

COUNTY OF EL DORADO DEVELOPMENT SERVICES
BOARD OF SUPERVISORS
STAFF REPORT



Agenda of: February 9, 2010

Staff: Gina Paolini

PRE-APPLICATION - CONCEPTUAL REVIEW

FILE NUMBER: PA09-0013 / Bass Lake 17 Commercial Mixed Use Development

APPLICANT: Bass Lake Properties LLC

AGENT: Doug Hus

REQUEST: Bass Lake Properties, LLC has requested a Conceptual Review with the Board of Supervisors for property located within the Bass Lake Hills Specific Plan (BLHSP) area. The applicant proposes a mixed use development on a 17.03 acre site.

LOCATION: On the west side of Bass Lake Road, west of the intersection with U.S Highway 50 and Bass Lake Road in the El Dorado Hills area, Supervisorial District II. (Exhibit A)

APN: 119-100-21 (Exhibit B)

LOT SIZE: 17.03 acres

GENERAL PLAN: Adopted Plan (AP) - Bass Lake Hills Specific Plan (Exhibit C)
Low Density Residential –Planned Development (L2PD)

ZONING: Estate Residential Ten-Acre (RE-10) (Exhibit D)

SUMMARY RECOMMENDATION: Staff recommends that the Board of Supervisors discuss issues identified by staff with project developer.

BACKGROUND:

The Board of Supervisors adopted Resolution 043-2009 on February 24, 2009 allowing a Conceptual Review process (Exhibit E). For a Conceptual Review, staff prepares a minor report to the decision-

makers outlining the basic issues for discussion. This process allows for projects to receive early feedback from either the Planning Commission and/or Board of Supervisors in an informal workshop setting without benefit of a vote. Projects can also receive comments on preliminary project design to ensure conformance with County policy and ordinances.

Bass Lake Properties, LLC has requested a Conceptual Review with the Board of Supervisors for property located within the Bass Lake Hills Specific Plan (BLHSP) area.

PROJECT DESCRIPTION:

The project is primarily commercial with a mix of retail uses, including fast food (Parcels 1 – 4). The mixed use component would include retail and office use on the first floor and An office and residential component on the second floor within two proposed buildings (Parcel 5). The number of residential units is not known, but comprises 15,000 square feet (of a total of 60,000 square feet) of the upper floors of the two “mixed use” buildings. Parcel 6 is the only mixed use component of the proposed development. An office building is proposed for Parcel 6. A Conceptual Site Plan (Exhibit F) and aerial photo (Exhibit G) have been provided. The proposal is conceptual in nature; therefore, design and details regarding uses are not available.

The proposed project components are summarized in the following table:

Parcel No.	Use	Parcel Size (acres)	# Structures & Size (sq. feet)
1	Retail	0.61	1 @ 3,000
2	Retail	0.88	1 @ 7,600
3	Fueling station & convenience store	0.60	1 @ 2,500 (plus canopy)
4	Retail	2.70	2 @ 16,000 & 12,000
5	Mixed Use: Retail Office Residential	3.32	2 @ 30,000 & 30,000 30,000 15,000 15,000
6	Office	1.09	1 @ 12,000
7	Open Space	5.22	N/A
8	Internal Roads	0.72	N/A
9	IOD – Old Bass Lake Road	0.71	N/A

ANALYSIS / DISCUSSION:

Development of the Bass Lake Area is governed by the Bass Lake Hills Specific Plan (1995), the 1996 General Plan, 2004 General Plan, the Development Agreements (1996), and the Bass Lake Hills Specific Plan Public Facilities Financing Plan (PFFP). The parcels that have signed DA's are governed by the policies in the 1996 General Plan, rather than the 2004 General Plan. This Conceptual Review involves one parcel within Village P that does not have a signed DA.

The applicant proposes a commercial and mixed use development on a 17.03 acre site. Staff has analyzed the proposal and has identified possible issues for discussion by the Board of Supervisors. If a formal application were to be submitted, the following would be required:

A. Amendment to the Bass Lake Hills Specific Plan.

The BLHSP was designed to primarily accommodate residential development at various densities, with a total of 1,458 units planned. Neighborhood Service zones within Villages were to be permitted pursuant to Section 3.3(3) of the BLHSP. Non-residential uses such as daycare facilities, places of worship, and group homes were to be permitted. The pre-designating and zoning of lands Neighborhood Service was to occur at a ratio of 2 acres per 40 units. This was the only non-residential use that was contemplated within the Plan Area. The proposed mixed use project is a change in the vision for the Plan Area, as described in Section 2.0 of the Specific Plan. The project would also be inconsistent with the Land Use Plan as described in Section 3.0. A comprehensive amendment to the BLHSP would be required.

