

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



Agenda of: December 11, 2014

Staff: Mel Pabalinas

**GENERAL PLAN AMENDMENT/REZONE/TENTATIVE
MAP**

FILE NUMBERS: A14-0005/Z14-0009/TM14-1514/El Dorado Springs 23

APPLICANT: Standard Pacific Homes Corporation

AGENT: MJM Properties

REQUEST: The project consists of the following requests:

- 1) General Plan Amendment amending the land use designation from Multifamily Residential (MFR) to High Density Residential (HDR);
- 2) Rezone amending the zoning designation from Multifamily Residential-Design Control (RM-DC) District to One-Family Residential (R1) District;
- 3) Tentative map subdividing 21.65 acres into 58 total lots consisting of 49 residential lots, one private road lot (Lot R1), future Right-of-Way lot (R2), and seven open space/landscape lots. The map includes a Phasing Plan for the financing or phasing of the residential development into two phases; and
- 4) Design waiver of the following Design and Improvement Standards Manual (DISM) standards:
 - A) Reduction of Right-of-Way for A through C Drives from 50 feet to 40 feet;
 - B) Reduction of road width for A through C Drives from 36 feet to 29 feet;
 - C) Allow driveway to be within 25 feet from a radius return, allow 10-foot wide driveway for single car garages and 16-foot wide driveway for two-car garages, and omit 4-foot taper to back of curb; and

- D) Reduce standard sidewalk width from 6-foot wide to 4-foot wide and allow sidewalk on one side of the internal road only.

LOCATION: The subject property is located approximately 360 feet southwest of the intersection with White Rock Road and Stonebriar Drive, in the El Dorado Hills area; Supervisorial District 1 (Exhibit A).

APN: 117-010-05 (Exhibit B)

ACREAGE: 21.65 acres

GENERAL PLAN: Multifamily Residential (MFR) (Exhibit C)

ZONING: Multifamily Residential Zone District- Design Control (RM-DC) (Exhibit D)

ENVIRONMENTAL DOCUMENT: Mitigated Negative Declaration

RECOMMENDATION: Staff recommends the Planning Commission forward the following actions to the Board of Supervisors:

1. Adopt the Mitigated Negative Declaration based on the Initial Study;
2. Adopt the Mitigation Monitoring Reporting Program in accordance with CEQA Guidelines Section 15074(d), incorporated as Conditions of Approval;
3. Approve General Plan Amendment A14-0005 based on the Findings as presented;
4. Approve Rezone Z14-0009 based on the Findings as presented;
5. Approve Tentative Map TM14-1514 based on the Findings and subject to the Conditions of Approval as presented; and
6. Approve the following Design Waivers based on the El Dorado County Design and Improvement Standards Manual (DISM):
 - A) Reduction of Right-of-Way for A through C Drives from 50 feet to and 40 feet;
 - B) Reduction of road width for A through C Drive from 36 feet to 29 feet;
 - C) Allow driveway to be within 25 feet from a radius return, allow 10-foot wide driveway for single car garages and 16-foot wide driveway for two-car garages, and omit 4-foot taper to back of curb; and
 - D) Reduce standard sidewalk width from 6-foot wide to 4-foot wide, allow sidewalk on one side of the internal road, only.

BACKGROUND

The vacant 21.65-acre property is located in El Dorado Hills along the El Dorado-Sacramento County line. The property is subject to a deed restriction that limits the residential density to a maximum of 52 dwelling units. This restriction was established in accordance with the Package of Actions in the Settlement Agreement and Mutual Release resulting from the litigation on the adoption of the Carson Creek Specific Plan, a master planned development located to the east, in which the previous property owner (AKT Development) was a part of (Exhibit E). The restricted density is below the anticipated density range of 108 to 520 units anticipated under the Multifamily Residential land use designation (range of 5 to 24 units/acre). Based on this restriction and despite the appropriate land use and zoning designations, the property was considered not to be viable for affordable housing and has been removed from the affordable housing inventory.

The property is adjacent to the Sacramento Southeast Transportation Corridor. The Sacramento Southeast Transportation Corridor is a Joint Powers Authority (JPA) that is planning the construction of an expressway road from Elk Grove to El Dorado Hills following the alignment of White Rock Road in El Dorado County. Subdivision frontage improvements have been coordinated with the JPA including the construction of an interim encroachment and deceleration lane, and construction of sidewalk and bike path at the southwest corner area of Stonebriar Drive and White Rock Road.

