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Date: October 14, 2025

To: Board of Supervisors (Agenda Date: October 28, 2025)

From: Ande Flower, Planning Manager

Subject: Town and Country Village El Dorado (GPA22-0003, SP-R21-0002, Z21-0013, PD21-0005, TM22-0005, CUP23-0008)

Recommended Actions for the Board of Supervisors:

- 1) Authorize the Chair to sign a Resolution (Attachment B) certifying the Final Environmental Impact Report (EIR) (SCH#: 2023070297) (Attachment Q, Exhibit O) and adopting the CEQA Findings of Fact and Statement of Overriding Considerations (Attachment R, Exhibit P), and the Mitigation Monitoring and Reporting Program, (Attachment S, Exhibit Q);
- 2) Authorize the Chair to sign the Ordinance (Attachment C), adopting the Revised Bass Lake Hills Specific Plan (BLHSP) (SP-R21-0002) (Attachment L, Exhibit F) based on the Findings (Attachment I), and the Fiscal Impact Analysis (FIA) (Attachment N, Exhibit J);
- 3) Authorize the Chair to sign one (1) of two (2) Rezoning Ordinance options:
 - a. Proposal: Ordinance (Attachment D), approving Rezone Z21-0013 (Attachment K, Exhibits E and E1) to apply Multi-Unit Residential (RM), Community Commercial (CC), and Open Space (OS) with the Planned Development (-PD) overlay for both the Project Development Area and the Program Study Area, based on the Findings (Attachment I); or
 - b. Alternative: Ordinance (Attachment E), approving Rezone Z21-0013 (Attachment K, Exhibits E and E2) to apply RM, CC, and OS with the -PD overlay to only apply to the Project Development Area based on the Findings (Attachment I); and

- 4) Authorize the Chair to sign a Resolution (Attachment F), adopting an amendment to the General Plan (GPA22-0003) (Attachment K, Exhibit D), Planned Development Permit (PD21-0005), Tentative Subdivision Map (TM22-0005) (Attachment M, Exhibit H), and Conditional Use Permit (CUP23-0008) based on the Findings (Attachment I), and subject to the Conditions of Approval (Attachment J), as recommended by the Planning Commission (PC).

PROJECT DESCRIPTION

The project site includes two (2) areas:

A) The Project Development Area consists of the northernmost and southernmost 26.6 acres of the project site, and would be developed with two (2) hotels, retail services, two (2) restaurants, a museum, an event center, associated parking, 56 residential cottages intended for employee housing, and an additional 56 residential cottages that may be rented on a daily or extended stay basis, which would require approval of a CUP; and B) The Program Study Area consists of the central and easternmost 30.41 acres of the project site and may include future development of additional hotels, medical facilities, senior housing, townhomes and cottages, and other uses allowed by the proposed zoning districts.

As mentioned in the Recommended Action above and described in more detail below, the proposed project would require approval of a General Plan Amendment, BLHSP Revision, Rezone, TM, PD Permit, and a CUP. Other responsible agency approvals are necessary, including El Dorado Local Agency Formation Commission (LAFCO) and United States Department of the Interior Bureau of Reclamation for the annexation into the El Dorado Irrigation District's (EID) service area.

The proposed project is comprised of a General Plan Amendment (GPA22-0003), BLHSP Revision (SP-R21-0002), Rezone (Z21-0013), a Planned Development Permit (PD21-0005), Tentative Subdivision Map (TM22-0005), and a Conditional Use Permit (CUP23-0008) to create a 26.6-acre Project Development Area and 30.41-acre Program Study Area. The proposed General Plan Amendment would modify the Community Region boundary to remove the existing Rural Region designation on the two (2) existing southern parcels that comprise the project site and include the entire project site within the Community Region designation. The requested BLHSP Revision would amend the Specific Plan Land Use Designations for the project site from Low Density Residential Planned Development (L.2-PD) and Low Density Residential Planned Development (L.7-PD) to the three (3) newly established land use designations for the BLHSP: C, MFR, and OS. The proposed project would require the approval of a Rezone from RE-10 to the following El Dorado County zoning districts: Community Commercial – Planned Development Combining Zone (CC-PD), Multi-Unit Residential – Planned Development Combining Zone

(RM-PD), and Open Space – Planned Development Combining Zone (OS-PD); within the Program Study Area. The proposed project requests approval of a Tentative Subdivision Map, which would subdivide the project site into 16 lots, a Planned Development Permit to allow an increase in maximum building height of 14 feet, and a Conditional Use Permit for 56 of the proposed 112 residential units to be used as lodging facilities (i.e., available for short-term rent on a daily or extended stay basis).

