



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

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Date: January 4, 2017

To: Board of Supervisors Agenda Date: February 14, 2017

From: Jennifer Franich, Associate Planner

**Subject: Town Center West Residential Conceptual Review  
Pre-Application PA16-0006 / Town Center West Planned Development**

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This is a conceptual review of a proposal to change approximately 25 acres in El Dorado Hills Town Center West from Commercial to Residential.

The property is currently vacant and located south of US Highway 50, West of Latrobe Road, north of White Rock Road, and immediately east of the Rolling Hills Community Services District residential neighborhood. The site is approved for commercial development as part of Village U of the El Dorado Hills Specific Plan, within Plan Area B-2 and D-1, and of the Town Center West Planned Development (PD95-0002).

In accordance with BOS Policy J6, this report is intended to assist the applicant in identifying potential project issues and solutions, consider alternative designs, and receive early feedback from the Board of Supervisors in an informal workshop, thereby improving the quality of a future development application.

**Project Description:**

The proposal would require a change to the El Dorado Hills Specific Plan Land Use and Zoning designations to allow for the development of approximately 200 residential units on 25 acres within Town Center West under the concept of a mixed use development within Plan Area B-2 and D-1.

The potential residential development would be limited to approximately 200 units, with housing types to include a variety ranging from single family detached homes, patio homes or "zero lot line" units, attached single family homes including "halfplexes", condominiums or townhouses; and apartments.

The purpose of the change is to provide the potential for development of a residential area that buffers the existing residential neighborhood from future commercial development in Town Center West and provide flexibility for a range of housing types.

### **Pre-Application Information**

Applicant: The Mansour Company

Request: Pre-application for review of a conceptual land use change to allow residential development in an area currently designated as a commercial center within the Town Center West Planned Development and El Dorado Hills Specific Plan area.

Location: West side of Town Center West Boulevard, north of the intersection with White Rock Road within El Dorado Hills Town Center West in the El Dorado Hills area, District I (Exhibit A). The project site is located within Village U of the El Dorado Hills Specific Plan (EDHSP), South of Highway 50 and West of Latrobe Road between the Blue Shield development and the Rolling Hills residential neighborhood.

APN: 117-160-48, -49, -50, -51, portion of -46 and -47

Acreage: 29.7 acres

General Plan: Adopted Plan (AP)-El Dorado Hills Specific Plan (Exhibit C)

Zoning: General Commercial-Planned Development (CG-PD) (Exhibit D)

### **General Plan Land Use Designation/Consistency**

Land Use: Development on the proposed site is regulated by both the Specific and Development Plans. The project site has a General Plan land use designation of Adopted Plan (AP) - El Dorado Hills Specific Plan. 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. Under the Specific Plan, the zoning for Village U is General Commercial - Planned Development (CG-PD), allowing specific research and development and light industrial uses with a development plan. Along with Village T, this village is “intended to provide for commercial uses of greater variety and at a higher intensity than provided elsewhere in the Specific Plan area or in the greater El Dorado Hills/Cameron Park area” (Section 3.2.1).

The specific plan is a tool for implementing the General Plan, and must be consistent with the General Plan. The proposed change to allow residential uses within the General Commercial-Planned Development (CG-PD) zone through the adoption of a specific plan amendment is required to be found consistent with the General Plan. A formal application to amend the Specific 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). For this project, no General Plan Amendment is needed, although an amendment to the EDHSP would be required.

### **Zoning Consistency**

The project area is zoned General Commercial-Planned Development (CG-PD) by the EDHSP.

The Town Center West Development Plan, adopted by the Board in May 1995, divided Town Center West into five distinct Planning Areas signified by the letters A through E. Under PD95-0002, land in Town Center West is to be developed in accordance with specific land use classifications and maximum floor areas within five planning areas. Table 2 of the Development Plan indicates the maximum square footage allowed for each land use within the five planning areas.

