



COUNTY OF EL DORADO PLANNING AND BUILDING DEPARTMENT

Date: October 11, 2019

To: Board of Supervisors Agenda Date: November 5, 2019

From: Mel Pabalinas, Planning Manager

**Subject: Creekside Village Conceptual Review
File No. Pre-Application PA19-0001**

Executive Summary

Pursuant to Board Policy J-6 this pre-application is for the conceptual review of a proposed new Specific Plan in the El Dorado Hills Area that would increase the allowable density by more than 50 dwelling units. The proposed Specific Plan (Creekside Village) would amend a de-annexed portion of the El Dorado Hills Business Park from the current General Plan land use designation of Research and Development to residential land uses. The proposed future project would include a mixture of medium- and low-density residential development on a 208-acre parcel with a potential build-out of 700-900 dwelling units.

Recommendation

Staff recommends that the Board of Supervisors to take the following action:

1. Find the proposed Conceptual Review for Creekside Village under Pre-Application PA19-0001 to be in compliance with Board of Supervisors Policy J-6; and
2. Provide the Applicant with initial feedback on the proposed project.

Introduction

This is a “General Plan Amendment Initiation Hearing” required by Board of Supervisors Policy J-6. Policy J-6 (Exhibit H) requires an Initiation Hearing as a first point of consideration before a formal private development application can be made for an application that would include a General Plan Amendment, a Specific Plan Amendment or a new Specific Plan that increases allowable residential densities by 50 dwelling units or more. This hearing is for a determination of compliance with the criteria of Policy J-6 and to provide the Applicant with feedback regarding the proposed project. No entitlements or approvals would result from the consideration of this Conceptual Review.

The proposed Creekside Village Project requires the Initiation Hearing because it proposes a new Specific Plan that would require amending a de-annexed portion of the El Dorado Hills Business Park from the current General Plan land use designation of Research and Development to residential land uses, which would result in a proposed density increase of over 50 units.

The existing General Plan land use designation of Research and Development only allows those uses that are consistent with the Research and Development Zone District. The Research and Development zone is intended to provide areas for the location of high technology, non-polluting manufacturing plants, research and development facilities, corporate and industrial offices, and support service facilities in a rural- or campus-like setting, such as a business park environment. The Research and Development zone district does not allow residential uses.

The proposed Creekside Village Project contemplates medium- and low-density residential development on 208 acres of land with a potential range of 700 to 900 dwelling units.

The project parcel is undeveloped and is located at the southern end of the El Dorado Hills Business Park (EDHBP). The parcel is adjacent to the southern most developed portion of the EDHBP, Carson Creek Specific Plan to the west, and the Valley View Specific Plan to the east. To the south is a partially developed Industrial land (Wetsel-Oviatt mill site) and undeveloped Rural Residential land.

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

Project Description

The Applicant has outlined the conceptual proposal within the Creekside Village Project Description Summary and consistency summary with applicable General Plan (Exhibit E) along with three exhibits showing the proposed Land Use plan, General Circulation, and an aerial photo of the site (Exhibits I, J, and G).

Pre-Application PA19-0001/Creekside Village is submitted by Winn Communities for an Initiation Hearing (Conceptual Review) of a new Specific Plan that would require amending a de-annexed portion of the El Dorado Hills Business Park from the current General Plan land use designation of Research and Development to residential land uses to allow single family residential development with a potential range of 700 to 900 dwelling units. The property, identified by Assessor's Parcel Number 117-010-012, consisting of 208 acres, is located on the west side of Latrobe Road, 1,600 feet south of the intersection with Investment Boulevard, within the El Dorado Hills Business Park, in the El Dorado Hills area, Supervisorial District 2.

Pre-Application Information

Applicant: Winn Communities

Request: Pre-application for a Conceptual review for a proposed a new Specific Plan that would require amending the General Plan land use designation of a de-annexed portion of the El Dorado Hills Business Park from the current Research and Development to residential land uses to allow medium- and low-density single family residential development with a potential build-out of 700 to 900 dwelling units (Exhibit E).

Location: West side of Latrobe Road, 1,600 feet south of the intersection with Investment Boulevard, within the El Dorado Hills Business Park, in the El Dorado Hills area, Supervisorial District 2

APN: 117-010-012 (Exhibits A and B)

Acreage: 208 acres

General Plan: Research and Development (R&D) (Exhibit C)

Zoning: Research and Development-Design Review Community (R&D-DC) (Exhibit D)

Background

The El Dorado Hills Business Park (EDHBP) was established in the early 1980’s. It governs the land use for the parcels within the Research and Development land use designation in the El Dorado Hills area south of White Rock Road and west of Latrobe Road. The Research and Development zone is intended to provide areas for the location of high technology, non-polluting manufacturing plants, research and development facilities, corporate and industrial offices, and support service facilities in a rural or campus-like setting, such as a business park environment. This designation is highly appropriate for the business park/employment center concept. Lands designated as R&D can be located in Community Regions and in Rural Centers.