B. Amendment to the Bass Lake Hills Public Facilities Financing Plan (PFFP).

The PFFP was designed to set forth a strategy to finance the backbone infrastructure and other public facilities required to serve the proposed land uses in the BLHSP. As specified within the PFFP, the BLHSP is approximately 1,414 acres in size and includes 88 individual parcels. Approximately 35 existing residential dwelling units are in the Plan Area. Development in the BLHSP is planned for 1,458 housing units including 54 units designated for the Holy Trinity Church site. The BLHSP includes 24 acres of parks, 9 acres of schools and 151 acres of open space. The PFFP divides the infrastructure needs into various phases with many of the core improvements required prior to creation of the 300th lot (Exhibit H). The Hollow Oak subdivision was conditioned with the Phase 1 improvements. Hawk View, Bell Woods and Bell Ranch have been conditioned with the Phase 1A improvements which are considered within the PFFP as *Critical Mass* core improvements. Phases 2 and 3 include 1,104 units to buildout. The proposed project is a mixed use development, which was not contemplated during the design of the PFFP. An amendment would be required to include a financial commitment for the project based on the use.

C. Amendment to the General Plan.

The 2004 General Plan incorporated the Bass Lake Hills Specific Plan land use map. The Proposed Project would not be consistent with the Specific Plan Land Use Designations or with Table 2-1 of the Bass Lake Hills Specific Plan "General Plan Land Uses for the Bass Lake Area". The proposed mixed use project has been determined to be inconsistent with the Specific Plan and 2004 General Plan. The project area is located within the Rural Region Planning Concept Area (further discussed in D below), therefore, an amendment to the General Plan would be required.

D. Amend the General Plan Rural Region Planning Concept Area Boundary and Viewshed Corridor-Separation of Communities.

The Plan Area is located within the underdeveloped eastern portion of El Dorado Hills and adjacent to the west end of Cameron Park. The Plan Area is located within the Community Region Planning Concept Area boundary with exception of the southern portion of the Plan Area which is located within the foreground of the U.S. Highway 50 viewshed within the Rural Region Planning Concept Area. A viewshed study was conducted during the preparation of the 1996 General Plan. The study identified the foreground and background viewsheds along U.S. Highway 50 from the City of Placerville to the El Dorado County/Sacramento County border. That portion of the Plan Area located within the foreground viewshed of U.S. Highway 50 is located within the Rural Region and is designated LDR by the General Plan. The Plan designates this area L2PD which allows for a maximum density of one dwelling unit per five acres. Section 3.2 of the BLHSP states "the U.S Highway 50 foreground, 1 du/5 acres is the maximum allowable density". The project would be inconsistent with the viewshed vision for the U.S. Highway 50 corridor and with the density limits within the General Plan and BLHSP. An additional purpose of restricted developed within this area of the BLHSP was to provide for a separation of communities of El Dorado Hills and Cameron Park. The project is not within the Community Region.

A visual simulation in accordance with Section 3.3.1 of the BLHSP would be required from travel way vantage points if a formal application were to be pursued.

E. Review of General Plan Policy 2.6.1.4

Commercial designations on U.S. Highway 50 interchanges will be considered for commercial development as part of the General Plan review pursuant to Policy 2.9.1.2 of the General Plan. The County is to monitor the distribution of growth every 5 years and 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.

F. Development Agreements.

There are 88 parcels within the Plan Area, 55 of those parcels are governed by 55 signed Development Agreements (Exhibit I). The Development Agreements were entered into with the County on August 20, 1996 and have a term of twenty years. Both the Specific Plan and the DA's specified that the financing of all common public facilities are to be accomplished by the Public Facilities Financing Plan (PFFP). The PFFP was adopted by the County of El Dorado Board of Supervisors, June 8, 2004 and was, by the terms of the DA's thereby incorporated into the DA's becoming a part of those contracts. The subject property does not have a DA; however, the property is subject to the PFFP.

All owners or parcels with signed Development Agreements would need to agree to any substantial change to the Plan Area, densities or obligations under the PFFP.

The project is located within Village P which does not include DA holders; however, as a whole, all owners and parcels with signed DA's are bound by the DA and have certain expectations within the Plan Area; therefore the project developer would need to obtain authorization from those DA holders prior to moving forward with amendments to the Plan Area.

G. Preliminary Village Concept Plan required for each Village to be developed.

The BLHSP goals encourage comprehensive planned Villages. Figure 3-2 provides a Conceptual Site Plan for purposes of illustrating the potential lot pattern and placement of residential units for the Plan Area. The Plan Area has been divided into 18 Villages defined by major streets and open space areas. The Villages were to be designed to be inwardly focused and to have limited through vehicular traffic. In accordance with Section 3.3 and 9.5 of the BLHSP, the Plan Area was to be developed as a series of individual tentative maps, with each Village being comprehensively planned through the PD process. Each Village PD would address its fair share of public facilities and costs unique to each Village. The proposed project would require a preliminary concept plan for Village P with the submittal of a formal application.

H. Zoning Consistency.

The Specific Plan authorizes 1,458 housing units and a limited amount of neighborhood commercial (2 acres per 40 units, or approximately 37 acres total, distributed throughout all 18 villages). The Plan Area presently contains four different zoning classifications (holding zones). As a component of implementation, the project sites require rezoning, consistent with the land use densities and with the following:

- A. One Family Residential (R1): The northern portion of the Plan Area is to be zoned Single Family Residential (R1); however, other zoning districts could be applied which are consistent with the area plan designation and density bonus opportunities.

