor area ratio being eliminated for agriculture?

Art Marinaccio, representing a number of people and the Taxpayers Association, said Option 3 needs to be clarified that these floor area ratios are not allowed by right. There should be other factors that determine what type of density you can get. Basically, we are eliminating floor area ratios as the reason for limiting projects. He spoke about floor area ratios being in the Zoning Ordinance. Mr. Marinaccio would like to see the Commission propose that Policy 2.5.3.5 and the subsequent policies be included in the Design Manual. You need to look at Rural Centers as being mixed used developments. In Policy 2.5.3.4, the wording should be changed from "Regardless of the number of property owners" to "Regardless of the number of parcels." This designation would be included with a planned development or a specific plan. After attending the SACOG meeting last week, the area around the Silva Valley interchange is an area that would be very appropriate for this type of use. On Exhibit 1, agricultural lands only apply in Rural Regions, and he agrees with that. However, there is a parcel in the Silva Valley interchange area that is on roll-out from a Williamson Act Contract. Being agriculture precludes development of less than ten acres around that parcel. Mr. Marinaccio said this is a great start. You need to be really clear about not allowing the floor area ratio to be the limiting factor and that these are the maximum uses and not the expected uses.

Valerie Zetner, representing the Farm Bureau, said they are very supportive of this amendment. This also provides the opportunity for affordable housing. She would request that when we look at standards, there is a difference between Community Centers and Rural Centers. Pedestrian development would not be as appropriate in Rural Centers as in Community Centers. Ms. Zetner agrees with Art Marinaccio that this is a great first step.

Mr. Hust explained the relationship of the floor area ratios in the agricultural districts. Mr. Marinaccio is correct that the floor area ratios are maximums. The ratios would be implemented through the Zoning Ordinance. He agrees with Mr. Marinaccio on Policy 2.5.3.5, parcels rather than property owners.

There was no further input.

Commissioner Machado asked for clarification on the action required today. Mr. Maurer explained. Ms. Frantz said the policies can be a little more general. These are not the policies that have to be adopted. Commissioner Machado spoke about the percentages in Policy 2.5.3.6. Ms. Frantz suggested a modification to Policy 2.2.1.2. She said any affordable housing project would be able to have all the incentives allowed elsewhere.

Referring to Policy 2.5.3.10, Chair Knight does not like the word shall. Mr. Hust suggesting changing the wording to should.

Ms. Frantz said Policy 2.5.3.12 could be deleted because of the change made to Policy 2.2.1.2.

ON MOTION OF COMMISSIONER MACHADO, SECONDED BY COMMISSIONER TOLHURST AND UNANIMOUSLY CARRIED, IT WAS MOVED TO FORWARD A

RECOMMENDATION THAT THE BOARD OF SUPERVISORS ADOPT THE RESOLUTION OF INTENTION TO AMEND THE GENERAL PLAN TO INCREASE THE FLOOR AREA RATIO STANDARDS SET FORTH IN POLICY 2.2.1.5, CREATE A NEW MIXED USE DEVELOPMENT LAND USE DESIGNATION, AND ADOPT POLICIES SUPPORTING THE NEW DESIGNATION, AS MODIFIED BY THE COMMISSION; FURTHER, THE COMMISSION RECOMMENDED THE BOARD OF SUPERVISORS AUTHORIZE PLANNING STAFF TO PROCEED WITH THE ENVIRONMENTAL REVIEW PROCESS FOR SAID AMENDMENT..



PLACERVILLE OFFICE:  
2850 FAIRLANE COURT  
PLACERVILLE, CA 95667  
(530) 621-5775  
(530) 622-1708 Fax  
Counter Hours: 7:30 AM to 4:30 PM  
[blgddept@co.el-dorado.ca.us](mailto:blgddept@co.el-dorado.ca.us)  
[planning@co.el-dorado.ca.us](mailto:planning@co.el-dorado.ca.us)

LAKE TAHOE OFFICE:  
3368 LAKE TAHOE BLVD  
SUITE 302  
SOUTH LAKE TAHOE, CA 96150  
(530) 573-3330 & 542-9082 Fax  
Counter Hours: 7:30 AM to 4:30 PM  
[tahoebuild@co.el-dorado.ca.us](mailto:tahoebuild@co.el-dorado.ca.us)

EL DORADO HILLS OFFICE:  
4950 HILLSDALE CIRCLE, SUITE 100  
EL DORADO HILLS, CA 95762  
(916) 941-4967 & (530) 621-5582  
(916) 941-0269 Fax  
Counter Hours: 7:30 AM to 4:30 PM  
[blgddept@co.el-dorado.ca.us](mailto:blgddept@co.el-dorado.ca.us)  
[planning@co.el-dorado.ca.us](mailto:planning@co.el-dorado.ca.us)

## MEMORANDUM

**DATE:** March 16, 2006  
**Agenda of:** March 23, 2006  
**TO:** Planning Commission  
**Item #:** 9.a.  
**FROM:** Peter N. Maurer, Deputy Director of Planning  
**SUBJECT:** General Plan Amendment A06-0002, Floor Area Ratios and Mixed Use Development

### **BACKGROUND**

On February 9, 2006, the Planning Commission considered staff recommendations and public comment concerning possible options/alternative approaches to modify FARs. The Planning Commission selected Option 3 – Increased FARs By-Right and New Land Use Designations as the base approach for potential General Plan amendment and environmental analysis. The Planning Commission also directed Planning Services staff to include applicable examples of Tuolumne County's non-residential land use designations, including applicable FARs, and to eliminate agricultural lands from further consideration. (February 3, 2006, Staff Report, and February 9, 2006, Planning Commission Minutes are provided as Attachments 2 and 3, respectively, for more detail)

### **PROPOSAL**

A draft Resolution of Intention to Amend the General Plan is attached for Planning Commission consideration/deliberation (Attachment 1). The resolution proposes FAR ranges applicable to Commercial and Industrial land use designations of .85, Research and Development of .50, and permanently eliminates FAR applicable to Agricultural Lands. Two potential land use designations; Mixed-Use Development and Transit Oriented Development, are combined into one, Mixed-Use Development (MUD), which is defined to embrace pedestrian oriented design concepts. The MUD land use designation would include a FAR of 1.00, allow residential uses with a density of 10 to 24 dwelling units per acre, and provide for a density bonus to encourage affordable housing. In order to maintain internal General Plan consistency, amendments to Policies 2.1.1.3, 2.2.1.1, Table 2-1, Policies 2.2.1.2, 2.2.1.3, Table 2-2, Policy 2.2.1.5, Table 2-3 and Table 2-4, and Implementation Measure LU-A, and, a new Objective 2.5.3: Mixed Use Development with implementing policies are included.

The proposed amendment would also eliminate the specific restriction for the El Dorado Hills Business Park contained in Table 2-3, limiting the FAR to .30, if it is found feasible to do so based on restrictions other than the CEQA constraints of the 2004 General Plan EIR. This restriction was imposed due to road capacity constraints that must be analyzed in the CEQA document and in the context of Transportation and Circulation Element Policies adopted to implement Measure Y, the voter-approved initiative limiting project approval based on road capacity. Staff proposes that the footnote in Table 2-3 be eliminated, but the policy that is recommended for adoption after the environmental analysis may have to retain some level of restriction to be consistent with other policies.

## DISCUSSION

In selecting Option 3 – Increased FARs By-Right and New land Use Designations, the Planning Commission expressed its intent to enhance the development potential of commercial, industrial, research and development land uses; protect agriculture from new development standards that limit productivity; and create “smart-growth/mixed use development” incentives. These objectives are satisfied as follows:

- Development potential of commercial, industrial, and research and development land uses is enhanced by increasing FARs County-wide. The FAR applicable to Agricultural Lands is eliminated, protecting agricultural uses from new land use restrictions.
- Most projects will be subject to ministerial review/permits unless the requirements for a special use permit are satisfied.
- Mixed Use Development provides for the functional horizontal and/or vertical integration of projects that include commercial, professional office, residential, public use/facilities, and open space uses. Incentives include enhanced FARs, and density bonus for affordable housing. The concept is intended to be pedestrian friendly/transit oriented and to promote the opportunity for people to live, work, and shop within well-designed communities.

The Resolution of Intention to amend the General Plan incorporates all provisions of the Planning Commission direction as described above (Proposal). Proposed FARs are based upon Tuolumne County's but reduced to comply with Planning Commission direction and to reflect FARs that are competitive in regard to FARs used by other agencies. The Zoning Ordinance will allow commercial, industrial, and research and development projects to be reviewed by right except when criteria for a special use permit are triggered, stimulating non-residential growth and enhancing employment development opportunities. “Smart-Growth” concepts are addressed by a new Mixed-Use Development land use designation, objective statement and implementing policies. Implementation will be deferred to subsequent site specific land use designations and the development of a new zone district to be included in the Zoning Ordinance which is reflected in an amendment to Implementation Measure LU-A. Mixed use development projects are recommended to be subject to discretionary review (Special Use Permit, Design Review, Planned Development, or a Mixed Use Development permit to be set forth by the Zoning Ordinance) and subject to site specific environmental review. Internal consistency review of the General Plan identified additional policy, objective, and implementation measure amendments necessary to ensure that the Planning Commission's intent is

comprehensively addressed, thus reducing the potential for policy conflicts. Additional policy amendments are summarized as follows:

- Policy 2.2.1.3 is amended to create clarification concerning “multiple use” and “mixed use” development, and to require both land use concepts/designations to locate within Community Regions and Rural Centers.
- Policy 2.2.1.1 Table 2-1, Policy 2.2.1.3 Table 2-2, and Policy 2.2.1.5 Table 2-3 and 2-4 are amended to include provisions to address increased and/or eliminated FARs, and to include Mixed Use Development.
- Policy 2.2.1.2 is amended to include Mixed Use Development land use designation and to change the use of the term “mixed use” to “multiple use” as described in the Commercial land use designation.
- Objective 2.5.3: Mixed Use Development is added to address the proposed new land use designation, including implementing policies.

