



**COUNTY OF EL DORADO  
PLANNING AND BUILDING DEPARTMENT**

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Date: January 17, 2020  
To: Board of Supervisors Agenda Date: February 25, 2020  
From: Melanie Shasha, Associate Planner  
Subject: **Kirkwood Station Conceptual Review  
File No. Pre-Application PA19-0007**

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**Executive Summary**

Pursuant to Board Policy J-6 this pre-application is for the conceptual review of a proposed development in the Kirkwood area that would add a 65 room hotel with a restaurant, spa, event center, trailhead, 30 summer camping cabins and 10 year-round cabins. The proposed development requires a Specific Plan to be adopted that would amend a portion of the project area's zoning designation of Recreation Facility, High-Intensity to Commercial, Rural. The General Plan designation for the area is Adopted Plan (AP) which is consistent with the adopted 1988 Kirkwood Master Plan. The proposed future project represents a total overnight population of 227 in the summer and 173 in the winter.

**Recommendation**

Staff recommends that the Board of Supervisors take the following actions:

1. Find the proposed Conceptual Review for Kirkwood Station under Pre-Application PA19-0007 to be in compliance with 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 L) requires an Initiation Hearing as a first point of consideration before a formal private development application can be made for an application that would include a General Plan Amendment, a Specific Plan Amendment or a new Specific Plan that proposes to increase allowable residential densities. This hearing is for a determination of compliance with the criteria of Policy J-6 and to provide the Applicant with feedback regarding the proposed project. No entitlements or approvals would result from the consideration of this Conceptual Review.

The proposed Kirkwood Station Project requires the Initiation Hearing because it proposes adoption of a Specific Plan that would rezone a portion of the project area from Recreation Facility, High-Intensity to Commercial, Rural. The potential re-zone is in compliance with the adopted 1988 Kirkwood Master Plan.

Master Plans are special zoning standards focused on long term land use, development and design standards only. The existing Kirkwood Master Plan was adopted by the El Dorado County Board of Supervisors in 1981 under resolution #403-81, and amended in 1988 under resolution #434-88. The Master Plan is the result of the Final Environmental Impact Report (EIR) for the “Kirkwood Meadow Ski Development”. The FEIR was approved by the Alpine County Board of Supervisors on December 17, 1974, who was the lead agency for El Dorado and Amador counties as allowed by the California Environmental Quality Act (CEQA). The amended Master Plan includes the land use designations for the subject property of: Commercial, Lodging, Condo Residential/Medium Density and Condo Residential/High Density. The Master Plan did not anticipate a campground use but this use would be allowed under the current zoning designation of Recreation Facilities, High-Intensity.

Specific Plans are comprehensive planning and zoning documents adopted to implement the General Plan and typically include special zoning standards for development within a designated part of the County. The 2003 Kirkwood Specific Plan covers the impacts of proposed development across the entire Kirkwood area spanning El Dorado, Alpine and Amador counties. The Specific Plan was adopted by the other two counties in the Kirkwood area and the Tri-County Technical Advisory Committee (Tri-TAC) (which El Dorado County is a member of), but the Kirkwood Specific Plan was not adopted by El Dorado County due to the invalidation of the 2003 County General Plan. After adoption of the County’s General Plan the developer waited to request adoption of the Specific Plan until there was a specific project proposed in El Dorado County. The Specific Plan had a 10-year review completed in 2015 that analyzed compliance with required mitigation elements. The 10 year review was approved by Tri-TAC and Alpine and Amador Counties.

The proposed project extends outside of the 2003 Specific Plan Land Use Map (Exhibit J), but represents a lower overall disturbance footprint than what is shown in the proposed Concept Plan (Exhibit K) and also is entirely within the 1988 Master Plan development footprint. The Specific Plan Land Use Map will need to be amended to reflect these changes and the Specific Plan will need to be amended to reflect the current CEQA checklist.

