



# COMMUNITY DEVELOPMENT AGENCY

## LONG RANGE PLANNING

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Date: July 18, 2016

To: Planning Commission

From: Mel Pabalinas, Senior Planner  
Long Range Planning

Subject: **SP12-0002/A14-0003/Z14-0005/SP86-0002-R/PD14-0004/TM14-1516/DA14-0003/Central El Dorado Hills Specific Plan; Informational Workshop**

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**Recommended Action:** No action required. Informational workshop on the Central El Dorado Hills Specific Plan.

**Purpose of Workshop:** Introduce the proposed Central El Dorado Hills Specific and provide background on the function of specific plans. This is an informational workshop and no actions or recommendations from the Planning Commission are being requested at this time.

**File Nos.:** SP12-0002, A14-0003, Z14-0005, SP86-0002-R, PD14-0004, TM14-1516, DA14-0003

**Applicant:** Serrano Associates, LLC

**Request:** The Central El Dorado Hills Specific Plan (CEDHSP) would develop 341 acres consisting of the Serrano Westside planning area (239 acres) and Pedregal planning area (102 acres). The project consists of the following entitlements:

- A) General Plan Amendment
- B) El Dorado Hills Specific Plan (EDHSP) Amendment
- C) Rezoning
- D) Specific Plan Adoption
- E) Planned Development Adoption
- F) Large Lot Subdivision Map
- G) Development Agreement
- H) Public Facilities Financing Plan

**Location:** The CEDHSP is adjacent to El Dorado Hills Boulevard north of State Route 50. The proposed Serrano Westside planning area is east of the El Dorado Hills Boulevard and Serrano Parkway intersection. The proposed Pedregal planning area is west of El Dorado Hills Boulevard between Wilson Boulevard and Olson Lane, adjacent to the Ridgeview subdivision. Supervisorial District 1. (Exhibit A)

**APNs:** 121-160-05; 120-040-20, -29, and -31; 121-050-01 and -05; 121-120-24 (portion); and 121-050-01 and -05 (Exhibit B)

**Acreage:** 341 acres

### **PURPOSE OF WORKSHOP**

The purpose of this workshop is to provide the Planning Commission an overview of the proposed Central El Dorado Hills Specific and provide background on the function of specific plans and its components, as well as answer any questions the Planning Commission may have on the project. No actions or recommendations from the Planning Commission are being requested at this time.

### **OVERVIEW OF SPECIFIC PLANS**

Specific plans are a land use planning tool for the further implementation of the general plan for individual development proposals in a defined geographic area. They provide the local land use agency with the ability to establish land use and design regulations beyond zoning code regulations to create development that is consistent with the site-specific physical constraints and opportunities as well as available infrastructure. All subsequent development within the boundaries of the specific plan area is subject to the requirements of the specific plan.

Sections 65450 through 65457 of the California Government Code grant authority to the County for the development and adoption of specific plans. Chapter 130.56 (Specific Plans) of the El Dorado County Code of Ordinances specifies that the Board of Supervisors shall have review authority of original jurisdiction for specific plan applications, after review and recommendation by the Planning Commission.

The Board of Supervisors may adopt a proposed specific plan under Section 130.56.030 only if it finds that the plan:

- Is consistent with and implements the General Plan;
- Is consistent with any applicable airport land use plan, in compliance with Public Utilities Code Section 21676; and
- Will not have a significant effect on the environment or a statement of overriding consideration has been made for the proposed specific plan in compliance with the provisions of California Code of Regulations Section 15093 (CEQA Guidelines).

Section 130.56.040 requires that specific plans provide the following information:

- A statement of the relationship of the specific plan to the General Plan.
- A site plan showing the distribution, location, and extent of uses proposed within the area covered by the specific plan.
- Identification of the proposed distribution, location, extent, and intensity of public and private infrastructure and facilities for transportation, sewage, stormwater drainage, solid waste disposal, energy, education, fire protection, or other essential modes proposed to be located in the specific plan area to support the uses described within.

- Standards and criteria by which development will proceed within the specific plan area and standards for the conservation, development, and utilization of natural resources, where applicable.
- Implementation measures including regulations, programs, public works projects, and financing measures necessary to carry out the specific plan.

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 (Section 130.56.050).

Previously adopted specific plans in the El Dorado Hills area include the El Dorado Hills Specific Plan, The Promontory Specific Plan, Carson Creek Specific Plan, and the Valley View Specific Plan.