The Planning Commission’s action to approve, or to modify, the proposed Resolution of Intention to Amend the General Plan is advisory to the Board of Supervisors. Subsequent to the Board’s action to approve the Resolution, an EIR will be prepared. The EIR will evaluate project related impacts, identify the significance level of impacts, recommend mitigation in the form of further policy amendments, potentially define alternatives, and/or conclude that mitigation is not feasible. The EIR will be subject to public review, including public agencies, whereby comments concerning the adequacy of the EIR will be requested by the County. Public comments received will be addressed in writing, included in the Final EIR, and submitted to the Planning Commission for certification. The information provided by the EIR will eventually assist the Planning Commission during deliberations concerning the amendment of the General Plan which, also, will take the form of a recommendation to the Board of Supervisors. The entire process is projected to conclude in early 2007.

## **RECOMMENDATION**

Staff recommends that the Planning Commission forward a recommendation to the Board of Supervisors to adopt the Resolution of Intention to initiate the amendment to the General Plan as proposed.

- Attachments:
1. Resolution of Intention to Amend the General Plan
  2. Planning Commission FAR Workshop Staff Report, dated February 3, 2006
  3. Planning Commission Minutes, dated February 9, 2006

# DEVELOPMENT SERVICES DEPARTMENT

County of  
EL DORADO

<http://www.co.el-dorado.ca.us/devservices>

PLANNING  
SERVICES



**PLACERVILLE OFFICE:**

2850 FAIRLANE COURT  
PLACERVILLE, CA. 95667  
(530) 621-5355  
(530) 642-0508 Fax  
Counter Hours: 7:30 AM to 4:30 PM  
[planning@co.el-dorado.ca.us](mailto:planning@co.el-dorado.ca.us)

**LAKE TAHOE OFFICE:**

3368 LAKE TAHOE BLVD., SUITE 302  
SOUTH LAKE TAHOE, CA 96150  
(530) 573-3330  
(530) 542-9082 Fax  
Counter Hours: 8-12 PM and 1-4 PM  
[tahoebuild@co.el-dorado.ca.us](mailto:tahoebuild@co.el-dorado.ca.us)

**EL DORADO HILLS OFFICE:**

4950 HILLSDALE CIRCLE, SUITE 100  
EL DORADO HILLS, CA 95762  
(916) 941-4967 and (530) 621-5582  
(916) 941-0269 Fax  
Counter Hours: 7:30 AM to 4:30 PM  
[planning@co.el-dorado.ca.us](mailto:planning@co.el-dorado.ca.us)

## MEMORANDUM

<b>DATE:</b>	February 3, 2006	<b>Agenda of:</b>	February 9, 2006
<b>TO:</b>	Planning Commission	<b>Item #:</b>	Addendum
<b>FROM:</b>	Peter N. Maurer, Deputy Director		
<b>SUBJECT:</b>	Workshop on Modifications to Floor Area Ratio (FAR) Standards in the 2004 General Plan		

### PURPOSE

The purpose of this memorandum is to provide an overview of floor area ratio (FAR) requirements and options for consideration in compliance with the Board of Supervisor's direction to amend Policy 2.2.1.5, Table 2-3. For more detailed background discussion and history of the establishment of FARs in the 2004 General Plan, please refer to Staff Report A06-0001, addressing the short-term modification to Table 2-3.

### ORGANIZATION

This memorandum states the statutory requirement to include a statement of building intensities, such as FARs, in general plans, identifies relevant provisions of the 2004 General Plan, provides summary results and observations concerning the use of FARs derived from a survey of other agencies, and identifies options/alternative approaches to the implementation of current FAR standards.

### REQUEST

Planning Services requests that the Planning Commission, after consideration of this memorandum and public input, identify a preferred approach and alternatives, or co-equal approaches to FARs to be analyzed in an environmental impact report and, subsequently, considered for incorporation into the General Plan.



## **DISCUSSION/STAFF ANALYSIS**

State Planning, Zoning, and Development Law (California Government Code Sections 65000-66037) requires, in part, that each planning agency shall prepare, and the legislative body of each county and city shall adopt, a comprehensive, long-term general plan for the physical development of the county or city. Section 65302 further states, "The General Plan shall consist of a statement of development policies and shall include a diagram or diagrams and text setting forth objectives, principles, standards, and plan proposals." Section 65302 (a) applies specifically to land use elements and sets forth the requirement for the land use element to include a statement of the standards for population density and building intensity recommended for the various districts (land use designations) covered by the General Plan. To satisfy this requirement, the 2004 General Plan includes Policy 2.2.1.3, Table 2-2, Land Use Densities and Residential Population Ranges (Exhibit A) and Policy 2.2.1.5, Table 2-3, Building Intensities (Exhibit B).

### **Floor Area Ratios – General Purpose and Intent**

Intensity standards for non-residential development, such as floor area ratios, are commonly used to set limits on the amount of allowable development to address various issues, such as aesthetics, land use compatibility, and environmental impacts. Floor area ratios are usually expressed as a ratio of total floor area (including all floors and not just the footprint of a building) when compared to a lot or parcel area. Floor area ratios for non-residential development land uses vary by jurisdiction but fall within a range of 10 percent to 300 percent within this region. In addition to defining building intensity, FARs can provide a basis for generalized traffic and employment projections. Floor area ratios in combination with acreage and compatibility standards for various non-residential land use designations are often intended as guidelines and not as absolute restrictions.

Diagrams representing different levels of FAR percentages are provided in Exhibits C. These show examples of the current standards provided in Table 2-3 as well as examples of FAR standards in other jurisdictions.

### **Comparative FARs**

Planning Services staff conducted a survey of 11 public agencies located within the Foothill and adjoining Central Valley region to collect data from general plans and/or zoning ordinances that describes current approaches to FARs. Of the 11 agencies, 7 use FARs, 1 proposes to include FARs in their general plan update, and 3 do not use FARs as General Plan standards but do use similar development standards within their zoning ordinances. Example FARs for commercial land uses vary within a range of 20 percent to 85 percent, with commercial FARs applicable to central business districts or otherwise intensely developed areas reaching 250 percent to 300 percent. Industrial land use designations utilize FARs in the range of 20 to 85 percent. Research and Development areas were subject to FARs in the range of 20 to 85 percent. Agricultural lands were subject to FARs from 10 to 30 percent. Sacramento County and Amador County employed both density averaging concepts and/or specific floor area ratios (survey results are provided as Attachment 1.)

Agencies that employ FARs do so as either absolute standards, or as guidelines expressed as a range, relying upon market forces to shape actual and average expressions of FARs on a project-by-project and area wide basis. Sacramento County demonstrates the application of the latter approach, by including commercial, industrial, and business commercial/business office (R&D) land use data/statistics for existing and projected development in their General Plan. In addition, some agencies encourage the application of higher FARs to projects because it results in conservation of associated land use inventory, achieves enhanced project development, and may support alternative forms of transportation and affordable housing.

Finally, the building intensity of development planned and/or allowed to occur in agricultural areas needs to be addressed. Currently, Table 2-2, Land Use Densities and Residential Population Ranges, includes a statement of population/dwelling unit density for residential development allowed to occur in areas designated as Agricultural Lands. Similarly, Table 2-3, Building Intensities, currently includes a 10 percent FAR applicable to Agricultural Lands; however, A06-0001 proposes to delete this requirement. The Zoning Ordinance allows a variety of agricultural structures by-right or by approval of a special use permit, however, with the removal of the 10 percent FAR requirement from Table 2-3, there is no accounting for potential building coverage that could result in new employment nor is there any consideration of limitations to the amount of land coverage on choice soils. The Commission may wish to distinguish FARs applicable to choice agricultural lands vs. non-choice agricultural lands. FARs applied could be selected to protect choice agricultural soils from excessive building coverage, thus selecting "non-choice" agricultural soils, and/or other land use designations for more intensive agricultural uses that are dependent upon greater building coverage requirements.

#### Options/Alternative Approaches

The following alternatives illustrate some possible approaches for amending the General Plan to address FAR and how the changes would be analyzed in the environmental impact report. The approaches are examples which do not represent an exhaustive list and are provided as a starting point for Planning Commission discussion and public input. The Planning Commission may direct that additional approaches be developed based upon information obtained from this and or subsequent workshops

#### Option 1 – Modified Discretionary Review Process

- The 2004 General Plan includes programs and policies such as affordable housing, mixed use development, density bonuses, open space, alternate transportation modes, and traffic level of service standards which could be linked to increased FAR standards, or a stated range of FARs. This concept would require monitoring of development related employment to determine that projections included in the General Plan EIR are not exceeded. Projects that benefit from increased FAR standards, that do not individually or cumulatively exceed employment projections, would be required to address affordable housing, mixed land use, and other planning concepts via a discretionary review process. This represents a variation to Approach 1, A06-0001. This process would not be by-right and would follow existing discretionary permit review processes.