B. Planned Development (-PD) Combining District: The PD Combining Zone District, as described in Chapter 17.02 and 17.04 of the Zoning Ordinance is to be used throughout the Plan Area as a means to transfer density within individual subdivision proposals in order to provide sites for various public facilities and open space, to preserve natural features, etc. The PD Combining Zone District shall be applied to certain lands to encourage and provide for creative and flexible approaches to the use of land through the redistribution of residential densities to protect natural resources, provide additional recreational facilities and provide open space, allow flexibility in the establishment of all development standards, including required yard areas, lot area, width, lot coverage and other provisions. The PD would all for transfer of residential density within individual tentative maps and village boundaries within commonly owned or planned contiguous lands.

I. EIR Pursuant to CEQA Guideline Section 15161.

The EIR would examine the environmental impacts of the specific development Project, and would focus primarily on the changes in the environment that would result from the development project. The EIR shall examine all phases of the project including planning, construction, and operation.

DISCLAIMER:

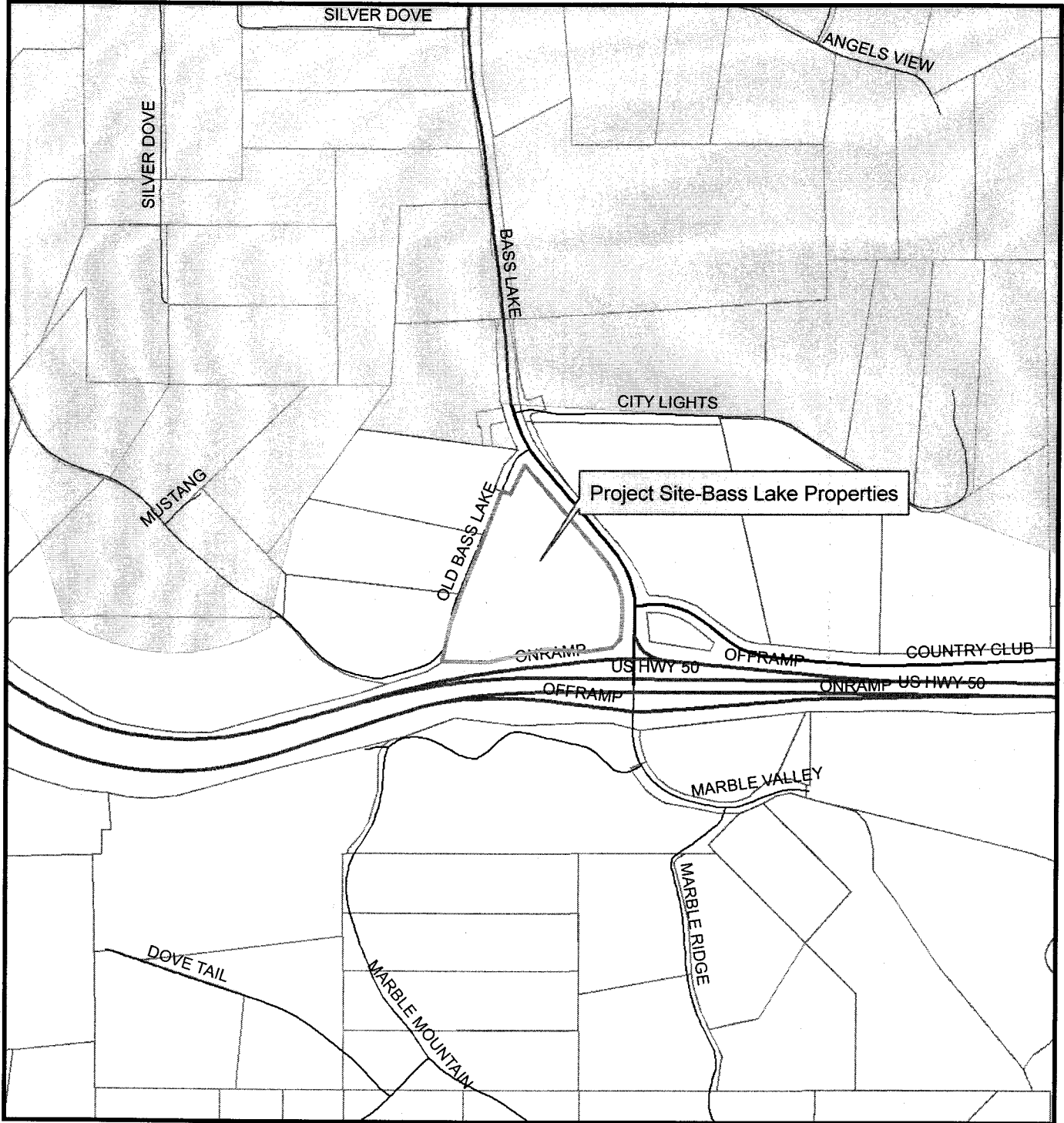
The preliminary analysis by Planning Services is based upon the documentation provided for the Conceptual review. While Planning Services makes every attempt to provide a comprehensive review for future formal applications, often the information submitted by the applicant's changes over time. Additional information and studies may be required by the application at the time of submittal. Any re-design of the project or potential impacts not known at the time of Conceptual Review may require additional information in order to process formal applications. A full review of a formal application may present issues and impacts not addressed in the Conceptual Review.

