



**COUNTY OF EL DORADO  
COMMUNITY DEVELOPMENT SERVICES  
PLANNING AND BUILDING DEPARTMENT**

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Date: September 11, 2019  
To: Board of Supervisors Agenda Date: September 27, 2019  
From: Aaron Mount, Senior Planner  
Subject: **Town Center West Mixed Use Conceptual Review  
File No. Pre-Application PA19-0003 / Town Center West Planned  
Development**

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**Executive Summary**

This pre-application is for conceptual review, Pursuant to Policy J-6, of a proposed specific plan amendment for the El Dorado Hills Specific Plan and Town Center West Planned Development to allow the inclusion of the Mixed Use Development in the plan area. The proposed future Mixed Use development project would include a mix of commercial development and feature an age restricted residential development of up to 20 residential units an acre, as part of the Development Plan for the center located in Village U, APNs 117-160-011, 117-160-012, 117-160-013, 117-160-014, 117-160-031, 117-160-055, 117-160-051, 117-160-052, 117-160-050, 117-160-053, 117-160-054, 117-160-049, 117-160-056, 117-160-048, 117-160-057, 117-180-014, 117-180-015, 117-180-016, 117-180-017, 117-160-064, 117-160-065, 117-160-067, 117-160-068, 117-160-069, 117-160-070, 117-180-019, 117-180-018 (Exhibit A).

**Recommendation**

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

1. Find proposed Conceptual Review under Pre-Application PA19-0003 to be in compliance with criteria one through four within 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 application can be made for an application that would include a General Plan Amendment that increases allowable residential densities by 50 units or more. This hearing is for

determination of compliance with the criteria of Policy J-6 only. No entitlements or approvals would result from the consideration of this Conceptual Review.

The proposed Town Center West Mixed Use Project requires the Initiation Hearing because it proposes a Specific Plan amendment to allow Mixed Use Development to occur in the Specific Plan area, which would result in a proposed density increase of over 50 units.

The existing El Dorado Hills Specific Plan and Development Plan for El Dorado Hills Town Center West allow commercial uses only. The proposed Town Center West Mixed Use Project contemplates a potential addition of 20 residential units per acre over 116 acres, for a maximum of 2,340 residential units, consistent with the density allowed in Zoning Ordinance Section 130.40.180, Mixed Use Development. The Applicant intends to develop approximately 47 acres of Town Center West which would have a potential maximum of 940 residential units.

The Specific Plan area is currently a mix of developed and vacant land located south of U.S. Highway 50, West of Latrobe Road, north and south of White Rock Road, and immediately east of the Rolling Hills Community Services District, which encompasses the Stonebriar, Springfield Meadows, and Shadow Hills residential neighborhoods (Exhibit I). The specific site is approved for commercial development as part of Village U of the El Dorado Hills Specific Plan (EDHSP) and the Town Center West Planned Development (PD95-0002).

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 proposal would require an amendment to to the El Dorado Hills Specific Plan and the Town Center West Development Plan to allow for Mixed Use development in the plan area. The proposed future Mixed Use development project would include a mix of commercial development and feature an age restricted residential development of up to 20 residential units per acre, as part of the Development Plan for the center located on APNs 117-160-011, 117-160-012, 117-160-013, 117-160-014, 117-160-031, 117-160-055, 117-160-051, 117-160-052, 117-160-050, 117-160-053, 117-160-054, 117-160-049, 117-160-056, 117-160-048, 117-160-057, 117-180-014, 117-180-015, 117-180-016, 117-180-017, 117-160-064, 117-160-065, 117-160-067, 117-160-068, 117-160-069, 117-160-070, 117-180-019, 117-180-018. Section 130.40.180 of the Zoning Ordinance, allows Mixed Use development in all of the commercial zone districts. The housing type is proposed to be age-restricted rental units.

The purpose of the change is to provide the potential for development of a mixed use area that buffers the existing residential neighborhood from future commercial development in Town Center West and to provide for a transitional housing option for the surrounding age-restricted housing developments in the immediate vicinity.

### **Pre-Application Information**

Applicant: Oakmont Senior Living, Ken Kidd

Request: Pre-application for a Conceptual review for a proposed specific plan amendment for the El Dorado Hills Specific Plan and Town Center West Planned Development to allow the inclusion of Mixed Use Development in the plan area to allow the residential component of mixed use development in an area currently designated as a commercial center within the Town Center West Planned Development and El Dorado Hills Specific Plan area (Exhibit E).

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 proposed 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: 117-160-011, 117-160-012, 117-160-013, 117-160-014, 117-160-031, 117-160-055, 117-160-051, 117-160-052, 117-160-050, 117-160-053, 117-160-054, 117-160-049, 117-160-056, 117-160-048, 117-160-057, 117-180-014, 117-180-015, 117-180-016, 117-180-017, 117-160-064, 117-160-065, 117-160-067, 117-160-068, 117-160-069, 117-160-070, 117-180-019, 117-180-018 (Exhibits A and B)

Acreage: 116 acres

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

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

### **Background**

The El Dorado Hills Specific Plan (EDHSP) was adopted by the Board of Supervisors in 1988. It governs the land use for the Serrano and Town Center developments. The Town Center development encompasses two development plans, Town Center West PD95-0002 and Town Center East PD94-0004. The Town Center West Planned Development, which implements the policies of the EDHSP, functions as its own Zoning Ordinance.

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 an assisted living facility in Town

Center West, and 214 for the El Dorado Hills Apartments in Town Center East, which leaves 935 units that are currently not allocated.

Previous pre-applications for the site have been reviewed for proposals that included addition of single family residences and a large retail building (PA16-0006, PA11-0004, and PA09-0011); however, no entitlement requests have been submitted based on these previous pre-applications.