Option 2 – Increase in FARs for By-Right Development

- Increase FARs using a described range for Commercial, Industrial and Research and Development on a countywide basis. The environmental impact report would examine the potential environmental effects, such as; traffic, air quality, and noise, and determine the public infrastructure improvements and public services level changes necessary to support resultant build out potential. The Zoning Ordinance would allow projects to be reviewed by right unless the criteria for a special use permit are satisfied. This approach would ultimately streamline the project review/permit process for by-right projects, potentially stimulate non-residential development by providing flexibility in the application in FARs, allow the development community to better address market/competitive conditions, and provides potentially improved employment opportunities. This approach would not address mixed use, affordable housing, and other planning concepts unless performance standards are defined and included.

Option 3 – Increased FARs By-Right and New Land Use Designations

- Increase FARs for Commercial, Industrial, and Research and Development land uses as per Option 2. Develop additional land use designations, including land use map designations at appropriate locations, for mixed-use development and transit oriented development. Encourage development of these areas by defining enhanced development potential, such as density bonuses, and corresponding higher FARs than other commercial, industrial, and research and development areas. This approach provides a direct method of projecting land use needs and the actual designation of sites planned for mixed use development, affordable housing, and/or transit oriented development. This option simplifies application of policy and project review processes, may obtain similar benefits as stated in Options 1 and 2, and would address other planning concepts included in the General Plan.

Option 4 – Increased FARs with Direct Linkage to other Policy/Planning Concepts

- Increase FARs for Commercial, Industrial, and Research and Development land use designations on a countywide basis. The Zoning Ordinance would allow projects to be reviewed by right, except the Zoning Ordinance would be amended to include mixed use development, affordable housing, open space, and alternate transportation mode development standards that must be incorporated into projects with an increased FAR. Enhanced project review/streamlining benefits would be derived, stimulation of employment opportunities should occur, and enhanced community/social/aesthetic benefits would be expected as results. However, it will be challenging to develop the specific standards that create the right mix of incentives and enhancements to projects while increasing project flexibility.

Option 5 – Elimination of FARs

- Eliminate FARs completely and rely upon existing or modified development standards and design review processes to govern intensity and mass of development including, but-not-limited to building height, setbacks, lot coverage, parking, open space, and landscaping. Consider establishing design guidelines for acceptable commercial, industrial, and research and development projects. Project review processes could be based upon existing or modified by-right and/or special use permit provisions of the Zoning Ordinance. This approach would provide the most flexibility related to the potential design of project proposals and could be further modified to address other planning concepts to be incorporated into projects as mixed-use, affordable housing, and transit oriented development. Implementation would require the development of specific architectural guidelines and extensive monitoring of existing and projected employment growth to ensure that related impacts addressed by the General Plan EIR are not substantially exceeded. In addition, it will be challenging, as in Option 4, to develop the specific standards that create the right mix of incentives and enhancements to projects.

Agricultural Lands FARs

The preceding options, and/or alternative options potentially defined by the Planning Commission, may also address a range of FARs to become applicable to Agricultural Lands as discussed above.

ATTACHMENTS

Exhibit A - Table 2-2, Land Use Densities and Residential Population Ranges

Exhibit B - Table 2-3, Building Intensities

Exhibit C - Possible Building Configurations for FARs .25, .50, .85, and 3.0

Attachment 1 - Comparative FARs and Other Building Intensity Standards

cc: County Counsel - Lou Green; Paula Frantz  
Department of Transportation - Richard Shepard  
Agricultural Commissioner - Bill Stephens  
Economic Development - Shawna Purvines  
Planning Services – Steven Hust

<b>Jurisdiction</b>	<b>Land Use</b>	<b>FAR</b>	<b>MIS</b>	<b>NOTES</b>
<b>El Dorado County</b>	Commercial	25%	85%	
	Industrial	25%	85%	
	R & D	25% - 30%	50%	
	Agricultural	10%		
<b>Amador County</b>		---		(See Note 1)
<b>Calaveras County</b>		---		(See Note 2)
<b>City Of Folsom</b>	Neighborhood Commercial	----		(See Note 3)
	General/Community Commercial	----		(See Note 4)
	Regional Commercial	200%		
	Central District Commercial	200%		
	Specialty Commercial	---		(See Note 5)
	Industrial/Office Park	200%		
	Public/Quasi Public	---		(See Note 6)
	Parks/Recreation	---		(See Note 7)
Open Space	---		(See Note 7)	
<b>Mariposa County</b>		---		(See Note 2)
<b>Nevada County</b>	Neighborhood Commercial		85%	(See Note 8)
	Community Commercial		85%	(See Note 9)
	Highway Commercial		85%	(See Note 9)
	Service Commercial		85%	(See Note 8)
	Rural Commercial		85%	(See Note 8)
	Office-Professional		60%	(See Note 8)
	Business Park		50%	(See Note 9)
	Industrial		85%	(See Note 9)
	Recreation		10%	(See Note 9)
	Forest		5% - 60%	(See Note 10)
	Public		85%	
<b>Placer County</b>	Agriculture	30%		
	Resorts And Recreation	30%		
	General Commercial	20%		
	Tourist/Resort Commercial	80%		
	Business Park/Industrial	180%		
	Public Facility	---		

Jurisdiction	Land Use	FAR	MIS	NOTES
Plumas County		---		(See Note 2)
City Of Roseville	Neighborhood Commercial	20% - 40%		
	Community Commercial	20% - 40%		
	Regional Commercial	20% - 40%		
	Business Professional	20% - 40%		
	Light Industrial	20% - 50%		
	General Industrial	20% - 50%		
	Central Business District	To 300%		
Sacramento County	Commercial	25% - 250%		
	Industrial	15% - 80%		
	Agriculture	---		
San Joaquin County		---		(See Note 2)
Tuolumne County	Mixed Use	200%		
	Neighborhood Commercial	200%		
	General Commercial	200%		
	Heavy Commercial	200%		
	Agricultural	10%		
	Parks And Recreation	5%		
	Special Commercial	100%		
	Business Park	100%		
	Light Industrial	100%		
	Heavy Industrial	100%		

**Notes:**

1. Amador County uses density averaging for land use purposes and zoning code requires percentage coverage of buildings on a particular parcel.
2. Where FAR is not used, other standards such as lot coverage, maximum height, etc. control building size and massing.
3. Building coverage - 35%.
4. Building coverage - 30% - 40%.
5. Case-by-case basis via planned development.
6. Case-by-case.
7. Building coverage - 10%.
8. Used in combination with maximum building height.
9. SUP required to exceed maximum building height.
10. To 60% with SUP.

**FROM THE MINUTES OF FEBRUARY 9, 2006**

**ADDENDUM**

**WORKSHOP**

- a. Discussion between staff and the Planning Commission regarding comprehensive revisions to the Floor Area Ratios (FAR) and other related General Plan policies.

This item was continued from the meeting of January 26, 2006, and was considered after Item 9.a.

Steve Hust said the Agricultural Commission would like to address the Planning Commission at a future meeting on the floor area ratios for agriculture.

Peter Maurer briefly went through his staff report.

Chair Knight asked why we are in this discussion about floor area ratios when there are other requirements in place. Mr. Maurer explained the requirement for floor area ratios.

Commissioner Tolhurst briefly explained how you determine the ratio of parking spaces based on the floor area ratio.

Commissioner Mac Cready would like to hear how the floor area ratio would affect agriculture. Bill Stephens, Agricultural Commissioner, said most of this is regulated by other ordinances and is self regulated. The only thing they could come up with is a possible problem with greenhouses. Commissioner Mac Cready asked if there would be any benefit to having a different floor area ratios for lands in an Agricultural District and for those agricultural lands outside of an Agricultural District. Mr. Stephens said if you are on agricultural property, you should have set regulations.

Mr. Maurer believes the plan is to go back to the Agricultural Commission for further discussion. The discussion will be on a base coverage and language that would trigger a discretionary review.

Commissioner Machado would like to simplify things. Mr. Maurer said the simplest approach would be to eliminate or modify the floor area ratios.

Referring to the staff report, Commissioner Chaloupka said in other areas where there is a floor area ratio there is no maximum impervious surface. Where there is a maximum impervious surface there is no floor area ratio.

Commissioner Machado said he would go somewhat with Tuolumne County and Option 3.

Mr. Stephens commented that currently agriculture is exempt from floor area ratios. He would recommend there be an asterisk by agriculture that states the Agricultural Commission will review all discretionary permits.

Mr. Maurer said staff will come up with a draft amendment, bring it back to the Commission, and begin the environmental process.

Commissioner Tolhurst recommended 50 percent of the ratios used by Tuolumne County.

No action was taken.