The project parcel is currently developed with two derelict structures (Exhibit I). To the south of this project area is Highway 88 and the Kirkwood Resort located in Alpine and Amador counties. To the north is U.S. Forest Service owned property with a land use designation of Natural Resource and a zoning designation of Forest Resource-160 acre (Exhibits C and D). To the west of this project is Amador County.

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 Applicant has outlined the conceptual proposal within the Kirkwood Station development. Attached to this staff report is a: Description Summary (Exhibit E), an Environmental Consistency Review (Exhibit F), and a Kirkwood Station Existing and Proposed Site Concept (Exhibits I and K) using an aerial photo of the project area.

Pre-Application PA19-0007/Kirkwood Station is submitted by Justin Watzka with Tallac Hospitality for an Initiation Hearing (Conceptual Review) of a new development that would add a 65 room hotel and a mixture of 30 summer-only and 10 year-round cabins for a total overnight population of 227 in the summer and 173 in the winter. The project also includes a spa, restaurant, event space and trailhead. The property, identified by Assessor's Parcel Number 039-070-018-000, consisting of 46.45 acres, is located on the north side of Highway 88, 1,700 feet east of the intersection with Kirkwood Meadows Drive, in the Kirkwood area, Supervisorial District 5.

### **Pre-Application Information**

Applicant: Justin Watzka, Tallac Hospitality

Request: Pre-application for a conceptual review for a proposed new development that would add a 65 room hotel with restaurant and spa, 30 summer-only and 10 year-round cabins for a total overnight population of 227 in the summer and 173 in the winter. The project also includes a spa, restaurant, event space and trailhead. (Exhibit E).

Location: North side of Highway 88, 1,700 feet east of the intersection with Kirkwood Meadows Drive, in the Kirkwood area, Supervisorial District 5.

APN: 039-070-018-000 (Exhibits A and B)

Acreage: 46.45 acres

General Plan: Approved Plan (AP) (Exhibit C)

Zoning: Recreation Facility, High-Intensity (RFH) (Exhibit D)

### **Background**

Kirkwood is located roughly 30 miles from South Lake Tahoe. The area is split among three counties: Alpine, Amador and El Dorado (Exhibit A). Until the early 1970's, the only

development in the area were several houses and two hotels including the Kirkwood Inn, which is located on the jurisdictional line of El Dorado County and Alpine County. A development group bought the inn in 1966 and began planning the development of the ski resort with the U.S. Forest Service, located in Alpine County and Amador County. Kirkwood Resort opened in 1972 after the California Department of Transportation made Highway 88 an all-season road and began plowing it. The Sierra Club sued the U.S. Forest Service in 1972 to stop development of the Kirkwood project. The resulting EIR/EIS was used to draft the Kirkwood Meadows Master Plan. The Master Plan is a graphical representation of the Final EIR. The FEIR was approved by the Alpine County Board of Supervisors on December 17, 1974 who was the lead agency for El Dorado and Amador counties as allowed by CEQA. The Master Plan was adopted in 1981 under resolution #403-81, and was amended in 1988 under resolution #434-88.

In the Master Plan, the area of Kirkwood North was originally approved for Commercial, Lodging, Condo Residential/Medium Density and Condo Residential/High Density (Exhibit G). With a maximum total Kirkwood build-out of 6,117 overnight guests, Kirkwood North was allocated 9% of the maximum build out or 550 overnight guests and 32,000 sq. ft. of commercial space.

In the current Specific Plan, the area of Kirkwood North is shown with a land use designation of Multi-family and Commercial (Exhibit H).

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

As part of the project, the Applicant is proposing adoption of the 2003 Kirkwood Specific Plan, with amendments, and a Supplemental EIR or Addendums to the EIR. The land use category of Adopted Plan (AP) 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.