The applicant did not opt for a Development Agreement process.

PROJECT HISTORY

GPA22-0003, SP-R21-0002, Z21-0013, PD21-0005, TM22-0005, and CUP23-0008 was heard by the Planning Commission (PC) on September 10, 2025 (Legistar File 25-1503). Public comment was received on the project, which included comments in support of and in opposition to the project. Planning Commissioner comments in support of the project addressed economic benefits from the creation of new jobs. Comments in opposition to the project included concerns about future development of the Program Study Area regarding sewer connections, traffic and car queuing issues, impacts to the Cameron Park Community Services District (CSD), increased demand on fire services, and biological resources.

A motion was made by Planning Commissioner Frega and seconded by Planning Commissioner Spaur to recommend certification of the Final EIR and adoption of CEQA Findings of Fact, Statement of Overriding Considerations, and the Mitigation Monitoring and Reporting Program by the Board of Supervisors. By a vote of 4-1, the PC recommended that the above actions be certified by the Board, with the Planning Commission noting that, in addition to the economic benefits, social benefits of the project are an important consideration in support of adopting the Statement of Overriding Concerns.

A motion was made by Planning Commissioner Spaur and seconded by Planning Commissioner Hansen to recommend approval of the General Plan Amendment (GPA22-0003) to modify the existing Community Region Boundary by the Board of Supervisors. The PC recommended, by a vote of 3-2, that the General Plan Amendment be approved by the Board.

A motion was made by Planning Commissioner Hansen and seconded by Planning Commissioner Spaur to recommend approval of the Revision to the BLHSP and Revised BLHSP Public Facilities Financing Plan (PFFP) by the Board of Supervisors. By a vote of 3-2, the PC recommended that the BLHSP and PFFP Revision be certified by the Board.

A motion was made by Planning Commissioner Spaur and seconded by Planning Commissioner Hansen to recommend approval of the Rezone, PD, TM, and CUP by the Board of Supervisors.

By a vote of 3-2, the PC recommended that the Rezone, PD, TM, and CUP be approved by the Board, along with recommendations that:

- 1) The total project connects to public sewer upon its commencement and use of on-site septic be prohibited, and
- 2) Future development within the Program Study Area shall not exceed the land use totals studied for the Program Study Area in the EIR, as presented in Table 3-1 of the Draft EIR.

The PC report, documentation, and written comments are available from the Legistar data, listed as item #25-1503 and the record of the public hearing is available at the Legistar menu for PC on September 10, 2025, and is part of the record for this item.

SUMMARY OF PUBLIC COMMENT

During the comment period, both the Auditor-Controller and Cameron Park CSD expressed concern about the proximity of the proposed project to park/aquatic facilities within the Cameron Park CSD and the potential increase in use that these facilities within Cameron Park CSD would experience following project buildout. The El Dorado Hills CSD also provided comments, noting that the project site is within its boundaries, and that just as some Bass Lake area residents use Cameron Park CSD facilities, so also some Cameron Park residents use El Dorado Hills CSD's facilities, and there is no legal cost-sharing mechanism in place for CSD impact fees.

Comments of both support and opposition were provided by members of the public, with supportive comments generally focusing on the provision of a museum, hotel units, additional housing, tourism, and job opportunities. Opposed comments generally centered around the project's need for a General Plan amendment, affects upon the rural character of the Bass Lake Hills Specific Plan area (e.g., increased noise and traffic), and prior experiences of developers not following through with infrastructure commitments.

PC DISCUSSION

The PC acknowledged concerns expressed by the Auditor-Controller and Cameron Park CSD but did not take the matter up for further discussion, nor recommend additional Conditions of Approval beyond those already included for the El Dorado Hills CSD (Attachment J).