**FINAL**

**RESOLUTION OF INTENTION**

**ATTACHMENT 4**



## RESOLUTION NO.

### OF THE BOARD OF SUPERVISORS OF THE COUNTY OF EL DORADO

#### RESOLUTION OF INTENTION

**WHEREAS**, the County of El Dorado is mandated by the State of California to maintain an adequate and proper General Plan; and

**WHEREAS**, because of that mandate, El Dorado County's General Plan and the various elements thereof must be continually updated with current data, recommendations, and policies; and

**WHEREAS**, Section 65302(c) et seq. of the California Government Code contains specific provisions that must be contained within the land use element of the general plan;

**NOW, THEREFORE, BE IT RESOLVED** that the El Dorado County Board of Supervisors will set a public hearing to consider amending the Land Use Element of the General Plan to modify policies relating to floor area ratios (FARs) and to include new policies related to Mixed Use Development (MUD) as follows:

#### **Policy 2.1.1.3**

Multiple use developments which combine commercial, research and development, and residential uses on a single parcel are permissible and encouraged within Community Regions and Rural Centers provided the commercial use is the primary and dominant use of the land. Within Community Regions, the multiple uses may occur vertically. In multiple use projects, the maximum residential density shall be 10 dwelling units per acre within Community Regions.

Mixed Use Development, as defined by Policy 2.2.1.2, is permissible and encouraged within Community Regions and Rural Centers.

The Mixed Use Development land use designation requires functional integration of allowed uses through vertical and/or horizontal mixing or site design, multiple use development does not (definition to be included in Glossary, also.)

#### **Policy 2.2.1.1**

The matrix contained in Table 2-1 provides for the relationship and consistency between the General Plan planning concept areas and the land use designations.

Note: Add Mixed Use Development under Land Use Designations and mark under Concept Area, Community Regions and Rural Regions (Exhibit 1).

**Policy 2.2.1.2**

Mixed Use Development (MUD): This land use designation identifies those areas suitable to provide for a mixture of residential, commercial, and recreational facilities. This designation is applied within Community Regions and Rural Centers where a mixture of these uses is desirable near transportation corridors, mass transit stops/facilities, defined community centers, major commercial centers, business parks (research and development), industrial areas, schools, parks, and community services/facilities whereby the combination of mixed use development and adjoining land uses creates a compatible mix. Examples of allowed land uses include: high density, multi-family, and single-family dwelling units as allowed by the MFR land use designation, commercial, and public facility land uses typical of the allowed uses set forth by the Commercial and Public Facilities land use designation, excluding incompatible uses, such as; land fills, storage and maintenance yards, water and sewer treatment facilities.

The mix of uses can occur in a variety of ways; for example, office or residential uses can be included in the same building, or above retail. Mixing promotes functional integration of uses through vertical or horizontal mixing or through site design. However, when mixed uses are on the same site but separated by a wall or large expense of parking, for example, they are "multiple use" projects. These projects do not meet the intent of the Mixed Use Development designation because they lack necessary functional integration.

The minimum allowed residential density is 10 dwelling units per acre, and the maximum allowed density is 24 dwelling units per acre; however, additional units are possible through a density bonus for the provision of affordable (low-moderate income) housing. The maximum FAR for non-residential building coverage is 1.0.

The intent of this land use designation is to promote community identification by enhancing neighborhood character. This can be accomplished through the creation of well designed and balanced neighborhoods/villages that serve to reduce traffic and air pollution, providing for a variety of destinations nearby, promote pedestrian and bicycle traffic, and creates balance in employment opportunities.

Commercial (C): The purpose of this land use category is to provide a full range of commercial retail, office, and service uses to serve the residents, businesses, and visitors of El Dorado County. Mixed Use Development and multiple use development of commercial lands within Community Regions and Rural Centers shall be permitted. Multiple use development is permitted provided the commercial activity is the primary and dominant use of the land. The residential component of a multiple use project shall only be implemented following or concurrent with the commercial component. Except for Community Care Facilities described in the Housing Element (Goals, Policies, and Objectives), developments in which residential usage is the sole or primary use shall be prohibited on commercially designated lands. Numerous zone districts shall be utilized to direct specific categories of commercial uses to the appropriate areas of the County. Except as provided in Policy 2.2.2.3, this designation is considered appropriate only within Community Regions and Rural Centers.

**Policy 2.2.1.3**

The General Plan shall provide for the following range of population densities in the respective land use designations based upon the permitted range of dwelling units per acre and number of persons per acre as shown in Table 2-2.

Add Mixed Use Development under Land Use designation, Units Per Acre shall be 10 - 24, Persons Per Housing Unit is 2.3, and Persons Per Acre is 23.0 - 55.2. (Exhibit 2).

**Policy 2.2.1.5**

The General Plan shall provide for the following building intensities in each land use designation as shown in Table 2-3.

Agricultural Lands FAR is deleted, Commercial FAR is .85, Industrial FAR is .85, Research and Development FAR is .50 (the note that creates a restriction on employment for the El Dorado Hills Business Park is deleted). Mixed Use Development needs to be added with a FAR of 1.0 (Exhibit 3).

Table 2-4, General Plan Land Use Designation and Zoning District Consistency Matrix, needs to be amended to include Mixed Use Development and to note that a new zone district will be included in the zoning ordinance (Exhibit 4).

**OBJECTIVE 2.5.3: MIXED USE DEVELOPMENT**

**Designate lands to provide greater opportunities for existing and future El Dorado County residents to shop, work, and reside within well designed pedestrian friendly communities, and to create or strengthen potential functional relationships with surrounding land uses.**

*Policy 2.5.3.1*

Mixed use development projects shall be functionally integrated and be oriented to also serve the needs of the surrounding area. Developments shall include vertical and/or horizontal mix of uses, and design such that buildings are grouped in clusters to the extent feasible

*Policy 2.5.3.2*

Mixed use development should be located near existing and/or planned commercial, research and development, industrial, high density residential, multi-family residential and public facilities to strengthen community identity/neighborhood enhancement, and employment opportunities. Further locational criteria include; proximity to major transportation corridors, including rail corridors, bicycle facilities, and public transit facilities.

*Policy 2.5.3.3*

Mixed use development may be applied to infill sites/vacant land, underutilized land, and areas otherwise suitable for redevelopment located within urbanized areas where available infrastructure has capacity/or capacity can readily be expanded in conformance with approved capital improvement plans.

*Policy 2.5.3.4*

Regardless of the number of parcels, the application for Mixed Use Development must consist of a comprehensive development plan, the requirements of which shall be set forth by the Zoning Ordinance, or specific plan.

*Policy 2.5.3.5*

Mixed Use Developments which propose phasing, shall be developed in a balanced phasing pattern. Public areas must be developed concurrent with commercial and residential uses.

*Policy 2.5.3.6*

Mixed Use Development shall include the following list of gross land use areas, expressed in minimum to maximum percentages, within the development area

- Public Use \*
- Commercial \*
- Housing \*
- Office \*

\* Percentage to be developed

*Policy 2.5.3.7*

Each mixed use development shall have a core area containing ground floor retail and commercial uses that occupies at least 10 percent of the project area.

*Policy 2.5.3.8*

Each mixed use development shall include a mix of housing densities, ownership (including rental) patterns, cost, and building types. Housing units are encouraged to be provided as second and/or third story uses within commercial core areas, and as ground level uses outside of the commercial core area.

*Policy 2.5.3.9*

Mixed use developments which include affordable (low-moderate income) housing shall be entitled to applicable density bonus considerations.

*Policy 2.5.3.10*

Mixed use development projects should include pre-school day care facilities which shall be located to be convenient and accessible to both mixed use development residents and employees. To the extent feasible, day care facilities should be located adjacent to parks, or within residential areas, commercial areas and office uses.

*Policy 2.5.3.11*

The public use component of mixed use development should be developed as parks, plazas, and public buildings, such as; community buildings, recreation facilities, post office, or libraries.

Measure LU-A Create mixed use development zone district and include in Zoning Ordinance.

Page 6  
Resolution No.

BE IT FURTHER RESOLVED, the Board of Supervisors hereby authorizes the Development Services Department to proceed with the preparation of the above said hearing, including environmental review pursuant to the requirements of the California Environmental Quality Act, as amended.

**PASSED AND ADOPTED** by the Board of Supervisors of the County of El Dorado at a regular meeting of said Board, held the \_\_\_\_\_ day of \_\_\_\_\_, 200\_\_, by the following vote of said Board:

**Attest:**  
Cindy Keck  
Clerk of the Board of Supervisors

**Ayes:**  
**Noes:**  
**Absent:**

By: \_\_\_\_\_  
Deputy Clerk

\_\_\_\_\_  
Chairman, Board of Supervisors

**I CERTIFY THAT:**  
THE FOREGOING INSTRUMENT IS A CORRECT COPY OF THE ORIGINAL ON FILE IN THIS OFFICE.

**DATE:** \_\_\_\_\_

**Attest:** CINDY KECK, Clerk of the Board of Supervisors of the County of El Dorado, State of California.

By: \_\_\_\_\_

## EXHIBIT 1

<b>TABLE 2-1 PLANNING CONCEPT AREAS AND LAND USE DESIGNATION CONSISTENCY MATRIX</b>			
<b>Land Use Designations</b>	<b>Concept Areas</b>		
	<b>Community Regions</b>	<b>Rural Centers</b>	<b>Rural Regions</b>
Multifamily Residential*	●	●	
High-Density Residential*	●	●	
Medium-Density Residential*	●	●	
Low-Density Residential	●	●	●
Rural Residential			●
Agricultural Lands			●
Natural Resource			●
Mixed Use Development	●	●	
Commercial*	●	●	
Research & Development	●	●	
Industrial	●	●	●
Open Space	●	●	●
Public Facilities	●	●	●
Tourist Recreational	●	●	●
*May be applied in Rural Regions to reflect existing development when combined with the Platted Lands (-PL) overlay land use designation.			