The EDHBP was originally approved for 909 acres, of which approximately 832 acres is governed by the El Dorado Hills Business Park Owners Association, and 302 acres of are currently developed with commercial uses in accordance R&D zoning. In 2018 a de-annexation of the 208-acre proposed project parcel was approved removing it from the Covenants, Conditions and Restrictions (CC&Rs) regulated by the EDHBP Owners Association.

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

General Plan Land Use Designation/Consistency

The Applicant is proposing an amendment of the General Plan from Research and Development to a General Plan land use designation of Adopted Plan (AP). This land use category recognizes areas for which specific land use plans have been prepared and adopted. An Adopted Plan (Specific Plan) may have any of the land uses and zoning designations that are approved under that plan. Specific Plans are a set of policies and development standards that apply to a specific geographic area that offer flexibility to create zoning standards appropriate for that location.

The Specific Plan is a tool for implementing the General Plan, and, therefore, must be consistent with the General Plan. The proposed Specific Plan to allow the residential land use through the adoption of a Specific Plan is required to be found consistent with the General Plan. A formal application to amend the General Plan would be reviewed for consistency with applicable policies of the General Plan, including, but not limited to: General Plan 2.2.1.5 (Commercial Intensity), 2.8.1.1 (Lighting), TC-Xa (Direct and Cumulative Traffic Impacts), TC-Xf (Minimizing Impact to County Road System), 5.2.1.3 (Connection to Public Water System), 5.7.3.1 (Connection to Public Sewer System), 6.5.1.2 (Analysis of Noise Effects), 7.3.3.4 (Wetland Buffers), 7.4.4.4 (Oak Canopy Retention and Replacement), and 10.2.1.5 (Public Facilities and Services Financing Plan).

Zoning Consistency

The project area is within the Research and Development Zone District. The Research and Development zone is intended to provide areas for the location of high technology, non-polluting manufacturing plants, research and development facilities, corporate and industrial offices, and support service facilities in a rural or campus-like setting, such as a business park environment. Residential use is currently not allowed in the R&D zoning district.

The Applicant is proposing a General Plan amendment to allow medium- and low-density residential through adoption of a new Specific Plan.

The Applicant would choose to rezone the property either to a residential zone district within the El Dorado County Zoning Ordinance or to unique zoning designations and standards similar to Carson Creek, Valley View, and Promontory Specific Plans. The equivalent zone within the Zoning Ordinance would be either Multi-Unit Residential (RM) or Single-Unit Residential (R) depending on the housing density proposed within the Specific Plan.

Staff Analysis

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

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

Analysis: The proposed Specific Plan is located within the Community Region Boundary of El Dorado Hills and is consistent with several goals and objectives of the General Plan including, but not limited to, the following:

GOAL 2.1: LAND USE

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

Objective 2.1.1: Community Regions

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

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

The proposed general plan amendment is consistent with this objective because the project site is located within the established El Dorado Hills Community region.

GOAL 2.2: LAND USE DESIGNATIONS

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

Objective 2.2.1: Land Use Designations

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

The proposed general plan amendment is consistent with this objective because the proposed specific plan is located in a Community Region and will create distinct land

use designations and development standards that implement the objectives of the community region consistent with the Adopted Plan (AP) general plan land use designation. Additionally, the proposed project takes advantage of nearby utility connections and available water and wastewater infrastructure treatment capacity.

GOAL 2.3: NATURAL LANDSCAPE FEATURES

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

Objective 2.3.1: Topography and Native Vegetation

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

While the project would result in a residential development, the proposed general plan amendment is consistent with this objective because the project would retain and preserve the distinct knoll and oak trees at the southeast corner of the site and preserve the existing intermittent drainageway that runs the entire width of the site. The balance of the site is relatively flat at six percent slope from east to west.

Objective 2.3.2: Hillsides and Ridge Lines

Maintain the visual integrity of hillsides and ridge lines.

The proposed general plan amendment is consistent with this objective because the project site contains no ridgelines or slopes in excess of 30%.

GOAL HO-1:

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

The proposed general plan amendment is partially consistent with this goal because the proposed specific plan intends to create a neighborhood of compact single-family houses to traditional large lot single-family housing that has the potential to meet the workforce housing needs of existing and future residents.

GOAL 5.1: PROVISION OF PUBLIC SERVICES

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

Objective 5.1.1 – Planning:

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

The proposed general plan amendment is consistent with this objective because the proposed project will connect to existing El Dorado Irrigation District water and sewer

facilities. Preliminary analysis shows that the existing water and sewer system infrastructure has capacity for the proposed project. The proposed specific plan and public facilities financing plan will specify phasing and financing mechanisms for the orderly and cost efficient construction of all necessary public infrastructure to serve the project.

Objective 10.1.9 – Jobs-Housing Relationship:

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

Despite the request to change the land use designation from Research and Development to residential, the proposed general plan amendment could help facilitate this objective because the proposed project will provide more housing, and potentially workforce housing, in close proximity to jobs in the El Dorado Hills Business Park and nearby commercial centers. This linkage between jobs and housing may encourage business park owners to create additional jobs.