The Specific Plan is a tool for implementing the General Plan, and, therefore, must be consistent with the General Plan. As mentioned above, this area has an adopted Master Plan. The proposed project includes a commercial land use through a zoning change via the adoption of a Specific Plan and is required to be found consistent with the General Plan. A formal application to adopt the Specific Plan would be reviewed for consistency with applicable policies of the General Plan, including, but not limited to: General Plan 2.1.3. (Rural Regions), 2.2.1.5 (Commercial Intensity), 2.3.1. (Natural Landscape Features), 2.8.1.1 (Lighting), TC-Xd (Level of Service), TC-Xg (Road Improvements), 5.2.1.5 (Connection to Water District), 5.3.1.1 (Connection to Public Waste Water System), 5.7.4.1 and 5.7.4.2 (Medical Emergency Services), 6.2.1.1 (Implement Fire Safe Ordinance), 7.3.3.4 (Wetland Buffers), 7.4.2.8 (Biological Resource Mitigation Program), 7.5.1.3. (Cultural Resources), 9.3.8 (Camping Facilities), 9.3.9.1 (Tourist Lodging), 10.1.6.1. (Promote Tourism), and 10.2.1.5 (Public Facilities and Services Financing Plan).

## **CEQA**

The existing EIR created as a part of the 2003 Specific Plan is silent on two aspects of new CEQA required items: Greenhouse Gas and Vehicle Miles Traveled. Additionally, the Biological Resources evaluation will need to be updated to reflect the area proposed for development which was outside of the original proposed area in the 2003 Specific Plan (Exhibit J). When the project has more detail and these studies have been completed, then Staff will be better prepared to decide on the level of CEQA review needed.

## **Zoning Consistency**

The project area is within the Recreation Facility, High-Intensity (RFH) zone district. The RFH zone is intended to regulate and promote recreational uses and activities with high concentrations of people or activities of a more urban nature, such as recreational vehicle parks, sports fields and complexes. Of the proposed uses, the current zoning allows for the camping cabins and a trail head. The hotel, restaurant, spa and event spaces are currently not allowed in the RFH zoning district.

The Applicant is proposing to allow a commercial uses through adoption of a new Specific Plan as described in Title 130.63.030. The Applicant could choose to rezone the property either to a commercial zoning district within the El Dorado County Zoning Ordinance or to unique zoning designations and standards similar to that described in the Kirkwood Master Plan. The equivalent zone within the Zoning Ordinance would be Commercial, Rural (CRU).

## **Staff Analysis**

Board 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 Specific Plan is located within the Rural Region of Kirkwood and is consistent with several goals and objectives of the General Plan including, but not limited to, the following:

#### **GOAL 2.1: LAND USE**

Protection and conservation of existing communities and rural centers; creation of new sustainable communities; curtailment of urban/suburban sprawl; location and intensity of future development consistent with the availability of adequate infrastructure; and mixed and balanced uses that promote use of alternative transportation systems.

Objective 2.1.3: Rural Regions

Purpose: Provide a land use pattern that maintains the open character of the County, preserves its natural resources, recognizes the constraints of the land and the limited availability of infrastructure and public services, and preserves the agricultural and forest/timber area to ensure its long-term viability for agriculture and timber operations.

*The proposed Specific Plan is consistent with this objective because the project site proposes a land use pattern that maintains the open character of the County while preserving large amounts of the property in a natural state.*

GOAL 2.2: LAND USE DESIGNATIONS

A set of land use designations which provide for the maintenance of the rural and open character of the County and maintenance of a high standard of environmental quality.

Objective 2.2.1: Land Use Designations

An appropriate range of land use designations that will distribute growth and development in a manner that maintains the rural character of the County, utilizes infrastructure in an efficient, cost-effective manner, and furthers the implementation of the community region, rural center, and rural region concept areas.