## **SITE DESCRIPTION**

### **Serrano Westside Planning Area**

The Serrano Westside planning area consists of approximately 239 acres of the former El Dorado Hills Executive Golf Course and undeveloped oak woodland and annual grassland associated with Serrano Village D1, Lots C and D. The elevation ranges from approximately 600 to 1,020 feet above mean sea level. Although most of the Serrano Westside planning area was developed as a golf course, it has not been maintained since approximately 2007 and most of the fairways have reverted to annual grassland. Along with annual grassland covering much of the site, oak woodland is dominated by blue oak in the northwest portion of Serrano Westside, and riparian woodland occurs along the creek, intermittent drainages, and around a few of the ponds. Adjacent land uses consist of a shopping center, residences, El Dorado Hills Fire Station 85, and undeveloped land. (Exhibit C)

### **Pedregal Planning Area**

The Pedregal planning area consists of approximately 102 acres on steep terrain, ranging in elevation from approximately 740 to 1,060 feet above mean sea level. Vegetation communities on the Pedregal parcel consist of oak woodland, riparian woodland, and annual grassland. The area is currently undeveloped, but is surrounded to the north, south, and west by residential development. Adjacent land uses are houses and apartment complexes.

### **Current Land Use and Zoning Designations and Development Potential**

Current General Plan land use designations and zoning for the proposed project provide for maximum buildout of 759 residential units. (Exhibits D and E)

## **OVERVIEW OF THE CEDHSP**

As detailed in Exhibit F, the CEDHSP proposes the development of up to 1,000 dwelling units, 11 acres of civic-limited commercial use, 15 acres of public village park, one acre of neighborhood park, and 168 acres of natural open space within the 341-acre CEDHSP area. The CEDHSP area would be served by open space and active recreational opportunities, including a bike trail network that would connect to and enhance existing trails in the immediate area. The proposed project's

circulation system would provide a direct connection from El Dorado Hills Boulevard to the Serrano Westside planning area, with a potential connection to Silva Valley Parkway. The development would be anchored by daily retail and public services within walking distance to the site, including the Raley's shopping center, La Borgata, The Shops, Town Center, El Dorado Hills Fire Station #85, and El Dorado Hills Senior Center.

## **Project Characteristics**

Overview of Specific Plan Content: The CEDHSP consists of the following sections that are consistent with state law requirements as well as Section 130.56.040

- *Introduction (1.0)* – includes the project's vision and planning principles.
- *Setting (2.0)* – existing setting conditions of the CEDHSP area.
- *Land Use (3.0)* – CEDHSP land use designations and policy provisions.
- *Transportation and Circulation (4.0)* – CEDHSP circulation plan, including bicycle, transit, and pedestrian facilities.
- *Conservation, Open Space and Resource Management (5.0)* – policy provisions on the protection and management of open space areas and natural and cultural resources.
- *Public Facilities and Services (6.0)* – policy provisions regarding fire protection, law enforcement, parks and recreation, public schools, and other public service provisions.
- *Utilities (7.0)* – conceptual utility improvement plans and policy provisions for the provision of utility services to the project, including potable water, recycled and wastewater service.
- *Sustainability (8.0)* – policy provisions that address energy efficiency, waste reduction, mobility, low-impact development methods, water conservation, and other related sustainability areas.
- *Implementation and Administration (9.0)* – details on how the specific plan and its requirements will be administered for subsequent development activities and improvements.
- *Appendix A (Zoning and Development Standards)* – CEDHSP area specific zoning and development standards that would supersede the County Zoning Ordinance.
- *Appendix B (Site Design Standards)* – CEDHSP area specific development standards for grading, lot design, and other development-related requirements.
- *Appendix C (Summary of Specific Plan Policies)*

Proposed Land Uses: The land use plan for the Serrano Westside planning area allows for 763 dwelling units, a 15-acre public village park, 11 acres of civic or recreational use, 1-acre neighborhood park, and 129 acres of natural open space. The land use plan for the Pedregal planning area allows 237 dwelling units and 39 acres of natural open space.

The proposed land use designations, zoning districts, acreages, and proposed dwelling units and commercial square footage for the CEDHSP are provided in Table 1. As part of the proposed project, rezoning would be required for the two new planning areas. In addition, existing Lots C and D of Village D-1 would need to be rezoned to correctly capture their undeveloped open space use.