## EXHIBIT 2

**TABLE 2-2 LAND USE DENSITIES AND RESIDENTIAL POPULATION RANGES**

<b>Land Use Designation</b>	<b>Units Per Acre</b>	<b>Persons Per Housing Unit<sup>1</sup></b>	<b>Persons Per Acre</b>
Multifamily Residential	5 – 24	2.3	11.5 - 55.2
High-Density Residential	1 – 5	2.8	2.8 - 19.6
Medium-Density Residential	1 – 0.2	2.8	2.8
Low-Density Residential	0.20 – 0.1	2.8	0.56 - 0.28
Rural Residential	0.1 – 0.025	2.8	0.28 - 0.07
Agricultural Lands	0.05	2.8	0.14
Natural Resource	0.025 – 0.00625	2.8	0.07 - 0.0175
Mixed Use Development	10 – 24	2.3	23 – 55.2
Commercial	10/4 <sup>2</sup>	2.8	28/11.2
Research & Development	10/4 <sup>2</sup>	2.8	28/11.2
Industrial	–	–	–
Open Space	–	–	–
Public Facilities	–	–	–
Tourist Recreational	–	–	–

**Notes:**  
<sup>1</sup> 1990 U.S. Census  
<sup>2</sup> Maximum of 10 units per acre in Community Regions; maximum of 4 units per acre in Rural Centers

### **EXHIBIT 3**

<b>TABLE 2-3 BUILDING INTENSITIES</b>	
<b>Land Use Designation</b>	<b>Floor Area Ratio*</b>
Multifamily Residential	
High-Density Residential	
Medium-Density Residential	
Low-Density Residential	
Rural Residential	
Natural Resource	
Mixed Use Development	1.0
Commercial	.85
Research & Development	.50
Industrial	.85
Open Space	
Public Facilities	
Tourist Recreational	

\*Ratio of allowable floor area (square footage) to site area (square footage). The FAR can be calculated over an entire integrated development rather than on a project-by-project basis under the following circumstances: 1) the aggregate average FAR within applicable land use designations does not exceed the General Plan maximum; or 2) satisfactory evidence is provided that demonstrates on a site-specific basis that measures will be imposed to keep traffic at levels associated with the applicable FAR threshold.

## EXHIBIT 4

**TABLE 2-4  
GENERAL PLAN LAND USE DESIGNATION AND ZONING DISTRICT CONSISTENCY MATRIX**

Zoning Districts <sup>*</sup>	Land Use Designations <sup>*</sup>												
	MFR	HDR	MDR	LDR	RR	AL	NR	MUD <sup>4</sup>	C	R&D	I	OS	TR
RM & R2	•												
MP	•	•											
R1 & R20,000		•											
R1A			•										
R2A			•										
R3A		◊	•										
RE-5	◊	◊	◊	•									
RE-10	◊	◊	◊	•	•								
RA-20			◊	•	•	•							
RA-40+			◊	◊	•	•	•						
NS <sup>1</sup>	•	•	•										
CH <sup>1</sup>									•				•
MD <sup>1</sup>								•					
C									•				
CPO, CP, CG									•				
R&D										•	•		
I											•		
IR <sup>1</sup>					•	•	•				•		
A & SA-10				•		•							
PA				•	•	•							
AE				•	•	•	•						
TPZ				◊	•	•	•						
FR <sup>1</sup>				◊	•	•	•						
MR					•	•	•		•		•		
RF	•	•	•	•	•		•		•			•	•
RT	•								•				
CN				•	•							•	
OS	•	•	•	•	•	•	•		•	•	•	•	
TC	•	•	•	•	•		•		•	•	•	•	•
<b>LEGEND</b>	• <sup>2/3</sup> - Consistent						Inconsistent						

**Notes:**

- <sup>1</sup> Proposed new zone districts: CH - Highway Commercial; NS - Neighborhood Service; IR - Resource Industrial; FR - Forest Resource; MD - Mixed Use Development
- <sup>2</sup> Zone district intensity/density of permitted uses within acceptable range of land use designation
- <sup>3</sup> Zone district intensity/density of permitted uses below the acceptable range of land use designation
- <sup>4</sup> Proposed new land use designation

\* See table below for land use designations and zoning districts

# Draft Supplemental Environmental Impact Report

---



General Plan Floor Area Ratio (FAR) Amendment  
(A06-0002)

Public Review Meeting

February 8, 2007

Prepared By:

**PMC**

PACIFIC MUNICIPAL  
CONSULTANTS

# Purpose of Public Meeting

---

- Provide an overview of project background, including priority assignment.
- Provide an overview of the information contained in the General Plan FAR Amendment Draft Supplemental EIR.
- Provide opportunity for public and agency input on the adequacy of the analysis contained in the Draft Supplemental EIR.
- **No action or consideration will occur on the General Plan FAR Amendment at this time.**
- **Next steps.**

# Summary of General Plan FAR Amendment

---

- The proposed project would revise the Floor Area Ratios (FARs) from the FARs adopted in the 2004 General Plan.
- The 2006 General Plan FAR Amendment proposes a FAR of .85 for Commercial and Industrial land use designations and a FAR of .50 for Research and Development land use designations.
- This Amendment would result in an increase of the square footage of allowable development for each of the affected land use designations.