The PC discussed the proposed employee/workforce housing, expressing interest in the proposal but concerns about a mechanism to ensure affordability of the units. The applicant team was given the opportunity to provide a response, wherein they noted that their proposed Employee/Workforce Housing Program (Attachment N, Exhibit L) is based on the 56 employee/workforce housing units being affordable by design. Affordability by design is a recent approach to the housing affordability challenges in the region that does not rely upon state or county funding. Affordability

by design is not affordable by subsidy, but rather by innovative architectural design that creates a smaller average size and subsequently lower rental rate. At approximately 560 square feet, the proposed employee/workforce housing units would be significantly smaller than the average apartment unit size in El Dorado Hills, and thus, the applicant team testified, the monthly rents for the on-site units would be meaningfully reduced as well. As part of developing the Employee/Workforce Housing Program, the applicant team conducted extensive research and provided examples of several projects located in a variety of jurisdictions wherein hotel projects with associated, non-deed-restricted employee housing are located and the employee units are 100 percent occupied, with an active wait list.

A Planning Commissioner expressed concerns with the requested General Plan Amendment to modify the existing Community Region Boundary to include the entirety of the project site and that the original intent of the BLHSP should be preserved to retain the rural character along the US Highway 50 corridor. Another Planning Commissioner expressed that it makes sense, from a planning perspective, to locate mixed-use projects next to major transportation corridors, where vehicles can easily access the project and get on and off the freeway. It was also recognized by some Commissioners that the BLHSP is approximately 30 years old and things change over time, including land use patterns, and perhaps the BLHSP should be considered a “living document” that may be revised over time, as appropriate, to reflect current development trends.

RECOMMENDATIONS DISCUSSION

Public Sewer and Private Septic Options

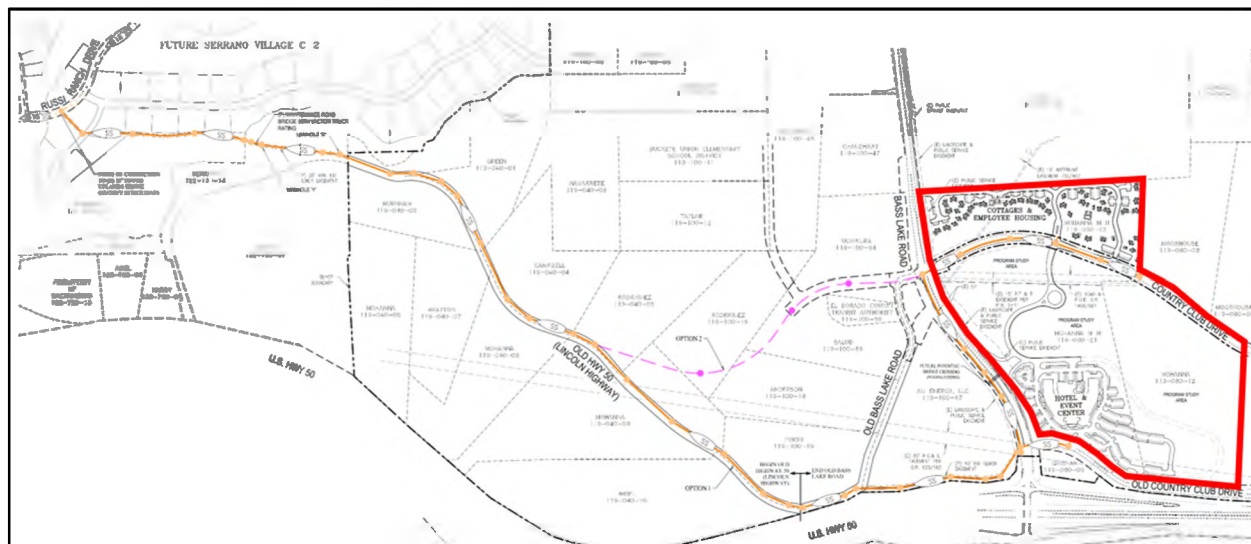
Planning Commissioners discussed the private septic and public sewer system options evaluated in the EIR. If constructed as proposed, no further CEQA analysis is required for either the private septic or public sewer connection. The EIR studied an on-site septic system that could serve as an interim solution for the Project Development Area. A study by Youngdahl Consulting Group determined that the Program Study Area of the project site is the most likely suitable area for construction of a septic system leach field (Attachment P, Exhibit N, Appendix H).