**Table 1. Proposed Land Use Summary (acres)**

Proposed Land Use		Acres	% of Total Acres	Dwelling Units/ Commercial Square Footage
Proposed Land Use Designation	Proposed Zoning District			
<b>Serrano Westside Planning Area</b>				
<b>Residential</b>				
VRM-L (Village Residential Medium – Low)	R4-PD (Village Residential Medium – Low)	23	7%	123 du (5–8 du/ac, average 5.3 du/ac)
VRM-H (Village Residential Medium – High)	RM1-PD (Village Residential – Medium – High)	37	11%	310 du (8–14 du/ac, average 8.3 du/ac)
VRH (Village Residential – High)	RM2-PD (Village Residential – High)	16	5%	330 du (14–24 du/ac, average 18.3 du/ac)
<b>Civic–Limited Commercial</b>				
C-LC (Civic–Limited Commercial)	CL1-PD (Civic–Limited Commercial-Planned Development)	11	3%	50,000 sq. ft.
<b>Public Facilities</b>				
VP (Village Park)	RFH1-PD (Recreational Facilities High-Planned Development)	15	4%	-
<b>Open Space</b>				
OS (Open Space)	OS1-PD (Open Space-Planned Development)	130 <sup>1</sup>	38%	-
<b>Road Right of Way and Landscape Lots</b>				
Road Right of Way and Landscape Lots		7	2%	-
<b>Total</b>		<b>239</b>	<b>70%</b>	<b>763 du – 50,000 sq. ft. commercial</b>
<b>Pedregal Planning Area</b>				
<b>Residential</b>				
VRL (Village Residential-Low)	R20-PD (Village Residential – Low)	45	13%	37 du (< 1.0 average Du/Ac)
VRH (Village Residential – High)	RM2-PD (Village Residential – High)	13	4%	200 du (14–24 Du/Ac, average 18.3 Du/Ac)
<b>Open Space</b>				
OS (Open Space)	OS1-PD (Open Space-Planned Development)	39	12%	-
<b>Road Right of Way and Landscape Lots</b>				
Road Right of Way and Landscape Lots		5	1%	-
<b>Total</b>		<b>102</b>	<b>30%</b>	<b>237 du</b>

<sup>1</sup> This open space includes the 1-acre neighborhood park.

Circulation: The Serrano Westside planning area would obtain access from El Dorado Hills Boulevard, Wilson Way, Park Drive, and Serrano Parkway, while the Pedregal planning area would obtain access from Wilson Boulevard.

Section 4 of the CEDHSP establishes the design and cross sections of the project's internal local roadway system. Internal roadways may be public or private. All private roadways will be maintained by Master Owners Association.

Park Drive would be reconfigured within the Raley's and La Borgata shopping centers and would provide public access from El Dorado Hills Boulevard to the village park site. Park Drive would consist of a 45-foot right-of-way that includes two 12-foot travel lanes, 6-foot shoulders, and an 8-foot Class 1 Bike Path.

The CEDHSP would reserve right-of-way for the extension of Park Drive from the village park site to Silva Valley Parkway should the County wish to extend this roadway to provide parallel capacity to US 50. This potential connection would not be constructed as part of the project and is not currently in the General Plan or the MTP/SCS.

Pedestrian and Bicycle Network: The CEDHSP, specifically the Serrano Westside planning area, would provide a bicycle and pedestrian network that would connect to, enhance, and extend existing trails (approximately 7,500 feet of public walking and bicycling) and would also potentially provide for a new and safe location for bicycle/pedestrian overcrossing connection to the El Dorado Hills Town Center, replacing the existing location proposed as part of the El Dorado Hills/US 50 interchange, to areas south of US 50.

### Utilities

*Potable Water System:* Potable water service will be provided by the El Dorado Irrigation District (EID). An overall potable water system is already in place for El Dorado Hills. However, the proposed project would require construction and extension of distribution mains and laterals. As identified in the CEDHSP Water Supply Assessment prepared by EID, there is adequate water supply available as well as planned future water supply sources to meet the project's water demands under normal year, single-year drought, and multiple-year drought conditions for current and year 2035 conditions.

*Recycled Water System:* Development of the Serrano Westside planning area requires constructing a reclaimed water line on-site, which would run north-south through the Serrano Westside planning area and connect to the existing system. The recycled water line would be used to route recycled water to parks, landscape corridors, yards, and other areas.

*Wastewater System:* Wastewater from the CEDHSP will flow in a southerly direction to the El Dorado Hills Wastewater Treatment Plant through a system of pipelines installed within road right-of-ways or public utilities easements. The new wastewater collection system lines are proposed to run parallel to El Dorado Hills Boulevard in the Pedregal planning area and Serrano Westside planning area.

*Drainage System:* The CEDHSP includes detention or retention facilities on-site to attenuate peak stormwater runoff to a level that does not impact downstream facilities.