SUPPORT INFORMATION

Attachments to Staff Report:

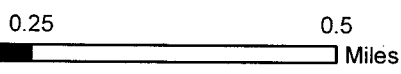
- Exhibit A.....Location Map
- Exhibit B.....Assessor's Map
- Exhibit C.....Bass Lake Hills Specific Plan Land Use Map
- Exhibit D.....Zoning Map
- Exhibit E.....Board of Supervisors Resolution 043-2009
- Exhibit F.....Project Conceptual Site Plan
- Exhibit G.....Aerial Photo (large size map only)
- Exhibit H.....BLHSP DA and Non-DA Participant Map
- Exhibit I.....PFFP Phasing Analysis

Location Map



PA09-0013/Bass Lake Properties
APN 119-100-21

- HWY
- MAJOR
- MINOR
- Rivers

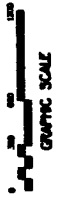


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Prepared By:
Gina Hunter
Planning Services Department
December 11, 2009

Exhibit A



CAPETON MAP (2)

MILLMAN CANTON

CAPETON CANTON

TO PLACERVILLE

TO SACRAMENTO

US HIGHWAY

Project Site

BASS LAKE HILLS SPECIFIC PLAN LAND USE DIAGRAM

LANDUSE DESIGNATION

- (H4FD)** = HIGH DENSITY RESIDENTIAL, PLANNED DEVELOPMENT PERMITTED 4 UNITS PER ACRE MINIMUM DENSITY
- (H3FD)** = HIGH DENSITY RESIDENTIAL, PLANNED DEVELOPMENT PERMITTED 3 UNITS PER ACRE MINIMUM DENSITY
- (H2FD)** = HIGH DENSITY RESIDENTIAL, PLANNED DEVELOPMENT PERMITTED 2 UNITS PER ACRE MINIMUM DENSITY
- (L7FD)** = LOW DENSITY RESIDENTIAL, PLANNED DEVELOPMENT PERMITTED 7 UNITS PER ACRE (1.48 ACRES PER UNIT) MINIMUM DENSITY
- (L2FD)** = LOW DENSITY RESIDENTIAL, PLANNED DEVELOPMENT PERMITTED 2 UNITS PER ACRE (2.00 ACRES PER UNIT) MINIMUM DENSITY
- (P)** = PARK AND RECREATION
- (F)** = FINE GRADE USE
- (C)** = COMMERCIAL

NOTES:
1. ALL DEVELOPMENT DENSITIES ARE CALCULATED ON A CROSS AREA BASIS.
2. FOR PARKS, SEE PARKS AND OPEN SPACE PLAN.

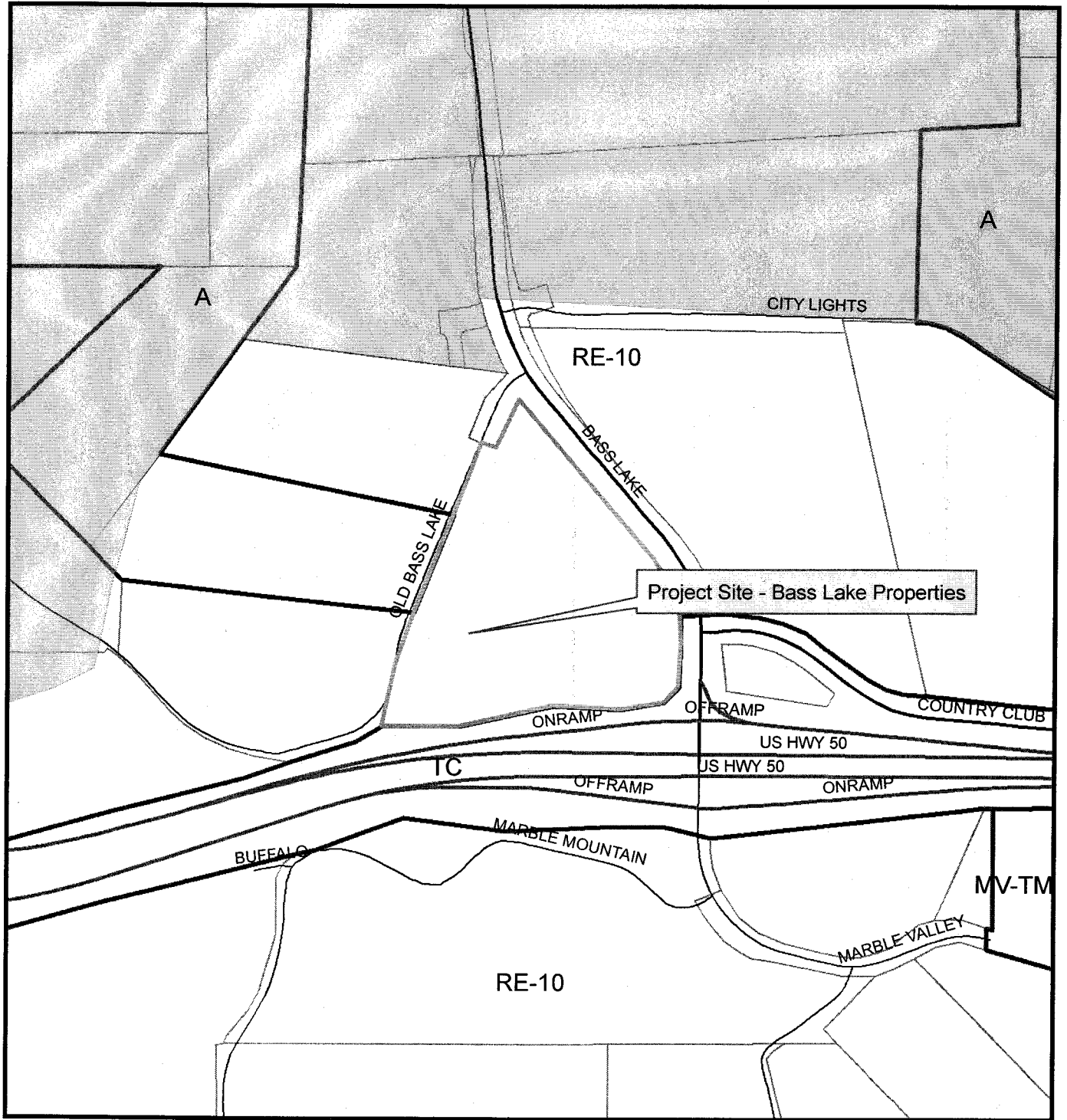
LANDUSE TABULATION	
LANDUSE	UNITS
H4FD	1
H3FD	1
H2FD	1
L7FD	1
L2FD	1
P	1
F	1
C	1
Other	1
TOTAL	7