The PC recommended that the Board condition project approval to require that the applicant implement the off-site public sewer connection prior to any development, noting concerns about allowing on-site septic for the Project Development Area.

Two (2) proposed public sewer alignments were analyzed in the Draft EIR (see Figure 4.13-2), with substantial overlap between the alignments (see Off-Site Sewer Improvements illustration on the following page). Both alignment options pass through private property. Prior to constructing the necessary connections to provide public sewer for the project, the applicant would need authorization from property owners to acquire multiple easements. The estimated cost to construct

the public sewer line is approximately \$7.5 million. This process will take time and there is a potential that one (1) or more property owners will be unwilling to grant an easement on their property for the public sewer connection. By conditioning this project to construct an off-site sewer line, the County may involve a future process of eminent domain. This concern has been addressed in the alternative Condition presented below.

Off-Site Sewer Improvement Alignment Options



- Option 1 would run south along the west side of Bass Lake Road and then west along the southern side of the AU Energy Parcel, within a 40-foot EID sewer easement, after which it would run along Old Bass Lake Road/Lincoln Highway toward Carson Creek, where the pipe would be hung over the creek and routed west to a point of connection with the existing 18-inch pipe in Russi Ranch Road. This is the applicant's preferred alignment.
- Option 2 would differ only in the initial portion of the alignment where it would head west from Bass Lake Road along future Country Club Drive, after which it would join the Old Bass Lake Road/Lincoln Highway where the rest of the alignment overlaps Option 1. Option 2 is generally consistent with the planned sewer trunk alignment shown in Figure 5-2, Sewer Plan, of the BLHSP.

Allowing the on-site septic system within the Program Study Area, as proposed, would provide the owner with the flexibility to move forward with developing the Project Development Area without having to first secure easements from those private property owners through which the off-site public sewer alignment is routed. The septic system would be abandoned prior to future development within the Program Study Area in accordance with the standard El Dorado County procedures. The proposed project would be required to connect to the public sewer system prior

to development of the Program Study Area, and the applicant would apply for a permit with the El Dorado County Environmental Management Department to abandon the septic system, which would be subject to inspection and approval. The septic tanks would be disconnected, emptied, and either destroyed or filled prior to development of the Program Study Area.

Following is a synopsis of staff's proposed additional Condition of Approval; the full language may be viewed as Condition 1A/B of Attachment J:

Off-Site Improvements: Sewer Access

Prior to issuance of the first Building Permit, or final map the Project is responsible for environmental clearance, design, Plans, Specifications, and Estimate (PS&E), utility relocation, right of way acquisition, and construction of necessary infrastructure to connect to the public sanitary sewer system operated by EID. No Certificate of Occupancy may issue without appropriate waste connection.... This sewer connection is included within BLHSP PFFP project list and may be reimbursable or eligible for credits through the PFFP upon execution of a reimbursement agreement with the County and available funds within the PFFP.....The Project sewer main connection shall be consistent with the revised Bass Lake Hills Specific Plan including sufficient capacity to serve full buildout of the specific plan. The sewer main shall be consistent with the specific plan, connecting the project area to the existing South Uplands Trunk Gravity-Sewer Main located on Russi Ranch Drive.

Off-Site Improvements (Acquisition)

If the applicant does not secure, or cannot secure sufficient title or interest for lands where said off-site improvements are required, and prior to filing of any final or parcel map, the applicant shall enter into an agreement with the County pursuant to Government Code Section 66462.5. Should the County commence proceedings to utilize the eminent domain process it is not intended as a means to aid the Project as a private undertaking but as a public improvement for the BLHSP area. The Agreement will allow the County to acquire the title or interests necessary to complete the required off-site improvements.... The Agreement shall also include a provision that if the County is not able to secure sufficient title or interests necessary to complete the required off-site improvements, and the Board of Supervisors chooses, at a public hearing, not to adopt a Resolution of Necessity under Code of Civil Procedure Section 1245.210 et seq., the Developer may, as an alternative, be allowed to satisfy condition #1 by constructing and operating the septic alternative studied in the EIR (generally as detailed in Figure 4.5-3). In that event, the Applicant shall be responsible for environmental clearance, design, Plans, Specifications, and Estimate (PS&E), utility relocation, right of way acquisition, and construction of necessary infrastructure for the septic alternative.