The total building development authorized in Town Center West is 1,465,000 square feet, plus one 250-unit hotel, which can be broken down by the Planned Development's Land Use Classifications:

Light Manufacturing (LM) – 550,000 square feet  
Research and Development (RD) – 397,000 square feet  
Business/Professional/Office (BPO) – 458,000 square feet  
Commercial (C) – 60,000 square feet

Plan Area B-2 and D-1 is the portion of the Planned Development for which a residential development concept is proposed by this conceptual review. Plan Area B-2 and D-1 are located in the northwest quadrant of the Town Center West, north of White Rock Road, South of U.S. Highway 50, and adjacent to the Rolling Hills residential neighborhood. Plan Area B-2 and D-1 consist of approximately 30 acres. Planned building square footage is 347,000 square feet or 29.7 acres. Plan Area B-2 and D-1 allows for development of 300,000 square feet of light manufacturing (LM), and 47,000 square feet of research and development (RD) uses, as described in detail in the Planned Development:

Allowable Uses: LM Uses of a light manufacturing and assembling nature including the warehousing and distribution of such goods when fully enclosed within the building and of a type which do not ordinarily cause more than a minimal amount of dust, smoke, odor, air or water pollutants, noise or electrical interference or other factors tending to disturb the peaceful enjoyment of the adjacent residential use will be permitted in those Planning Areas having the LM designation.

Permitted uses include:

- Data Processing Technologies
- Digital Information Components
- Assembly and Manufacturing
- Electronics Component Assembly and Manufacturing
- Plastics Molding Processes and Assembly
- Precision Instruments Assembly and Manufacturing
- Printing and Publishing Plants
- Ancillary and support uses such as restaurants and retail sales may be approved from time to time, in accordance with the regulatory framework of the Design Guidelines and Development Standards

Allowable Uses: RD

Uses of a service, research, or product development nature when fully enclosed within the building of a type which do not ordinarily cause more than a minimal amount of dust, smoke, odor, air or water pollutants, noise or electrical interference or other factors tending to disturb the peaceful enjoyment of the adjacent residential use and which cannot be accommodated within traditional office buildings will be permitted in those Planning Areas having the RD designation. Also permitted are uses of a light manufacturing nature which may generate a greater number of trip ends than those assumed for areas designated LM. Permitted uses include:

- Blueprint Services
- Computer Technologies
- Data Processing
- Digital Information Transfer Processes
- Electronics Component Assembly and Manufacturing
- Information Systems Research
- Laboratories - scientific research and testing
- Materials Research
- Photocopying and Printing Services
- Precision Instruments Assembly and Manufacturing

Site development standards:

Building Height (adjacent to residential zones): 35 feet

Building Height (east of drainage corridor): 65 feet

Front Setbacks:

	Building		Parking	
	From ROW	From toe/top of slope	From ROW	From toe/top of slope
Town Center Boulevard	35	30	15	5
US Highway 50	50	30	20	5
Private Streets	35	30	10	5
West Boundary Landscape buffer	60 (from property line)	30	20 (from property line)	5

Front Setbacks: When not abutting a public or private street, side lot setback shall be 5 feet and rear lot setback shall be 10 feet except that for every building or portion of a building of which an exterior wall of the first floor is located more than 150 feet from a fire access roadway as measured by an approved route around the exterior of the building a fire access roadway shall be provided. Side lot and rear lot setback may be zero (0) feet subject to a firewall approved by the County of El Dorado Building Department and upon approval of the El Dorado Hills Fire Department. Where side and/or rear lot abuts a public or private street, setback shall be those as for Front Setbacks above.

**Staff Analysis**

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

*Town Center West Land Use*

Currently, the El Dorado Hills Specific Plan indicates that Villages U and T (Town Center West and Town Center East, respectively) are intended to provide for commercial uses of greater variety and at a higher intensity than provided elsewhere, including such uses as a hotel or convention center, restaurants, medical facilities, office parks, and highway commercial. Policy 1.4.1(c) indicates that major commercial areas shall be protected from non-complementary, competing land uses.

The proposed project would allow residential units in an area that currently only allows commercial and light industrial uses. This could conflict with the County policies to encourage development of commercial lands with entitlements, flat topography, and available infrastructure. Retaining these sites for commercial use only would maintain the potential for retail and employment opportunities in the County, possibly preventing sales tax leakage to nearby jurisdictions and allowing for a more favorable jobs-to-housing balance.

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 emissions and noise from Highway 50, Latrobe Road and White Rock 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.

However, the eventual development of housing units could also foster many goals and policies of the General Plan and El Dorado Hills Specific Plan in the creation of an integrated community. Providing residential uses in the vicinity of commercial uses, as proposed within Plan Area B-2 and D-1, could enhance and stimulate existing surrounding businesses in the Town Center, and provide a customer base for new business that could locate to Town Center West. Construction of housing at this location would take advantage of existing infrastructure (utilities, and transportation facilities). Additionally, goals of the EDHSP 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 addition of a residential development to a commercial 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. The housing types would add to the variety of residential types in the area that would cater to the needs of the community residents who differ in age, household size, and lifestyle.