*The proposed Specific Plan is consistent with this objective because the proposed Specific Plan is located in a Rural Region and will create distinct land use designations and development standards that implement the objectives of the rural region consistent with the Adopted Plan (AP) general plan land use designation. Additionally, the proposed project takes advantage of nearby utility connections and available water and wastewater infrastructure treatment capacity.*

GOAL 2.3: NATURAL LANDSCAPE FEATURES

Maintain the characteristic natural landscape features unique to each area of the County.

Objective 2.3.1: Topography and Native Vegetation

Provide for the retention of distinct topographical features and conservation of the native vegetation of the County.

*While the project would result in a commercial development, the proposed Specific Plan is consistent with this objective because the project would retain and preserve Kirkwood Creek and the rocky outcrops on the site. The Master Plan and Specific Plan both have relevant mitigation measures which were recently reviewed for compliance.*

Objective 2.3.2: Hillsides and Ridge Lines

Maintain the visual integrity of hillsides and ridge lines.

*The proposed Specific Plan is consistent with this objective because the project site retains rocky outcrops and ridgelines while taking advantage of the areas under 30% slope for the development of roads, infrastructure and buildings.*

**GOAL 2.8: LIGHTING**

Elimination of high intensity lighting and glare consistent with prudent safety practices.

Objective 2.8.1: Lighting Standards

Provide standards, consistent with prudent safety practices, for the elimination of high intensity lighting and glare.

*The proposed General Plan amendment will satisfy this requirement through the existing Tri-TAC design standards, mitigation measures and project review process.*

Objective 5.1.1 – Planning:

Ensure that public infrastructure needs are anticipated and planned for in an orderly and cost effective manner.

*The proposed Specific Plan is consistent with this objective because the proposed project will connect to existing Kirkwood Meadows Public Utility District water and sewer facilities. Preliminary analysis shows that the existing water and sewer system infrastructure has capacity for the proposed project. The proposed Specific Plan and public facilities financing plan will specify phasing and financing mechanisms for the orderly and cost efficient construction of all necessary public infrastructure to serve the project.*

Objective 10.1.9 – Jobs-Housing Relationship:

The County shall monitor the jobs-housing balance and emphasize employment creation.

*Despite the requirement in the Master Plan and Specific Plan mitigation measures, no new housing is proposed with this project. New jobs created include short-term construction-related employment opportunities during construction of the required utilities, roads, buildings, landscaping, and subsequent service needs. In addition, the project would create long-term employment opportunities in: hotel/motel management, cooks/chefs, wait staff, house keepers, massage therapists, camp ground host and maintenance crews.*

- 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 Kirkwood area. The Kirkwood Master Plan and associated Specific Plan communities are mostly developed and are located in an area where all public infrastructure can be extended or expanded.

The proposed project would not be anticipated to result in adverse impacts to an 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 including but not limited to: TC-Xa (Direct and Cumulative Traffic Impacts), TC-Xd (Level of Service), TC-Xf (Minimizing Impact to County Road Systems), TC-Xg (Dedication of Right-of-Way, Design or Construct or Fund Improvements), 5.1.2.1 (Adequacy of Public Services), 5.2.1.5 (Connection to Water District), 5.3.1.1 (Connection to Public Wastewater Collection Facilities), 5.3.1.7 (Public Wastewater Requirements in Community Regions), 5.7.4.1 and 5.7.4.2 (Medical Emergency Services), 6.2.1.1 (Implement Fire Safe Ordinance), and 10.2.1.5 (Public Facilities and Services Financing 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:* The commercial development that would result from the implementation of the Specific Plan would create short-term construction-related employment opportunities during construction of the required utilities, roads, buildings, landscaping, and subsequent service needs. In addition, the project would create long-term employment opportunities in: hotel/motel management, cooks/chefs, wait staff, house keepers, massage therapists, camp ground host and maintenance crews.

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

*Analysis:* The proposed project does not include an affordable or employee housing component, however the Kirkwood Specific Plan includes an Employee Housing Ordinance which would be satisfied as applicable.

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

*Analysis:* The commercial development included in the proposed project will provide sales and transient occupancy tax to the County.