Residential Cap for Program Study Area

Planning Commissioners expressed concerns about the relative lack of detail provided for the Program Study Area in comparison to the Project Development Area. The PC conveyed their recommendation to provide a clear cap of residential units equal to the number studied in the Town and Country Village El Dorado Project EIR. On the following page is an excerpt from the September-revised BLHSP (Attachment L, Exhibit F, Page 30), with notes that strengthen enforcement of the residential cap, according to land use. Within the BLHSP, the MFR and C zones are only located within the Town and Country Village El Dorado proposed project site.

Table 3-1
Bass Lake Hills Specific Plan Land Use Summary Table

<i>Land Use</i>	<i>Description</i>	<i>Area (Acres)</i>	<i>Density (Du/Ac)</i>	<i>Dwelling Units</i>	<i>Population [4]</i>	<i>Commercial Bldg. Area</i>
MFR	Multi-Family Residential	23.00	20.17	464 [6]	1,067	
H4-PD	High Density Single-Family Residential	46.02	3.48	160	448	
H3-PD	High Density Single-Family Residential	143.65	2.44	351	984	
MPD-PD	Medium Density Single-Family Residential	418.66	1.50	627	1,757	
L.7-PD	Low Density Single-Family Residential	330.73	0.62	205	575	
L.2-PD	Low Density Single-Family Residential	123.14	0.19	23	65	
C	Commercial [5]	26.20		350 [7]	805	271,000 SF
OS	Open Space	7.81				
Major Circulation [1]		76.93				
Totals		1,196.14		2,180 [2]	5,701	271,000 [3]

[1] Bass Lake Road, Country Club Drive, Old Country Club Drive, Silver Dove Way, Hawk View Road, Sienna Ridge Road, Hollow Oak Drive and Tierra de Dios Drive.

[2] Maximum number of dwelling units allowed in the BLHSP.

[3] Maximum commercial building area allowed in the BLHSP.

[4] BLHSP based on 2.8 persons per single family dwelling unit and 2.3 for multi-unit (2004 General Plan Table 2-2).

[5] Mixed Use development is allowed per General Plan Policies 2.1.1.3 and 2.2.2.5.

[6] 7.9 acres of multi-family residential land use reserved for the construction of 112 residential cottages. 15.1 acres of multi-family residential land use reserved for the not-to-exceed construction of 352 multi-family residential units.

[7] 5.0 acres of commercial land use reserved for a mixed-use senior housing development of a not-to-exceed maximum of 150 multi-family residential units. 6.9 acres of commercial land use reserved for a mixed-use development project consisting of 80,000 sq. ft of commercial building area and a not-to-exceed maximum of 200 apartment/condominium multi-family residential dwelling units.

Below is a narrative calculation of the project's not to exceed number of units:

Project Development Area + Program Study Area for zones MFR and C
112 cottages + 352 Townhomes + [200 apartments above retail shops + 150 Senior Units]
= 814 Sub-Total not to exceed units for this proposed amendment to BLHSP

1,458 (existing allowed residential units) – 92 (offset units due to rezone) + 814 new units
= **2,180 Total units allowed with proposed update to the BLHSP**

The total dwelling unit maximum is further restricted for the Town and Country Village El Dorado project with the CEQA analysis. Per Table 3-1 in the Draft EIR prepared for the project, shown below, the EIR analyzed a maximum of 814 dwelling units, 112 dwelling units for the Project Development Area and 702 dwelling units for the Program Study Area. Text revisions to the BLHSP above incorporates data from the DEIR, including Table 3-1, on the following page (Attachment O, Exhibit M, Page 129).

Table 3-1 Proposed Land Use Summary						
Land Use Designation	Gross Area (acres)	Hotel Units	Building Area (square feet)	Residential Dwelling Units	Density Range (du/ac)	Floor-to-Area Ratio³
Development Area						
Multi-Family Residential	7.9	-	-	112	12-24	-
Commercial ¹	14.3	300	181,000	-	-	0.29
Open Space ²	4.4	-	-	-	-	-
Subtotal	26.6	300	181,000	112	-	-
Program Study Area						
Multi-Family Residential	15.1	-	-	352	12-24	-
Commercial ¹	11.9	-	90,000	350	22-30	0.04 and 0.28
Open Space	3.41	-	-	-	-	-
Subtotal	30.41	-	90,000	702	-	-
Total	57.01	300	271,000	814	-	-
Notes: ¹ Mixed Use Development is allowed per General Plan Policies 2.1.1.3 and 2.1.2.5. ² Consisting of 38 percent of the Project Development Area north of Country Club Drive. ³ Refer to Table 130.22.030 – Commercial Zones Development Standards of the El Dorado County Code.						