DENSITY DISTRIBUTION	
LANDUSE	PERCENT OF TOTAL
H4FD	14.3
H3FD	14.3
H2FD	14.3
L7FD	14.3
L2FD	14.3
P	14.3
F	14.3
C	14.3
TOTAL	100.0

EXHIBIT C

FIGURE 3-1

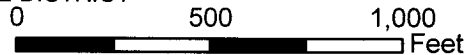
Zoning Map



PA09-0013/Bass Lake Properties

APN 119-100-21

ZONING DESIGNATIONS
ESTATE RESIDENTIAL - 10 ACRE (RE-10) ZONE DISTRICT
AGRICULTURE (A) ZONE DISTRICT



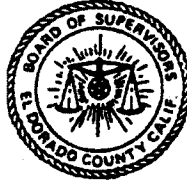
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Prepared By:
Gina Hunter
Planning Services Department
December 11, 2009

Exhibit D

09-1519.A.10



**RESOLUTION NO. 043-2009
OF THE BOARD OF SUPERVISORS OF THE COUNTY OF EL DORADO**

RESOLUTION ADOPTING THE PARAMETERS OF CONCEPTUAL REVIEW WORKSHOPS

WHEREAS, the Board of Supervisors supports a process to enable an applicant to bring a project before the Board or Planning Commission to obtain early feedback in an informal workshop setting, without benefit of a vote; and

WHEREAS, the process can also be utilized by an applicant that requests early feedback on an interpretation of an existing code or policy; and

WHEREAS, staff prepares minor reports prior to the meeting summarizing the request of the applicant which can assist the Board or Planning Commission in identifying issues that can improve the conceptual project; and

WHEREAS, the developer has the option to expand public notice to include the surrounding property owners such that the Board or Planning Commission can receive early comments on the project from those most effected by it; and

WHEREAS, staff will take utmost care to accurately represent County Codes, policies and applicable past positions of staff, the Board of Supervisors and the Planning Commission and, it should be noted that matters discussed in the Pre-Application meeting or during the Conceptual Review workshop should not be construed to bind, restrict or obligate the staff or review boards when processing a subsequent application. A more thorough review that occurs during the formal application process could reveal issues and circumstances that were not known or reviewed during the much shorter review of the Pre-Application and Conceptual Review process.

NOW, THEREFORE, BE IT RESOLVED, that the Board of Supervisors of El Dorado County adopts this Resolution setting forth the criteria by which a preliminary project can be reviewed by the Board or Planning Commission as detailed in the Pre-Application and Conceptual Review Process application form, revised 02/09, and as amended from time to time, shown in Exhibit A of this Resolution.

Exhibit A – Application Form

PASSED AND ADOPTED by the Board of Supervisors of the County of El Dorado at a regular meeting of said Board, held the 24 day of Feb., 2009, by the following vote of said Board.

Attest:

Suzanne Allen de Sanchez

By: 

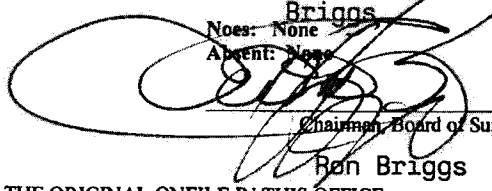
Deputy Clerk

Ayes: Sweeney, Santiago, Knight, Nutting

Briggs

Noes: None

Absent: None


Chairman, Board of Supervisors

Ron Briggs

I CERTIFY THAT:

THE FOREGOING INSTRUMENT IS A CORRECT COPY OF THE ORIGINAL ONFILE IN THIS OFFICE.