General Plan Amendment Initiation Process

In December 2013, the Board of Supervisors adopted Policy J6 that requires privately-initiated application for a General Plan Amendment, a new Specific Plan and/or a Specific Plan Amendment that would increase the allowable residential density to go through an “initiation” review hearing before the Board. This “initiation” advisory review would typically be processed as a Pre-Conceptual Review Application through the Community Development Agency-Development Services Division.

The El Dorado Springs 23 Tentative Subdivision Map includes a General Plan Amendment that would change the property’s land use designation from Multifamily (five to 24 units/acre) to High Density Residential (one to five units/acre). Since this would effectively reduce the potential allowable residential density, staff determined that the requirements under Policy J6 would not be applicable.

ANALYSIS

Staff has reviewed the project for compliance with the County’s regulations and requirements. An analysis of the proposal and issues for Planning Commission consideration are provided in the following sections.

Site Description

The site is located within El Dorado Hills south of U.S. Highway 50 along White Rock Road. The dominant vegetation community on the site is annual grassland. The site topography is relatively flat to moderately sloping with elevations ranging from 685 to 750

feet above mean sea level. The predominant grade of the site is below 30 percent. The site is located just below the ridgeline in this area of El Dorado Hills and surface runoff primarily runs from north to south and west to east. A total of 0.193 acres of wetland has been delineated on- and off-site. There is no oak tree canopy on site (Exhibit F). Exhibit D includes a summary of the surrounding uses in the area.

Project Description

Consistent with the proposed land use and zoning designations, the proposed tentative map would divide the 21.65-acre property into a residential subdivision consisting of 49 residential lots and nine lettered lots for private road and open space/landscape lots. The map includes four Design Waiver requests from the County design and improvement standards for road and lot design. A Phasing Plan is proposed for two phases for financing purposes.

1. **General Plan Amendment:** The General Plan Amendment would change the property's land use designation from Multifamily Residential to High Density Residential. This land use designation is appropriate in the Community Region of El Dorado Hills and is suitable for intensive single-family residential development at densities from one to five dwelling units per acre.

The density of the proposed subdivision is 2.26 units/acre and is consistent with the density range under the HDR designation. The HDR designation is consistent with the existing HDR designation to the north.

2. **Rezone:** The proposed rezone would change the underlying zoning from Multifamily Residential-Design Control District (RM-DC) to One-Family Residential (R1) District. Applicable standards for the One-Family Zone District including allowed uses, minimum lot size, yard setbacks are regulated under Chapter 17.28.I of the Zoning Ordinance.

The Design Control (-DC) Combining Zone District would not be combined with the base R1 zone district. The -DC zone is commonly applied for properties along major road corridors where multifamily residential (e.g. apartments, condominiums, townhouses) and commercial projects could be developed, subject to a Design Review permit. Given that the project would result in the single-family detached residential subdivision, adding the -DC combining zone is not required.

3. **Tentative Map:** El Dorado Springs 23 Tentative Subdivision Map is a Class I subdivision containing 49 residential lots ranging in gross lot size from 9,800 square feet to 20,046 square feet. The subdivision includes two open space lots (Lots F and D) providing a buffer along the western and northern property lines and five open space/landscape lots (A-C, E and G) designed to provide a natural break within the subdivision. Lot R1, which consists of A through C Drives, would be created as the private internal road serving the subdivision while Lot R2 would be created as future Right-of-Way dedication along its frontage for future widening of White Rock Road (Exhibit G).

The subdivision would be consistent with the proposed land use designation and zoning discussed above. The project density of 2.26 units/acre is within the range anticipated under the High Density Residential land use designation (1 to 5 units/acre). The subdivision would meet the standards of the R1 zoning including minimum lot size and lot width. Residential development in each lot would adhere to other applicable zoning standards including yard setbacks of 20 feet in the front, five feet in the side and 15 feet in the rear, building height, and building coverage. No additional architectural review of the future residential units by the County would be necessary. However, it is anticipated that the future builder/developer of the site would implement similar architectural theme and design compatible with the existing neighborhood.