The undeveloped portions of Town Center West have recently been purchased by the Applicant from the developer of Town Center's East and West. As the major land owner of Town Center West, the Applicant is now responsible for the Town Center West Management Association and Town Center Wests CCR's.

The intention of the Applicant is to provide a continuum of housing choices for the age restricted community of El Dorado County

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

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 El Dorado Hills 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" (EDHSP 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 specific plan amendment to allow the residential component of Mixed Use development 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 and the Town Center West Planned Development would be required.

### **Zoning Consistency**

The project area is zoned General Commercial-Planned Development (CG-PD) by the EDHSP. The Town Center West Planned Development, which implements the policies of the EDHSP, functions as its own Zoning Ordinance.

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 the 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 and conference center, 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 Areas A, B, and D, within Village U, are the portion of the Planned Development for which a mixed use residential development concept is proposed to be constructed within by this conceptual review. Plan Areas A, B, and D are located in the 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 Areas A, B, and D consist of approximately 48 acres, of which 30 acres is proposed to be developed as mixed use residential. Plan Areas A, B, and D allow for development of 550,000 square feet of light manufacturing (LM), 221,000 square feet of business and professional (BPO), 25,000 square feet of commercial (C), and 397,000 square feet of research and development (RD) uses, as described in detail in the Planned Development (Exhibit F), for a total of 1,193,000 square feet.

### **Staff Analysis**

#### General Plan Amendment Criteria Consistency

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 project is within the Community Region Boundary and would be eligible for a change in land use pursuant to General Plan Policy 2.2.1.2 and the definition of Adopted Plan (AP). Policy 2.1.1.3 states, in part: “Mixed use developments which combine commercial and residential uses in a single project are permissible and encouraged within Community Regions”. Policy HO-1.8 states, “The County shall encourage mixed-use projects where housing is provided in conjunction with compatible nonresidential uses. Such housing shall be allowed by right, subject to appropriate site development standards”.

The proposed Town Center West project proposes amending the El Dorado Hills Specific Plan to add the residential component of mixed use development, consistent with the General Plan Community Region and specific policies.

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 Town Center West Planned Development of the EDHSP. The area 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), 10.1.9.2 (Broad Mix of Housing Types), and 10.2.1.5 (Public Facilities and Services Financing Plan).

Additionally, the project would be evaluated for consistency with policies within the El Dorado Hills Specific 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:* General Plan Objective 2.5.2 requires designation of lands to provide greater opportunities for El Dorado County residents to shop within the County and incorporates mixed use development. The proposed specific plan amendment to allow Mixed Use development in the Plan Area is not expected to increase employment opportunities, as the project is adding a residential component to an already approved commercial development plan.

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

*Analysis:* The proposed project is intended to develop age restricted rental units, which would serve the needs of moderate income age restricted households.

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

*Analysis:* Section 130.40.180.C.1 (Mixed Use Development) of the Zoning Ordinance requires at least 30 percent of the gross floor area of the mixed use development to be devoted to commercial uses. Adding the residential component to the already allowed commercial uses in a Mixed Use land development pattern would provide additional opportunities to retain retail sales and sales tax revenues within the County.

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

*Analysis:* The project would allow residential development within an approved commercial development. 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 other areas of the county 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 no specific Community Vision or Implementation Plan that is applicable to the project area.

The following is staff's discussion of the proposed project's 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 allow commercial and light industrial uses. Since adoption of the El Dorado Hills Specific Plan, the General Plan has added policies encouraging Mixed Use development and the Town Center East, adopted under Planned Development Permit PD94-0004, was amended in 2018 to add a 214-unit rental multi-family market rate residential project.

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 A, B, and D, 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 Mixed Use residential component 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 rental units would be compatible with existing adjacent residential uses and the recently completed assisted living facility located on one of the project parcels. The intention of the developer is to provide a continuum of housing choices for the age restricted community of El Dorado County.

### *Application Process*

The project would require several layers of entitlement application, including an amendment to the El Dorado Hills Specific Plan and a revision to the existing Town Center West Planned Development. The proposed project is to allow Mixed-Use residential development within the El



Dorado Hills Specific Plan General Commercial – Planned Development Zone, with added requirement including a set of development standards 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 request would revise the EDHSP to only include those residential uses consistent with Zoning Ordinance Section 130.40.180, Mixed Use Development.

2. Planned Development Revision

In addition to the Specific Plan amendment, the Town Center West Planned Development (TCWPD) PD95-0002 would need to be revised to incorporate the residential component of Mixed Use and those changes to the Specific Plan. As shown in Exhibit F, the TCWPD Guidelines and Standards specify the uses allowed and does not include residential uses. As previously stated, Section 130.40.180 of the Zoning Ordinance allows Mixed Use development in the zone district, CG, which the project parcels are currently within. The amendment to the TCWPD would be limited to adding Mixed Use as part of the existing menu of uses in the TCWPD Guidelines and Standards.

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. The Applicant intends to comply with the existing Town Center West development standards within PD95-0002, which are typically more stringent than the development standards set forth within the Mixed Use guidelines. An example is the 60 foot buffer between the residential uses to the west and Town Center West that is currently required in the development plan design guidelines versus the five foot setback required in the Zoning Ordinance.

*Environmental Review*

Processing of a formal development application would require an analysis of potential environmental impacts by the project. The proposed Specific Plan Amendment and Planned Development revision 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 formal application of the proposed project. At minimum, 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. 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.....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
- Exhibit H.....Board of Supervisors Policy J-6, General Plan Amendment Initiation Process
- Exhibit I .....Rolling Hills Community Services District Map
- Exhibit J .....Town Center West Development Plan Site Plan
- Exhibit K.....Zoning Ordinance Section 130.40.180, Mixed Use Development