DATE: _____

Attest: Suzanne Allen de Sanchez, Clerk of the Board of Supervisors of the County of El Dorado, State of California

By: _____

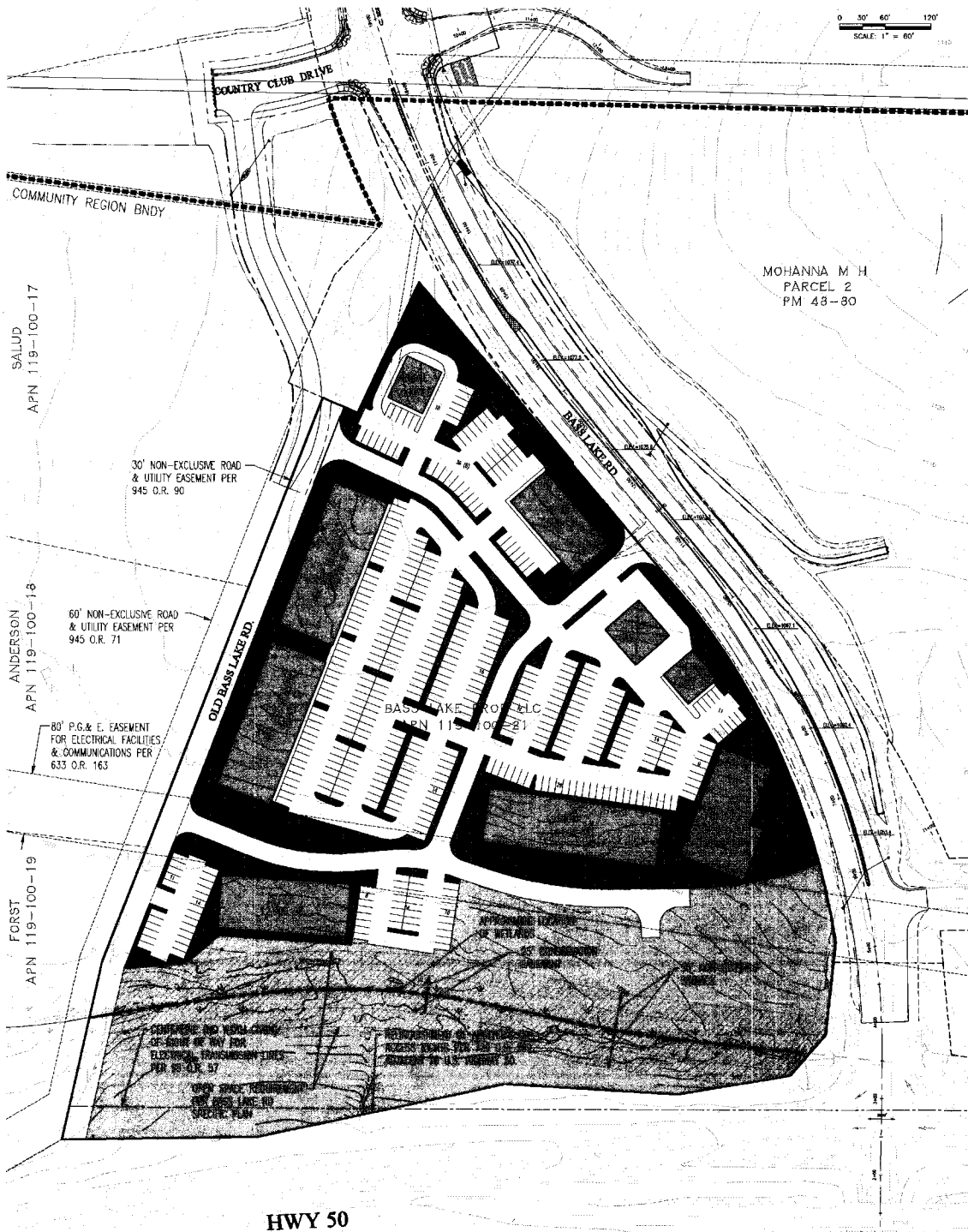
EXHIBIT E

● EXHIBIT F ●

BASS LAKE ROAD PROPERTIES CONCEPTUAL DEVELOPMENT PLAN EL DORADO HILLS, CALIFORNIA JULY, 2009



0 30' 60' 120'
SCALE: 1" = 60'



LEGEND

	LANDSCAPING	RETAIL 41,100 SF
	OPEN SPACE	OFFICE 12,000 SF
	BUILDING COMPLEX	MIXED USE RETAIL 30,000 SF
		MIXED USE OFFICE 15,000 SF
		MIXED USE RESIDENTIAL 15,000 SF

TOTAL SITE AREA 15.83 AC
OPEN SPACE 5.25 AC

cta Engineering & Surveying
Civil Engineering • Land Surveying • Land Planning
3225 Mendocino, Rancho Cordova, CA 95672
TEL: 916.438.2010 • FAX: 916.438.2019 • www.cta.com

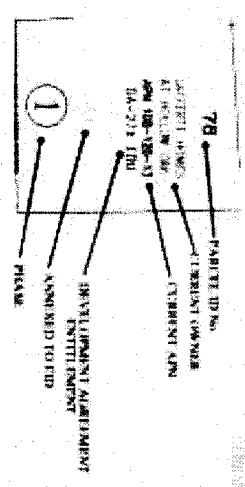
MOHANNAMH PLANNING/ENGINEERING CONCEPTUAL DEVELOPMENT PLAN, SHEET 7 OF 20, JULY 2009