Open Space and Resource Preservation: The Serrano Westside and Pedregal planning areas provide approximately 169 acres of combined open space (approximately 130 acres for Serrano Westside and 39 acres for Pedregal) for the protection of valuable natural resources including oak woodlands, intermittent tributaries, wetlands, steep hillsides, known cultural resource sites, and scenic vistas. The CEDHSP encompasses a prominent ridgeline of oak woodland canopy planned for the development of Serrano Village D1, Lots C and D, which will be preserved in connection with the approval of the CEDHSP. The open space designated areas would retain 85 percent of the CEDHSP's total oak woodland canopy, consistent with General Plan Policy 7.4.4.4 oak woodland retention requirements. Oak woodland impacts outside of the 85 percent retention are to be mitigated consistent with the project's Important Habitat Mitigation Plan, which would involve on-site mitigation.

Parks: The CEDHSP includes a 15-acre public village park located in the southernmost portion of the Serrano Westside planning area adjacent to US Highway 50, which is proposed to be dedicated to the El Dorado Hills Community Services District. Additionally, the Specific Plan provides for a 1-acre neighborhood park at the northeastern corner of Serrano Parkway and El Dorado Hills Boulevard.

Project Financing: The CEDHSP includes a Public Facilities Finance Plan (PFFP). The Specific Plan would result in the construction of a vast network of public infrastructure including roads, potable water and recycled water, wastewater systems, storm water conveyance, dry utilities, and the construction of parks. The PFFP describes in detail the Specific Plan's infrastructure and its sources of funding and development timing. The infrastructure is categorized as regional, primary, or secondary. Each of these categories may have its own financing and phasing plan. One or more Community Facilities Districts, impact fees (Specific Plan and/or County), private developer financing, and other available funding mechanisms will fund the construction of all required backbone infrastructure and other public improvements within the CEDHSP.

Development Agreement: A development agreement is a contract between a local jurisdiction and a person who owns or controls property within the jurisdiction. The purpose of the agreement is to specify the standards and conditions that will govern development of the property. A development agreement provides assurances to the developer that the development regulations that apply to the project will not change during the term of the agreement. The County may require conditions to mitigate development impacts, as well as clarification about project phasing and timing of public improvements. The CEDHSP will include a development agreement and will be part of the project entitlement package.

### **General Plan Consistency**

Specific plans are required to be consistent with the applicable policies of the General Plan. The proposed CEDHSP includes amendments to the County General Plan land use designations and zoning amendments, because proposed land uses are not consistent with the specific adopted land use designations for the project site. Overall, the concentration of development and housing diversity proposed in the CEDHSP in the El Dorado Hills Community Region is consistent with the County

General Plan goals of focusing development within Community Regions, and the proposed project generally conforms to the vision of the General Plan.

**ENVIRONMENTAL REVIEW**

The California Environmental Quality Act (CEQA) requires the preparation of an environmental impact report (EIR) prior to approving any project that may have a significant effect on the environment. The following table summarizes the timeline for preparation of key milestones in the preparation of the EIR.

**Table 2. Summary of the Central El Dorado Hills Specific Plan EIR Process**

<b>Milestone</b>	<b>Date(s)</b>
Notice of Preparation (NOP)	February 19, 2013
NOP Comment Period	February 19, 2013 to March 19, 2013
Public Comment Period for Draft EIR	November 20, 2015 to January 19, 2016
Public Comment Period for the Partial Recirculated Draft EIR	March 22, 2016 to June 6, 2016
Final EIR Issued	TBD

**MEASURE E (2016)**

As part of the June 2016 election, County residents passed Measure E (“Initiative to Reinstate Measure Y’s original intent – no more paper roads”). Measure E amended General Plan policies TC-Xa, TC-Xf, and TC-Xg (Exhibit G). CEDHSP’s consistency with General Plan policies as amended by Measure E will be addressed in subsequent staff reports prepared for project consideration.

**NEXT STEPS**

As noted above, this item is an informational workshop and no actions or recommendations from the Planning Commission are being requested at this time. This project is tentatively scheduled for consideration by the Planning Commission late 2016.

**EXHIBITS**

- Exhibit A.....Location Map
- Exhibit B.....Assessor’s Parcel Map
- Exhibit C.....Aerial Photo of Central El Dorado Hills Specific Plan site and surrounding properties
- Exhibit D.....Existing Land Use Designations
- Exhibit E.....Existing Zone Designations
- Exhibit F.....Central El Dorado Hill Specific Plan (5<sup>th</sup> Draft of Specific Plan Text)
- Exhibit G.....Measure E Notice of Intent