### *Application Process*

The project would require several layers of entitlement application, including an amendment to the El Dorado Hills Specific Plan, a revision to the existing Town Center West Planned Development, and an approved Development Plan. The current proposal is to allow mixed-use residential within the El Dorado Hills Specific Plan General Commercial – Planned Development Zone, with added requirement including a set of regulations within the Planned Development and a specific Development Plan for any proposed mixed use development.

#### 1. El Dorado Hills Specific Plan

The El Dorado Hills Specific Plan would need to be revised to include residential uses in the Village U commercial area, since currently only industrial and commercial uses are identified.

The consideration to increase the density as part of a planned development would need to be thoroughly evaluated and vetted against development criteria for suitability, functionality, and compatibility. The proposed increase in density would exceed that assigned to Village U, representing another change to the Specific Plan. As a result of a Specific Plan Amendment approved July 22, 2014 by the Board of Supervisors, 130 Dwelling Units were allocated to Village U, along with changes to some development standards, to accommodate the potential for a Retirement Residence (Legistar Item 14-0278). The EDHSP was originally approved for 6,162 residential units, of which approximately 4,883 units are allocated for development in Serrano, 130 units for the Assisted Living Facility, and 250 for the El Dorado Hills Apartments in Town

Center East, which leaves 899 units that are currently not allocated. The addition of a residential area in Plan Area B-2 and D-1 of Village U would require approximately 200 dwelling units to be allocated to Village U. Development standards would also likely need to be revised to be appropriate for residential development.

A change would also need to be made to revise the General Commercial-Planned Development zone to include residential mixed use as an allowed land use. The addition of this use could be achieved through a Specific Plan Amendment to allow mixed-use residential within Villages U and T, with an approved Development Plan. The applicant indicated that provisions from the Core Residential (CR) zone, which is currently included in the Valley View Specific Plan, be added to the EDHSP. This zone is intended for a "mix of moderate density residential products including single family detached homes on parcels up to 6,200 square feet in area; high density single family detached homes such as patio homes or "zero lot line" units; attached single family homes including "halfplexes", condominiums or townhouses; and Multi-family homes including apartments. A high degree of flexibility in both design and density is encouraged in the CR district to promote both affordability and diversity. Density is restricted to 15 dwelling units per acre, with a maximum lot size of 6,200 square feet and buildings of no more than 40 feet in height. These requirements could be altered to meet the intent of the specific plan and to provide a framework for development that best fits Town Center West. The proposal would also be reviewed and verified for consistency with applicable policies of the General Plan.

## 2. Planned Development Plan Revision

Lastly, the Town Center West Planned Development PD95-02 would need to be revised to incorporate residential use and specific development and design standards for the development. Amendments to applicable density standards to accommodate residential use would need to be consistent between the Planned Development Plan and those changes to the Specific Plan. Any necessary changes to building height, setbacks, or other development standards would also need to be incorporated into the proposal.

Additionally, a Development Plan to include a site plan showing project design, consistent with the Specific Plan and the Planned Development, would provide the final layer of discretionary action. This requirement would afford flexibility in land use and design to the applicant, while allowing the public and decision-makers to maintain a high degree of control prior to construction.

### *Environmental Review*

Processing of a formal development application would require an analysis of potential environmental impacts by the project. The proposed Specific Plan Amendment, Planned Development revision, and Development 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 revised Design Guidelines and Development Standards of PD95-0002. Although the appropriate form of CEQA document will be determined by the County following review of the proposed PD95-0002 text, at minimum, a Mitigated Negative Declaration evaluating these

impacts may be required or a supplement to the certified Environmental Impact Report (EIR) for the El Dorado Hills Specific Plan may need to be prepared. Alternatively, a project-specific EIR could be prepared.

**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.....Land Use Map
- Exhibit D.....Zoning Map
- Exhibit E.....Conceptual Plans; September 2016
- Exhibit F.....El Dorado Hills Town Center Design Guidelines and  
Development Standards-Town Center West; Approved  
April 27, 1993
- Exhibit G.....El Dorado Hills Specific Plan Land Use Map