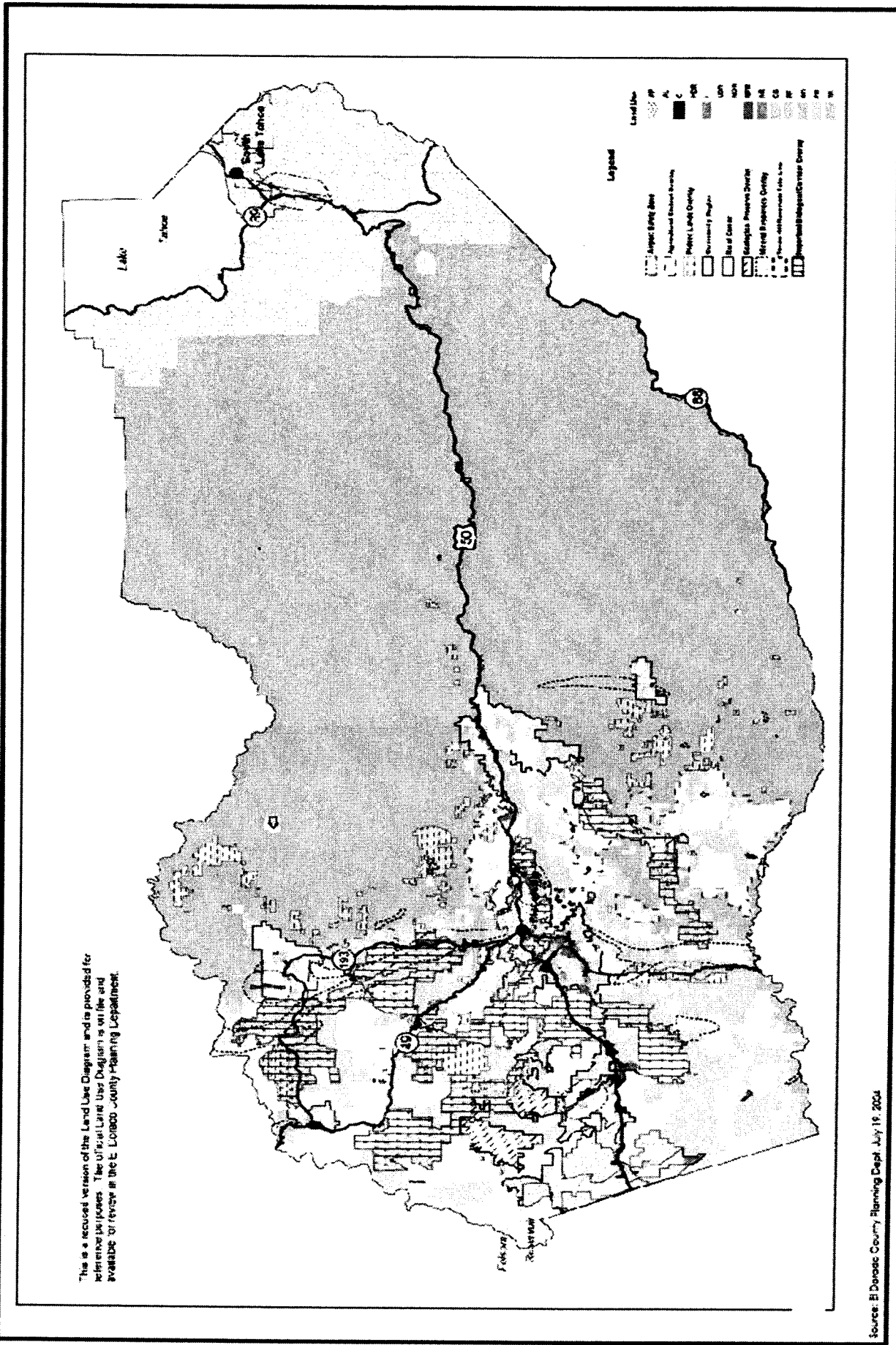


FIGURE 3.0-3  
GENERAL PLAN LAND USE DIAGRAM  
PMC

THE DORADO COUNTY VERTICAL DEVELOPMENT PLAN (FIGURE 3.0-3) IS CONTROL 2004

# FAR Amendment Implications for Commercial, Industrial, and Research & Development Square Footage at Buildout

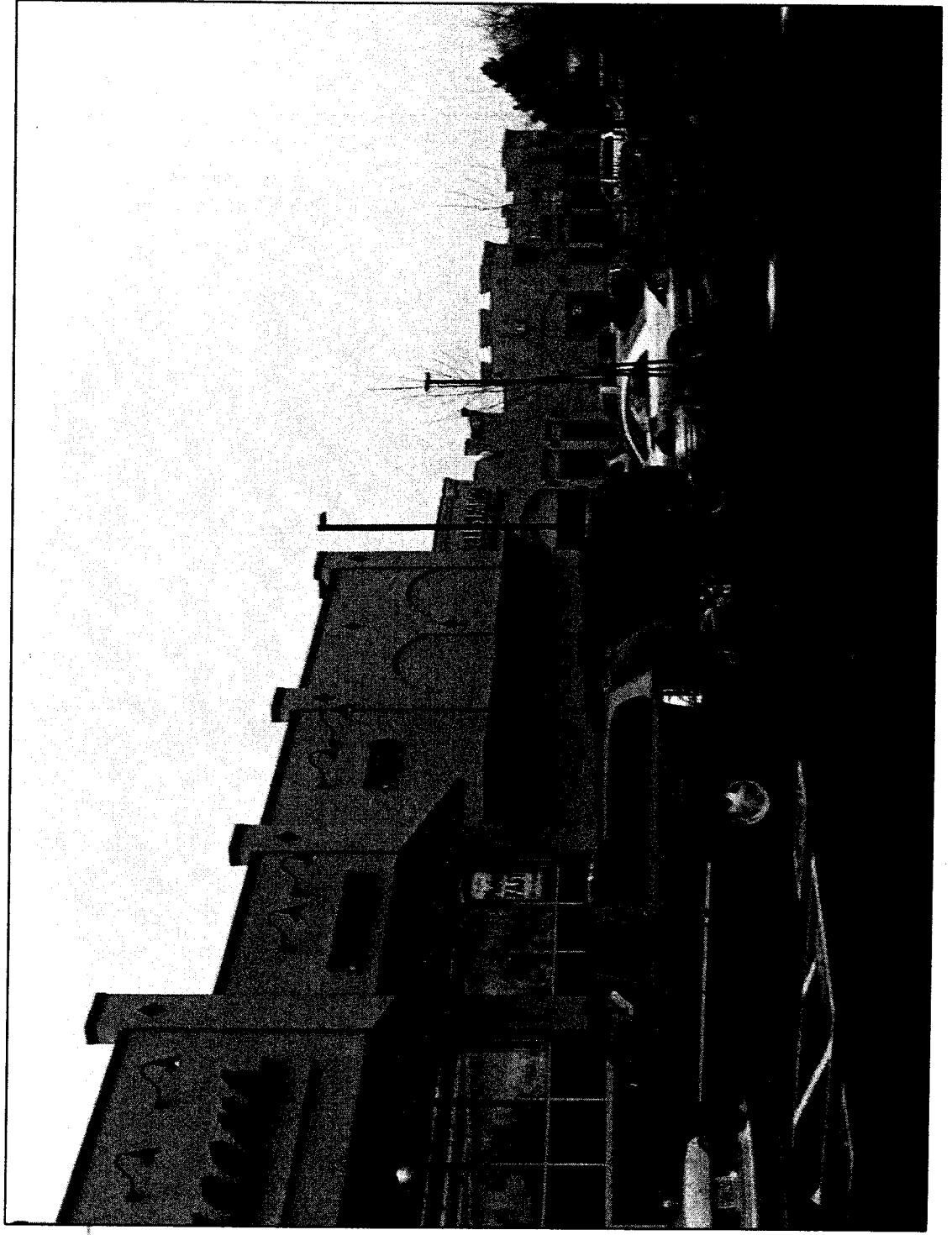
Market Area	Existing General Plan (Square Feet)	General Plan Amendment (Square Feet)
El Dorado Hills	10,681,960	29,105,350
Cameron Park/Shingle Springs/Rescue	4,764,040	18,927,500
Diamond Springs	2,954,800	12,557,900
Placerville	2,036,400	8,654,700
Coloma/Gold Hill	504,600	2,144,550
Pollock Pines	240,800	1,023,400
Pleasant Valley	130,200	553,350
Latrobe	980,200	4,165,850
Somerset	154,000	654,500
Cool/Pilot Hill	263,200	1,118,600
Georgetown/Garden Valley	1,089,400	4,629,950
American River	77,800	330,650
Mosquito	22,400	95,200
<b>Total:</b>	<b>23,899,800</b>	<b>83,961,500</b>