Access/Circulation: The subdivision would be accessed at two points along White Rock Road. Primary site access would be A Drive matching Carson Crossing Drive across White Rock Road. The secondary access would be C Drive which will be restricted to a right-in and right-out only. The subdivision is designed to accommodate installation of gates at these access points. These access points shall be constructed to County road encroachment and improvement standards and shall accommodate the interim improvements along White Rock Road (Exhibit G).

The private internal road serving the subdivision is proposed to be constructed in a looped configuration. The road, which is encompassed in a reduced 40-foot Right-of-Way, includes 25-foot wide pavement, 2.5-foot wide curb and gutter, and a 4-foot wide sidewalk on one side of the road. The road shall be constructed according to the Design and Improvement Standards Manual (DISM) standards. Maintenance and ownership of the private road will be the responsibility of the future Homeowner's Association for the subdivision.

Utilities: The subdivision would require connection to existing public water and sewer service provided by El Dorado Irrigation District (EID). The subdivision would connect to either existing 10-12 inch water lines located across Carson Crossing Drive and Stonebriar Drive and an 8-inch sewer line at the corner of Stonebriar Drive and White Rock Road. According to the Facilities Improvement Letter (FIL) issued by EID on June 20, 2013, a minimum total 52 equivalent dwelling units (EDU) would be necessary to serve the project. There are currently 4,687 EDU available in the El Dorado Hills Water Region. Acquisition of a meter award letter for the service would be required prior to Final Map recordation.

The existing storm drainage infrastructures serving the surrounding development would be extended into the subdivision for service. Consistent with the *1996 Carson Creek Regional Drainage Study*, the subdivision would be designed with conveyance of storm drainage generally from northwest to northeast. Underground drainage pipes measuring a minimum of 18-inch would be installed along the private road that eventually drains into an existing culvert under White Rock Road which flows into Carson Creek to the south (Exhibit H). As conditioned, final drainage report addressing necessary infrastructures and water quality measures shall be submitted with project Improvement Plans.

Improvements and Infrastructure: Site construction would include mass pad grading to establish necessary residential pads, construction of retaining walls and the internal road, and installation of underground utility lines (ie. water, sewer, storm drains). A minimum 6-foot tall soundwall would be constructed along the rear property line of the residential lots adjacent to White Rock Road, mitigating the anticipated vehicular noise from the road. Development of the site would occur in two phases, in accordance with the proposed Phasing Plan (Exhibit H).

Disturbed area associated with off-site improvements include construction of a sidewalk with an impacted area estimated at 1,440 square feet, associated curb and gutter approximately 240 linear feet, and pavement extension approximately 7,230 square feet along the southbound portion of White Rock Road. These improvements will connect to the sidewalk within the subdivision. The off-site improvements will be located within the existing County Right-of-Way (Exhibit G).

In accordance with EID, the project would be required to upgrade the pump within the existing sewer lift station located at the corner of White Rock Road and Stonebriar Drive.

Parks and Recreation: In accordance with Section 16.12.090 of the Subdivision Ordinance, the project would be required to provide parkland in the amount of 0.41 acres or pay equivalent in-lieu fees. The project is within the Rolling Hills Community Services District (RHCS D) which maintains the road and parks within the district area. The existing park is within the district and is located in the Stonebriar subdivision approximately ½ mile north of the project site.

No park is proposed within the subdivision; instead, the project has opted for its future residents to have access to the existing park. The project will be required to pay park in-lieu fee at the time of Final Map. The applicant shall also pay fees for the on-going maintenance of the existing park in coordination with RHCS D.

4. Design Waivers: Design waivers are requested for modified subdivision improvements based on the El Dorado County Design and Improvement Standards Manual (DISM). The modified improvements would include a reduced 40-foot Right-of-Way for A through C Drive where a reduced road width of 25 feet with 2.5-foot wide curb and gutter and reduced 4-foot sidewalk on one side only would be constructed (Exhibit H).