BASS LAKE HILLS SPECIFIC PLAN AREA
PROPOSED PFFP PHASING
 EL DORADO HILLS, CALIFORNIA

SCALE: 1" = 400'
 DATE: 01.17.2003
 ODELL THURNE & ASSOCIATES, INC.
 10000 S. GARDEN AVENUE, SUITE 100
 GARDEN GROVE, CALIFORNIA 92640
 PHONE: (714) 941-1111
 FAX: (714) 941-1112
 WWW.ODELLTHURNE.COM

LEGEND

- SHOWN AS EXISTING DEVELOPMENT
- DEVELOPMENT
- CERTIFICATION WORK



- PHASE 1
HOLLOW OAK (99 UNITS)
- PHASE 1A
APPROXIMATELY 201 UNITS
HAWK VIEW (116 UNITS)
BELL WOODS (54 UNITS)
BELL RANCH (113 UNITS)
- PHASE 2 & 3
APPROXIMATELY 1,104 UNITS
REMAINING UNITS
TO BUILD OUT
- SUB TOTAL 1404 UNITS
- HOLY TRINITY
PARISH LIFE CENTER (PLP)
& SCHOOL 54 UNITS
- TOTAL 1458 UNITS

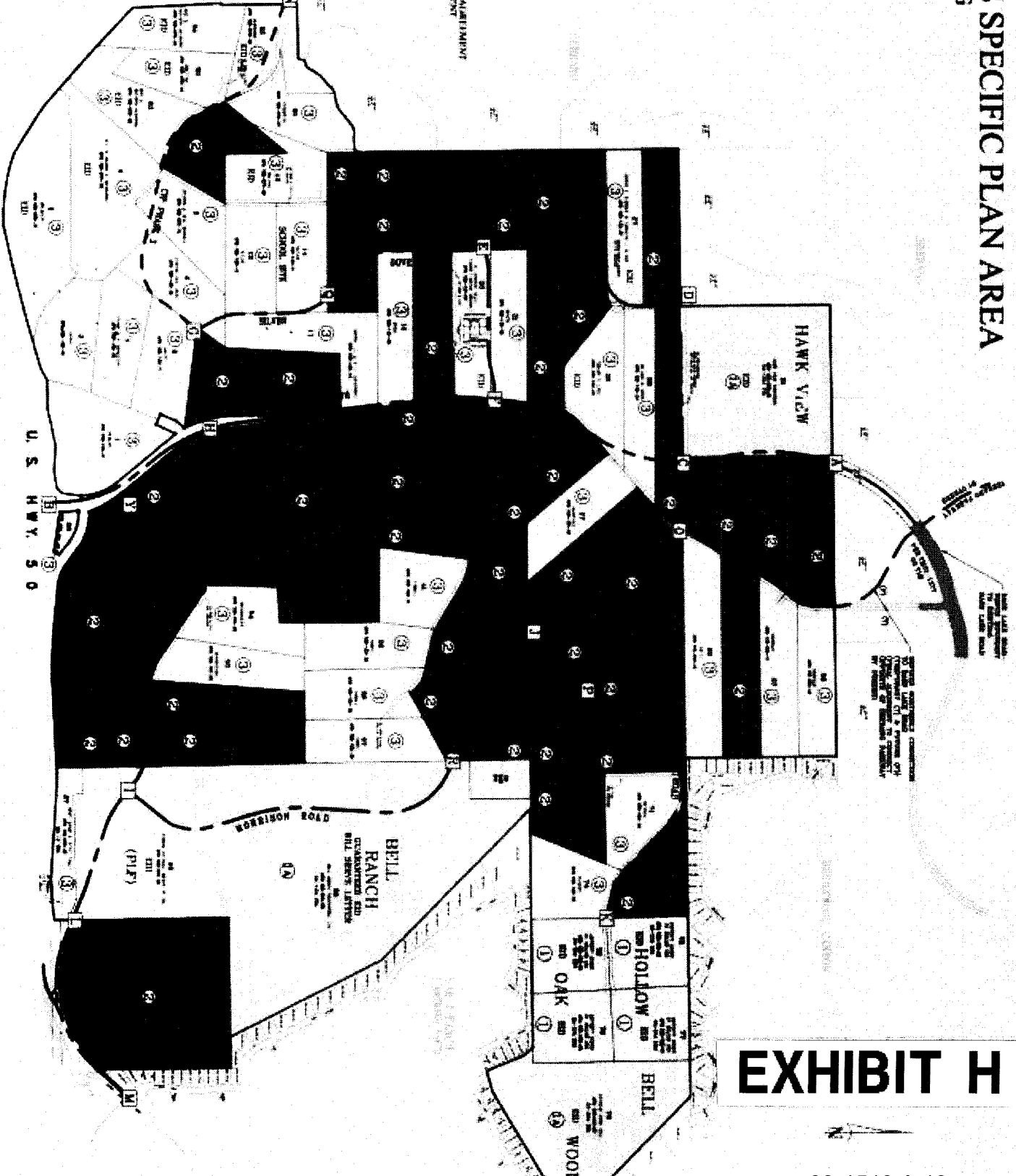


EXHIBIT H

VII. PHASING ANALYSIS

The Specific Plan and this PFFP require that a substantial portion of the backbone infrastructure is constructed by the first 300 units. These units have been defined as the critical mass units in **Chapter II**. At this time it is unknown which combination of these first projects will receive their entitlements from the County and participate in the funding of the critical mass improvements.