Two Rezoning Options

Responsive to comments received about concerns for future review for development of the Program Study Area, the applicant has provided an alternative rezoning map that would not add the -PD overlay to the Program Study Area (Attachment K, Exhibit E2). With approval of the proposed zoning MFR-PD, C-PD, and OS-PD; future development would be required to gain approval from the PC for each PD development request (Attachment K, Exhibit E1). If the Board would prefer to review future development proposals in the Proposed Program Study Area, then the alternative zoning option could be considered. Because the -PD overlay is a required pre-requisite to development in the BLHSP (Attachment L, Exhibit F, Section 3.3 [6]), any future PD proposal in the Program Study Area would have to be combined with a rezone request to add the -PD overlay, which can only be approved by the Board. If the alternative zoning is adopted, then future projects in the Program Study Area would be reviewed for recommendation by the PC for Board decision.

SUMMARY CONSIDERATIONS

Following is a summary of document edits, additions, and further considerations for Board review:

1. **Residential Cap:** BLHSP Land Use Summary Table 3-1 (Attachment L, Exhibit F) has been updated for clarity that it states the total allowed residential units for the entire Specific Plan Area. Specific Plans and Specific Plan Amendments cannot be conditioned when approved, nor does the BLHSP describe unique projects within the boundaries of the approved plan. Therefore, in lieu of a condition of approval, staff has worked with the BLSHSP author to improve this table, responsive to PC's request for a unit cap (Attachment L, Exhibit F).
2. **Sewer Condition of Approval:** Approvals of Specific Plans do not include Conditions of Approval; though PD, TM, and CUPs typically do include Conditions of Approval. The proposed new Condition of Approval for sewer connection is included with Attachment J, which would be applicable either prior to occupancy or Final Map. The Project Development Area could be constructed without a final subdivision map, which is why the Condition of Approval is tied to both the PD and the TM permits.
3. **Additional Context Map:** A map of existing development that has been approved and constructed since initial BLHSP approval has been provided by the BLHSP and revision-author to provide context to this proposed project (Attachment L, Exhibit G).
4. **State Responsibility Area (SRA) Finding:** An additional finding has been added to be responsive to California Government Code Section 66474.02 for TMs located within a SRA (Attachment I).
5. **Expiration:** Project approval expiration would follow the TM, according to Zoning Ordinance Section 130.52.040. The Conditions of Approval have been edited to reflect this determination (Attachment J).
6. **PFFP:** A revised PFFP and associated fees are proposed as a separate follow-on Board item for review and consideration, together with a separate staff memo introduction.

CONCLUSIONS

Based on the public hearing held on September 10, 2025, it is the recommendation of the PC that this project be approved by the Board. Together with edits to the Findings, Conditions of Approval, Exhibits, and options provided to the Board, staff recommends approval of the Town and Country Village El Dorado project.

SUPPORT INFORMATION

Exhibits to Staff Memo

Exhibit A	Project Vicinity Map
Exhibit B.....	Project Aerial Map
Exhibit C.....	Assessor's Parcel Page
Exhibit D	Land Use Maps
Exhibit E.....	Zoning Maps
Exhibit F.....	Proposed BLHSP Document (Amended September 2025)
Exhibit G.....	Proposed BLHSP Circulation & Completed BLHSP Development
Exhibit H.....	Tentative Subdivision Maps
Exhibit I	Project Plans
Exhibit J	Updated Fiscal Impact Analysis
Exhibit K.....	BLHSP Public Facilities Financing Plan
Exhibit L	Employee Housing Program
Exhibit M	Draft Environmental Impact Report
Exhibit N.....	Draft Environmental Impact Report Appendices
Exhibit O.....	Final Environmental Impact Report
Exhibit P.....	Findings of Fact/Statement of Overriding Considerations
Exhibit Q.....	Mitigation Monitoring and Reporting Program
Exhibit R	Local Transportation Analysis