Specific standard driveway designs applied on lots encroaching on public roads are regulated under DISM Plan 103A-1 are also proposed to be modified. Lots at the end of the road would be allowed to have driveways within 25 feet from the corner radius. Depending on residential product design, certain lots are proposed to have reduced driveway widths to accommodate dwelling units with single-car and two-car garages. Four-foot tapers necessary for driveway road encroachments are proposed to be omitted. (Exhibit G and H)

The Design Waivers are subject to the findings under Section 16.08.020 of the El Dorado County Subdivision Ordinance and are further discussed under Findings of Approval.

Consistency Analysis

Tentative maps are required to be consistent with the applicable policies of the General Plan, provisions of the Zoning Ordinance and Subdivision Ordinance, and compliance with the California Environmental Quality Act (CEQA). The following is a summary of the consistency analysis:

General Plan: The project is consistent with the applicable policies of the General Plan. The project is located in the El Dorado Hills Community Region where this type of development and density is anticipated to occur. The project's residential density would be consistent with the proposed High Density Residential designation. The development shall be compatible with the existing residential development in the area and would have direct access to existing public infrastructures for public utility services. The project has been designed to preserve cultural resources on-site and minimize vehicular noise effects along White Rock Road.

Zoning: The project would be consistent with the One-Family (R1) Zone District of the Zoning Ordinance. The subdivision would result in the construction of detached single-family residential units, which would be subject to the minimum zoning standards regulating setbacks, lot size and coverage, and building height.

Subdivision Ordinance: The project conforms to the applicable policies of the General Plan involving density, neighborhood compatibility, resource protection, and suitability. The design of the subdivision is suitable for the site where public infrastructures that serves the existing neighborhood are already in place. The project shall be required to implement applicable standards of the Design and Improvement Standards Manual (DISM) and specific conditions of approval to ensure public health, safety, and welfare, and minimize effects to identified resources on site.

As discussed in the Findings of Approval, staff concludes that the required findings can be made to support the proposed subdivision.

Agency Comments and Conditions of Approval

The project is subject to conditions of approval based on the following affected agencies' comments for this project:

El Dorado Hills Fire Department
El Dorado County Department of Transportation
Office of the County Surveyor
Air Quality Management District
Rolling Hills Community Services District

Adherence to the conditions of approval shall ensure orderly implementation of the subdivision.

Public Comment:

The locally-formed El Dorado Hills Area Planning Advisory Committee (APAC), reviewed the project and voted to support the project with minor comments (Exhibit I).

ENVIRONMENTAL REVIEW

An Initial Study has been conducted to determine if the proposed project would have a significant effect on the environment (Exhibit J). Supporting technical studies, including Air Quality Analysis/Greenhouse Gas Analysis, Traffic Impact Analysis, Biological Resources Assessment, Geotechnical Engineering Study, Cultural Resources Inventory and Evaluation, and Environmental Noise Assessment, are referenced in this Initial Study. Based on the Initial Study, a Mitigated Negative Declaration has been prepared as specific impacts to Biological Resources and Noise have been identified requiring mitigation measures to minimize the effects to a less than significant level.

Note: This project is located within or adjacent to an area which has wildlife resources (riparian lands, wetlands, watercourse, native plant life, rare plants, threatened and endangered plants or animals, etc.). In accordance with State Legislation (California Fish and Game Code Section 711.4), the project is subject to a fee of \$2,181.25 after approval, but prior to the County filing the Notice of Determination on the project. This fee plus a \$50.00 administration fee, is to be submitted to Planning Services and must be made payable to El Dorado County. The \$2,181.25 is forwarded to the State Department of Fish and Game and is used to help defray the cost of managing and protecting the State's fish and wildlife resources.

SUPPORT INFORMATION

Attachments to Staff Report:

Conditions of Approval
Findings

Exhibit A.....	Location Map
Exhibit B.....	Assessor's Parcel Map
Exhibit C.....	General Plan Map
Exhibit D.....	Zoning Map
Exhibit E.....	Settlement Agreement and Mutual Release
Exhibit F.....	El Dorado Springs 23 Aerial Photo
Exhibit G.....	El Dorado Springs 23 Tentative Map
Exhibit H.....	El Dorado Springs 23 Preliminary Grading and Drainage Map
Exhibit I.....	El Dorado Hills Area Planning Advisory Committee (APAC) Comment
Exhibit J.....	Proposed Mitigated Negative Declaration and Initial Study