This chapter outlines the financial commitments for the major stages of development that are likely to occur in the development of the Specific Plan. The PFFP lays out the infrastructure requirements and financing mechanism to provide all necessary infrastructure and public facilities. This chapter focuses on infrastructure and public facilities that are the funding responsibility of the County. Infrastructure requirements for sewer, water, parks, and schools are identified but cost estimates are not provided except in a few cases. Instead of cost estimates for these items, the PFFP includes an estimate of the fees that will be paid to the responsible agency.

The County and other service providers will monitor development applications and condition projects to meet the requirements of the Specific Plan and PFFP. While it is likely that the order of development projects may change from that outlined in this phasing chapter, the infrastructure and public facilities requirements will be met by each development projects according to the guidelines set forth in the PFFP.

Because of its present entitlement status, the Hollow Oak project is likely to proceed first following approval of the PFFP. Three other projects are poised to receive approvals following adoption of the PFFP. The remainder of the buildout of the BLHSP includes projects with and without development agreements that are not annexed to EID. The difference in Phase 2 and 3 projects is that some projects have signed development agreements and others have not.

DEVELOPMENT PHASES

The phasing discussion in this chapter describes the development of the BLHSP in the following series of development phases:

- Phase 1—Hollow Oak 99 units
- Phase 1A—Remainder of Critical Mass 201 units
Any combination of Hawk View, Bell Ranch or
Bell Woods (286 possible units)

EXHIBIT I

• Total Critical Mass	300 units
"Critical Mass" could be larger or smaller than 300 units, depending on participants	
• Phases 2 and 3—Remaining Units to Buildout	1,104 units
Phase 2 units have development agreements	
Phase 3 units do not have development agreements	
• Total Units Subject to PFFP	1,404 units
• Trinity Church (Nonparticipant in PFFP)	54 units
• Total Specific Plan Units	1,458 units

INFRASTRUCTURE AND PUBLIC FACILITIES REQUIREMENTS

Chapters IV, V, and VI specified the timing of the backbone infrastructure and public facilities. The following lists summarize the major infrastructure requirements and the timing of the construction of these facilities. Regardless of improvements required, fees shall be paid for administration, park surcharge, and contingency and, if applicable, leveling advances. Each project will also be required to create open space in accordance with the Specific Plan.

Phase 1—Hollow Oak

- Acquire School Site
- Reconstruct and Realign Bass Lake Road from Hollow Oak Road to Northern Alignment of existing Bass Lake Road. Provide underground utilities as required.
- Construct bike lane and sidewalk along Bass Lake Road from Hollow Oak Road to Serrano Parkway.
- Provide shoulder widening to Bass Lake Road between Hwy 50 and Hollow Oak Road.
- Construct Hollow Oak Road (F-K) without frontage improvements.
- Participate in the dedication and funding of open space land acquisition through the BLH PFF.

Final determination of the BLH PFF fee amounts and timing of payments will be determined with the final subdivision agreement.

Phase 1A—Combination of Hawk View, Bell Woods and/or Bell Ranch

- Reconstruct Bass Lake Road with full improvements as required in the BLHSP from Hollow Oak Road to Hwy 50. Provide underground utilities as required.
- Construct bike lane and sidewalks along Bass Lake Road from Hollow Oak Road to Hwy 50.
- Finish median and other improvements on Bass Lake Road from Hollow Oak Road to Serrano Parkway as required by the BLHSP. Provide underground utilities as required.
- Construct Country Club Drive (G-H) with frontage improvements.
- Construct Silver Dove Way to school site (Q-G) with frontage improvements.
- Construct Silver Dove Way (C-D) if Hawk View is included in the critical mass projects.
- Construct school infrastructure (water and sewer).
- Construct Morrison Road (J-I) without off-site frontage improvements if Bell Ranch is in the critical mass projects.
- Construct traffic signals on Bass Lake if required by Traffic Warrants.
- Construct or complete funding for Hwy 50/Bass Lake Road Interchange ramp improvements and ramp metering.
- Acquire approximately two acres for the park-and-ride lot.
- Acquire land for an 8.7-acre sports park.
- Planning and design of Sports Park

Phases 2 and 3—Remaining Units to Buildout at 600 Units

- Construct Silver Dove Northern Access to School site at 482 units.
- Complete Construction of 8.7-acres sports park.
- Construct 100 parking spaces in park-and-ride lot.

Phase 2 and 3—Remaining Units to Buildout—300+ units to Buildout

- Complete construction of Country Club Drive based on access requirements as determined by DOT.
- Construct or fund bikeway or sidewalk improvements as required.
- Provide Reimbursement to equalize funding advances.