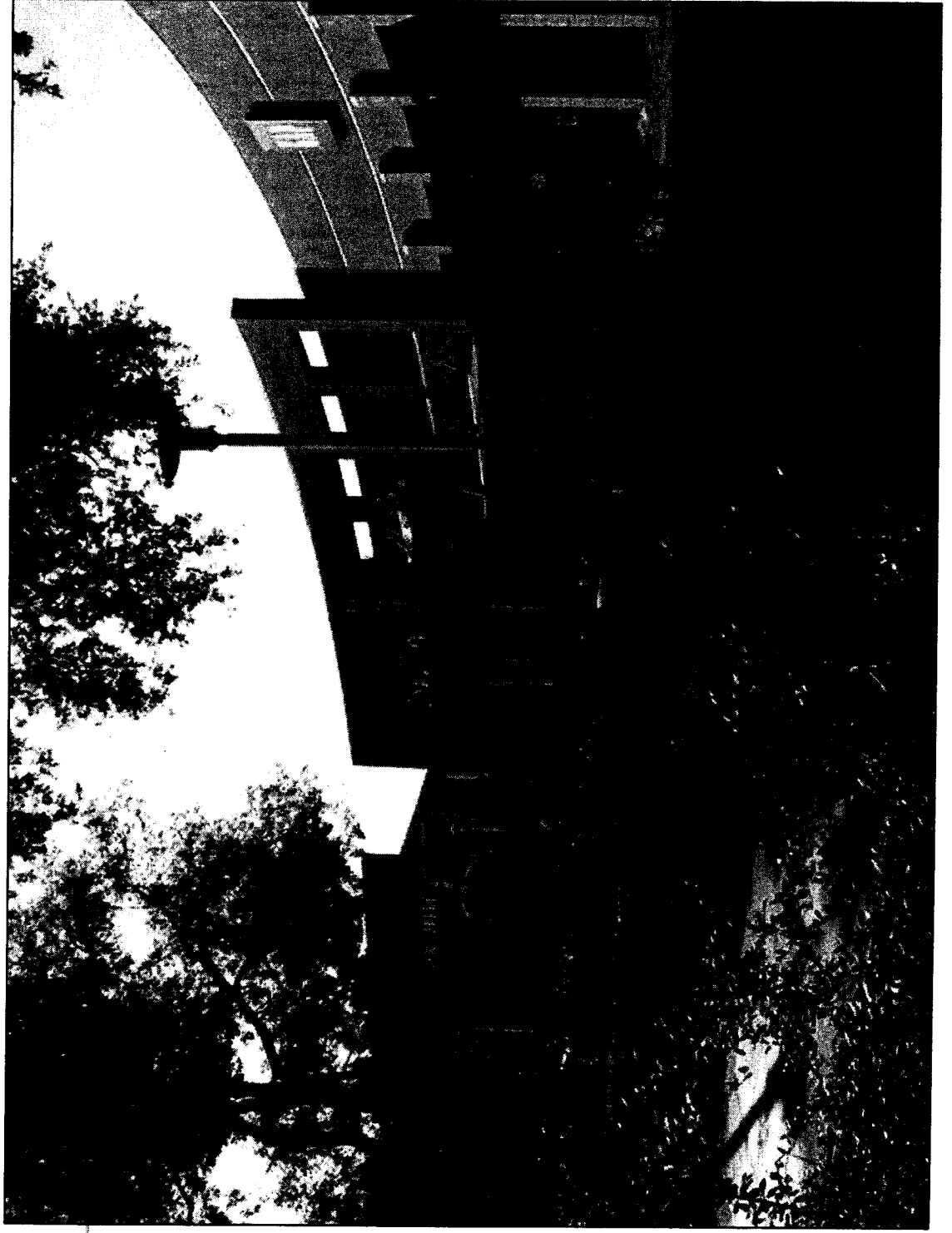
# Example of Development at .20 FAR



# Example of Development at .20 FAR



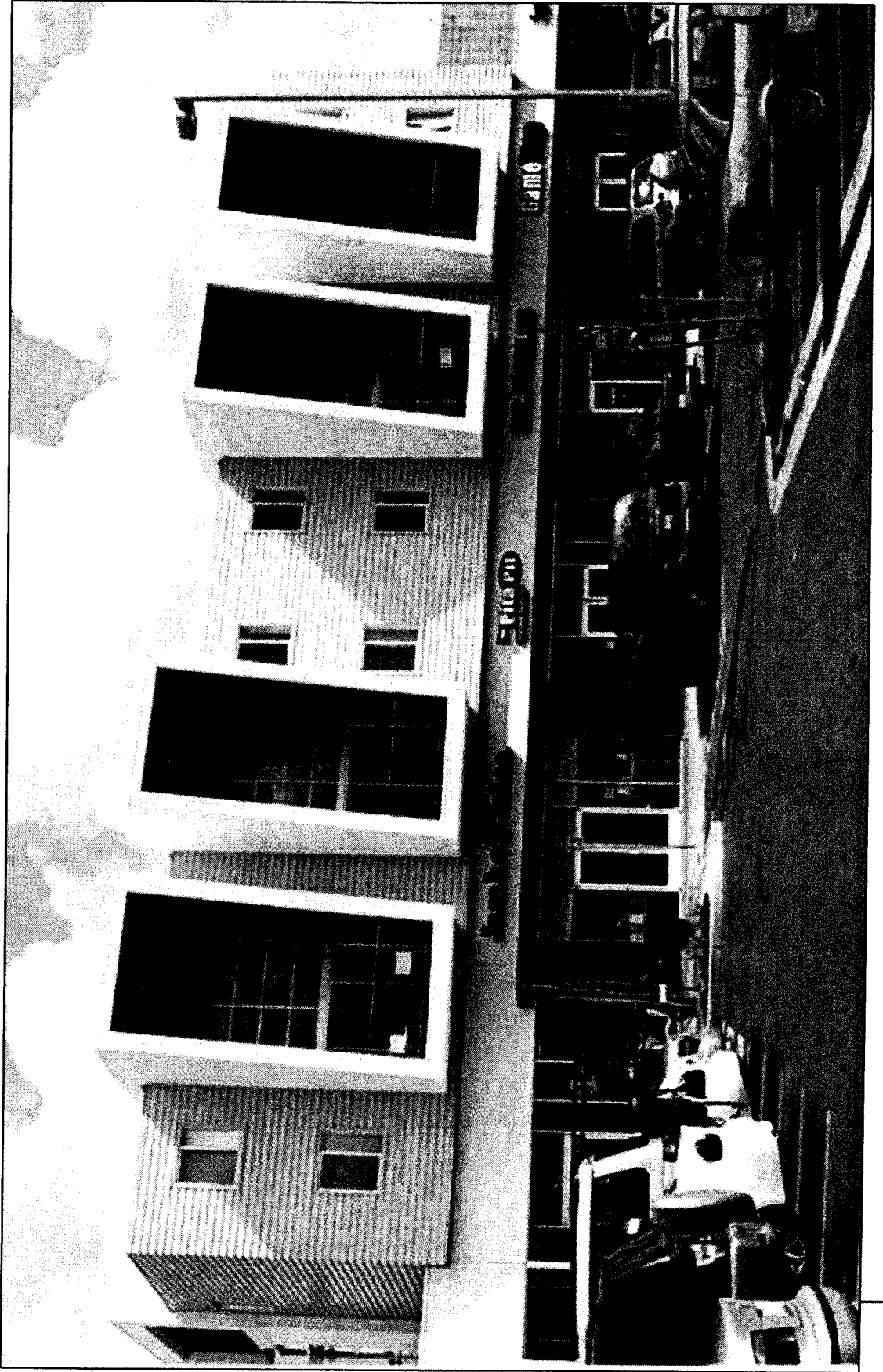
# Example of Development at .30 FAR



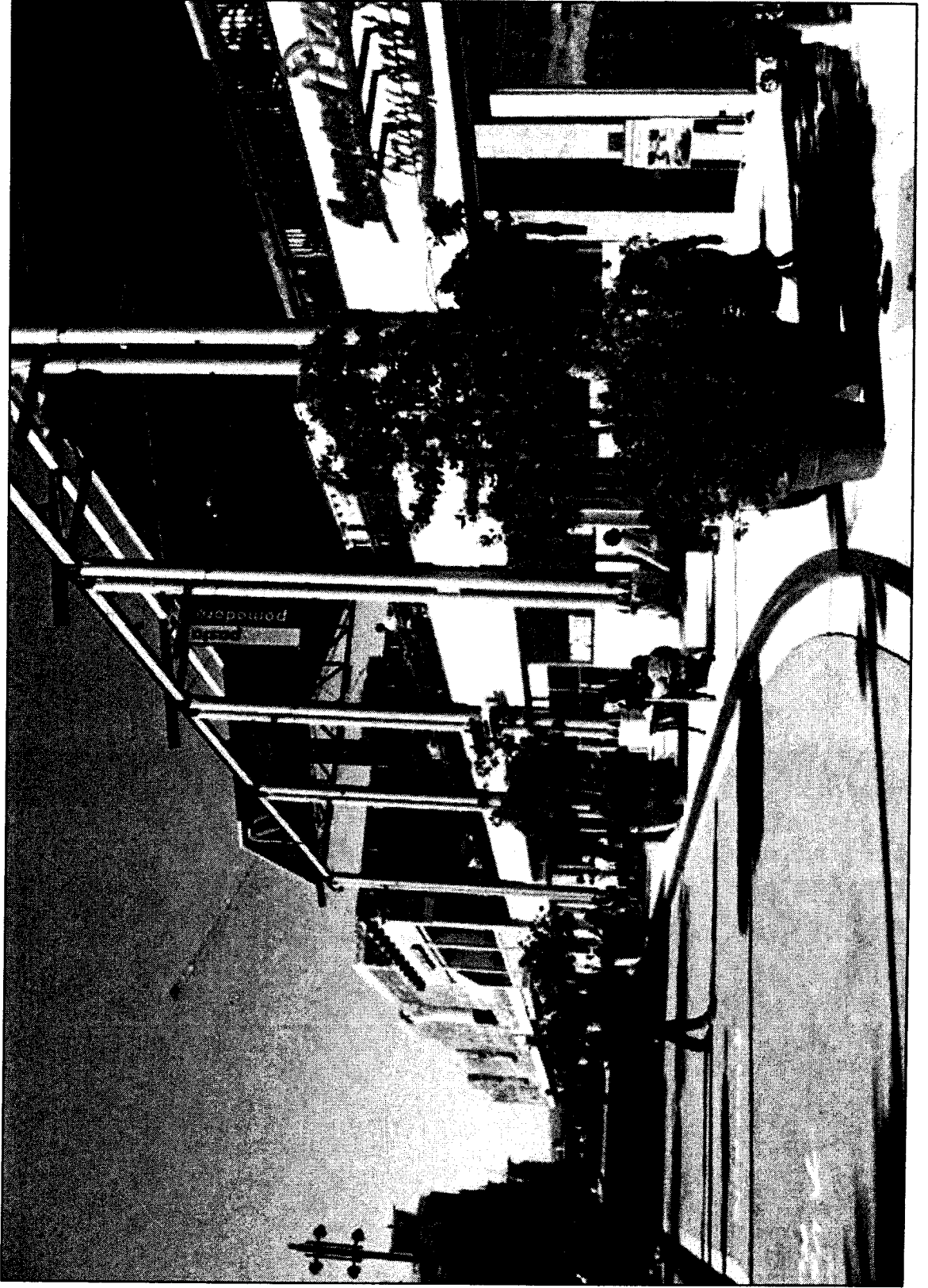
# Example of Development at .50 FAR



# Example of Development at .50 FAR



# Example of Development at .95 FAR



# Project Benefits

---

## Smart Growth

**Increased FARs promote Smart Growth principles. Benefits associated with smart growth include:**

- Variety of transportation choices
- Take advantage of compact development
- Use existing assets
- Preserve open space, farmland, natural beauty, through natural resources conservation
- Encourage distinctive, attractive communities with quality design.