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

Analysis: The proposed project is within the El Dorado Hills Business Park. The EDHBP is partially developed and is located in an area where all public infrastructure can be extended.

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

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

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

- A. Increases employment opportunities within El Dorado County.

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

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

Analysis: The proposed project does not include an affordable housing component. The Applicant intends to develop workforce and market rate residences.

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

Analysis: No commercial development is included in the proposed project; however, providing additional residences in close proximity to the existing commercial land uses has the potential to facilitate the creation of new and/or retention of existing retail sales and sales tax revenues.

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

Analysis: The project would allow residential development within an area approved for Research and Development uses. Due to its location within a Community Region Boundary, the availability of utilities and adequate infrastructure, and the service availability, the project site could support the proposed development. This type of residential development relieves pressure for conversion of agricultural and natural resource industries and lands in areas of the county, not in Community Regions, to support residential land uses.

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

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

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

Analysis: There is currently no specific Community Vision or Implementation Plan that is applicable to the project area.

Challenges and Opportunities

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

El Dorado Hills Business Park

The El Dorado Hills Business Park is a key economic asset of the County that holds some of the County’s most significant employers. However, the Business Park has not performed to its potential and currently only 302 of the original 832 acres of the Business Park have been developed. As detailed in Exhibit F, on November 1, 2016 the County presented to the Board a marketability report on the EDHBP (Legistar number 16-0821) that explored ways to enhance the marketability of the EDHBP. Included in the marketability report was an evaluation performed by Ridge Capital forecasted that at current market absorption rates, build out of the park would take place approximately 60 years from now in the year 2079.

The proposed project would allow residential units in an area that currently only allow Research and Development uses. If approved, the project would result in the conversion of approximately 25% of the land within the EDHBP to residential uses, thereby eliminating potential commercial tax base and employment opportunities that would otherwise be created under Research and Development zone.

However, the eventual development of housing units could also support and foster many goals and policies of the General Plan in the creation of an integrated community. Providing residential uses in the vicinity of commercial and R&D uses could provide a customer and employee base for new business that could locate to the EDHBP and El Dorado Hills. Construction of housing at this location would take advantage of existing infrastructure (utilities, and transportation facilities). Additionally, goals of the proposed project include “A mix of residential types what will meet the various needs of community residents who differ in age, household size, and lifestyle,” and “a non-vehicular circulation network that can accommodate recreation and leisure, home-to-work, and shopping trips.” The conversion from R&D to a residential area could contribute to accomplishing these goals. Residents of the development would have convenient access to surrounding retail shops, potential employment opportunities, and a variety of recreational amenities in the area.

Residential use within or near non-residential uses and along major transportation corridor has inherent nuisance effects from noise, traffic, air quality effects, and odors. For example, vehicular and industrial emissions and noise from adjacent Research and Development uses and Latrobe Road are a potential source of impacts on residential use. These factors would need to be

considered in the design and operation of the residential development and in the environmental documentation.

Another issue for consideration is if the Creekside Village project is approved, large vacant lands within the EDHBP area may also consider pursuing the similar requests for conversion to residential, which would result in similar analysis of issues and opportunities brought forth by this application.

Application Process

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

1. General Plan Amendment

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

2. Creekside Village Specific Plan

The Applicant proposes to create a Specific Plan for the project area. Where a specific plan has been adopted for an area in compliance with Chapter 130.56 (Specific Plans) and California Government Code Section 65450 et seq., the zones, development standards, and other provisions of the specific plan and any implementing ordinance adopted in compliance with that plan shall supersede the provisions of the Zoning Ordinance. After adoption of a specific plan, no local public works project, Development Plan Permit, tentative map, or parcel map may be approved, and no ordinance may be adopted or amended within the specific plan area unless it is consistent with the adopted specific plan.

3. Planned Development

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

4. Tentative Subdivision Maps

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

5. Environmental Review

Processing of a formal development application would require an analysis of potential environmental impacts by the project. The proposed Specific Plan would constitute a project under CEQA. As such, an environmental analysis would be conducted to identify and mitigate potential environmental impacts. Mitigation measures identified in the CEQA document would likely be incorporated into the Specific Plan Design Guidelines and Development Standards. The appropriate form of CEQA document will be determined by the County following review of the formal application of the proposed project. The Applicant has agreed to preparation of an EIR for the project.

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

Attachments:

- Exhibit A.....Location Map
- Exhibit B.....Assessor’s Parcel Map
- Exhibit C.....General Plan Land Use Map
- Exhibit D.....Zone District Map
- Exhibit E.....Applicant-submitted Project Description and Consistency Review
- Exhibit F.....Memo: El Dorado Hills Business Park Marketability; November 1, 2016
- Exhibit G.....Creekside Village Site Airphoto
- Exhibit H.....Board of Supervisors Policy J-6, General Plan Amendment Initiation Process
- Exhibit I.....Creekside Village Land Use Plan
- Exhibit J.....Creekside Village Circulation Plan