# **Project Benefits Cont.**

---

## **Economic Benefits**

**Increased FARs promote infill development, balanced communities, and provide opportunities for alternative forms of transportation.**

**Increased FARs would also provide opportunities to be regionally competitive for regional employment centers and retail uses and allow for the retention of local sales tax revenues.**



# Unique Aspects of the Draft Supplemental EIR

---

- This Draft Supplemental EIR has been prepared to evaluate those issues for which additional environmental evaluation is required beyond what was considered in the General Plan EIR associated with the increased severity of environmental impacts at build out.
  - The Draft Supplemental EIR utilizes the same impact methodology as the General Plan EIR and focuses the analysis on build out conditions.
-

# **Draft Supplemental EIR Processing History**

---

- Release of the Notice of Preparation on May 4, 2006.
  - Public Scoping Meeting on May 25, 2006.
  - Public Release of the Draft Supplemental EIR on December 29, 2006.
  - Public hearing to receive comments on Draft Supplemental EIR on February 8, 2007.
-



# Significant and Unavoidable Environmental Impact Issue Areas

---

- Land Use                      ■ Utilities
- Visual Resources            ■ Public Services
- Traffic and Circulation     ■ Noise
- Water Resources            ■ Air Quality

# **Alternatives Considered in the Draft Supplemental EIR**

---

- **Alternative #1: Off-site Locations**
- **Alternative #2: Environmental Constraints**
- **Alternative #3: Elimination of Floor Area Ratios**
- **Alternative #4: No Project**
- **Alternative #5: Elimination of Specific Geographical Area based on Traffic Increase**
- **Alternative #6: Reduced Proposed FARs**

# Next Steps in the Environmental Review Process

---

- Receipt of comments at this hearing and written comments to the County by the end of the Draft Supplemental EIR comment period (**February 15, 2007**).
- CEQA requires that the County respond to every comment on the Draft Supplemental EIR.
- Response to comments and minor corrections to the Draft Supplemental EIR will constitute the Final Supplemental EIR.
- Additional meetings to consider the Final Supplemental EIR and the provision of recommendations to the County's Planning Commission.

# **Recommended Planning Commission Action**

---

- **Open the public meeting to receive comments on the adequacy of the analysis contained in the Draft Supplemental EIR.**
  - **Close the public meeting.**
  - **No action will be considered on the Draft Supplemental EIR at today's meeting.**
-

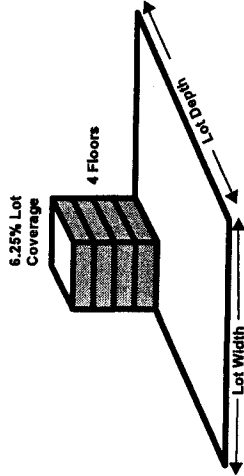
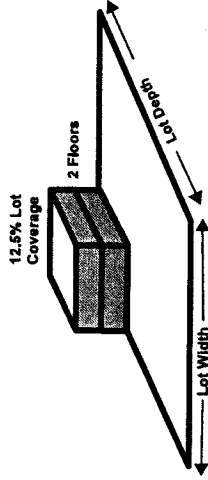
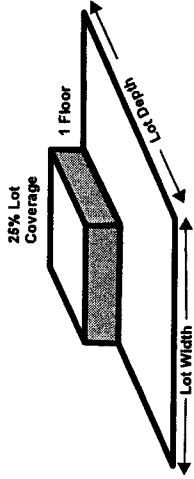
**FAR Amendment**  
**Draft Supplemental EIR**

---

Questions?



### Possible Building Configurations for 0.25 FAR

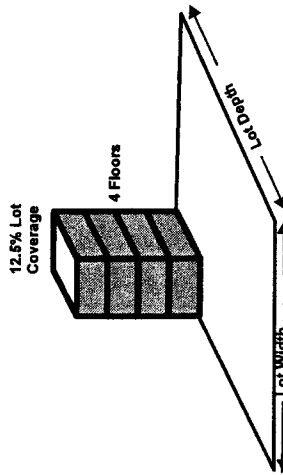
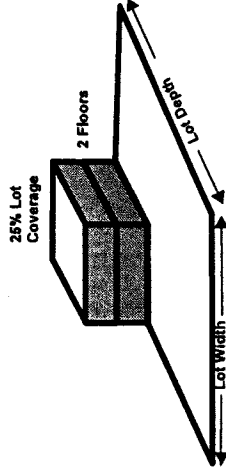
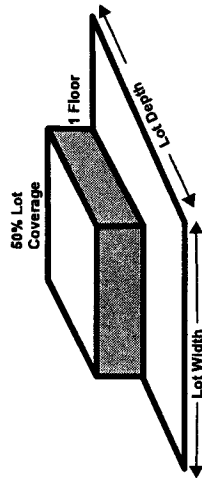


In a zone district with a maximum FAR of 0.25, the maximum allowable floor area of a building on a 40,000 sq. ft. lot would be 10,000 sq. ft. (40,000 sq. ft. times .25 equals 10,000 sq. ft.).

NOTE: Variations may occur if upper floors are stepped back from ground level lot coverage.

$\text{Floor Area Ratio (FAR)} = \frac{\text{Gross Building Area (ALL Floors)}}{\text{Lot Area}}$
---

### Possible Building Configurations for 0.50 FAR

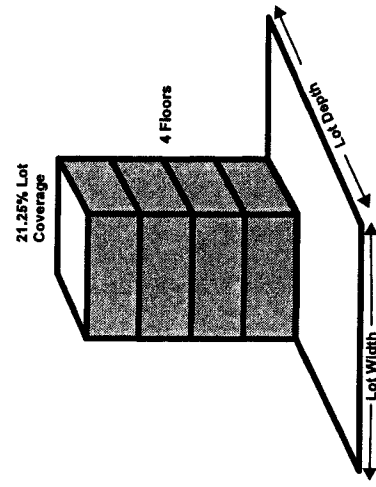
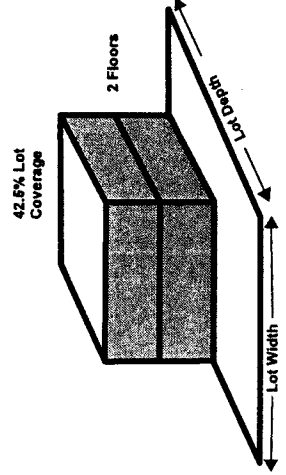
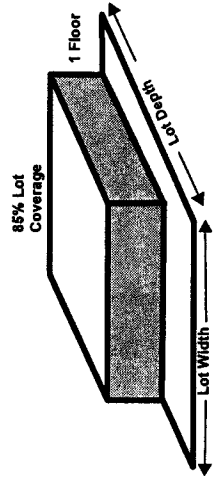


In a zone district with a maximum FAR of 0.50, the maximum allowable floor area of a building on a 40,000 sq. ft. lot would be 20,000 sq. ft. (40,000 sq. ft. times .50 equals 20,000 sq. ft.).

NOTE: Variations may occur if upper floors are stepped back from ground level lot coverage.

$\text{Floor Area Ratio (FAR)} = \frac{\text{Gross Building Area (ALL Floors)}}{\text{Lot Area}}$
---

### Possible Building Configurations for 0.85 FAR

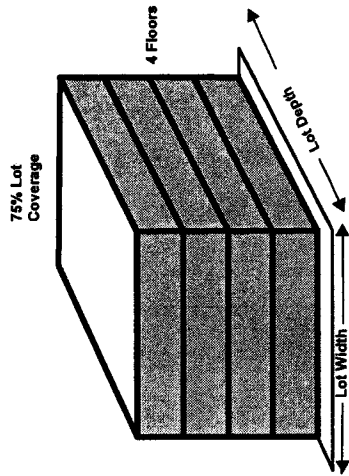


In a zone district with a maximum FAR of 0.85, the maximum allowable floor area of a building on a 40,000 sq. ft. lot would be 34,000 sq. ft. (40,000 sq. ft. times .85 equals 34,000 sq. ft.).

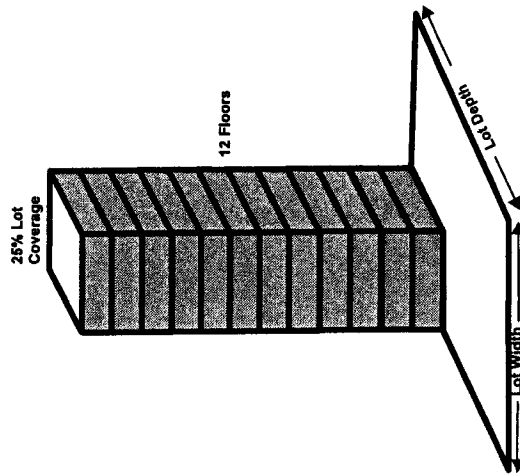
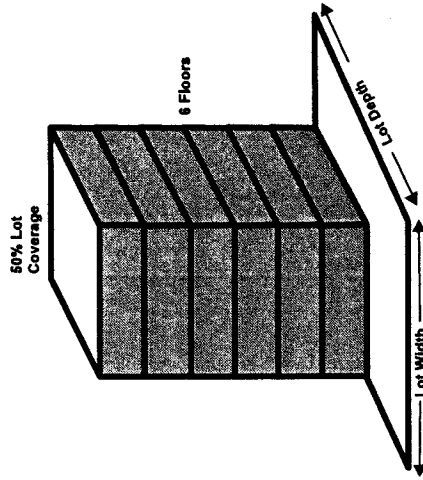
NOTE: Variations may occur if upper floors are stepped back from ground level lot coverage.

$\text{Floor Area Ratio (FAR)} = \frac{\text{Gross Building Area (ALL Floors)}}{\text{Lot Area}}$
---

### Possible Building Configurations for 3.00 FAR



In a zone district with a maximum FAR of 3.00, the maximum allowable floor area of a building on a 40,000 sq. ft. lot would be 120,000 sq. ft. (40,000 sq. ft. times 3.00 equals 120,000 sq. ft.).



NOTE: Variations may occur if upper floors are stepped back from ground level lot coverage.

Floor Area Ratio (FAR) = $\frac{\text{Gross Building Area (ALL Floors)}}{\text{Lot Area}}$
--