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

*Analysis:* The project would allow commercial development within an area approved for Recreational Facility, High-Intensity. Due to its location within the Kirkwood area, the availability of utilities and adequate infrastructure, and the service availability, the project site could support the proposed development. This commercial development proposes a hotel and camping which will provide access to nearby recreational facilities and sites.



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 currently no specific Community Vision or Implementation Plan that is applicable to the project area. There is an adopted Master Plan for this area, which this project is consistent with.

**Challenges and Opportunities**

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

*Kirkwood Station*

Kirkwood Station (referred to as Kirkwood Meadows Master Plan) was adopted by El Dorado County in 1981 under resolution #403-81, and was amended in 1988 under resolution #434-88, envisioned a Commercial, Lodging and condominium development with stables and a cross country ski area. At build out, this document states that there would have been 21,500 square feet of commercial facilities, 122 lodging units of which 60 would have been hotel/motel and 62 would have been condo units. Camping was not a proposed use.

In the 2003 Specific Plan, the subject area is proposed as Multifamily/Commercial zoning including 40 units, potentially for a bed and breakfast, and 32,000 square feet of Multifamily/Commercial including the existing inn and cross county area.

In the current proposal, Kirkwood Station would develop a 65 room hotel, 30 summer camping cabins and 10 year-round cabins as well as a restaurant and event center, spa, outdoor event center and trailhead (Exhibits E and K).

The proposal includes cabins which meet the definition of a Campground in Article 8 which defines them as:

The proposed project would allow expanded recreational, lodging and services to the area. This is consistent with General Plan Policies of 9.3.8 (Camping Facilities), 9.3.9.1 (Tourist Lodging) and 10.1.6.1. (Promote Tourism).

However, the proposal is partially outside of the development boundary envisioned in the Specific Plan (Exhibit J). This is due to a more detailed look at the site’s topography. Therefore, the environmental analysis should be updated for the newly proposed areas. Other identified areas of the existing Specific Plan which will need a Supplemental EIR or at the least an Addendum to the EIR, to be consistent with current CEQA requirements, include Greenhouse

Gas Emissions, Vehicle Miles Traveled and an updated Biological Resources evaluation. Finally, the applicant proposed no new employee housing as a part of this project but proposes to satisfy the Employee Housing requirement of the 2003 Specific Plan elsewhere in the valley rather than as a part of this project.

### **Application Process**

The project would require several layers of entitlement applications, including the adoption of a Specific Plan, a lot line adjustment or Parcel Map and a Conditional Use Permit.

#### 1. General Plan Amendment

Processing of the Specific Plan would require consistency with the General Plan and adopted Master Plan.

#### 2. Kirkwood Specific Plan

The Applicant proposes to modify and adopt the 2003 Specific Plan for the project area. Where a Specific Plan has been adopted for an area in compliance with Chapter 130.56 (Specific Plans) and California Government Code Section 65450 et seq., the zones, development standards, and other provisions of the specific plan and any implementing ordinance adopted in compliance with that plan shall supersede the provisions of the Zoning Ordinance. 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.

#### 3. Parcel Maps

In implementing the Specific Plan, parcel maps may be requested to formally subdivide properties within the plan area for lease, sale or financing purposes, in accordance with the El Dorado County Subdivision Ordinance.

#### 4. Conditional Use Permit

Campgrounds are allowed in the RFH zoning district with a conditional use permit (130.40.100). Events can be held as an accessory use to the Lodging Facility with a conditional use permit (130.4.170).

#### 5. Environmental Review

Processing of a formal development application would require an analysis of potential environmental impacts by the project. The proposed Specific Plan would constitute a project under CEQA. As such, an environmental analysis would be conducted to identify and mitigate potential environmental impacts. Mitigation measures identified in the CEQA document would likely be incorporated into the Specific Plan Design Guidelines and Development Standards.

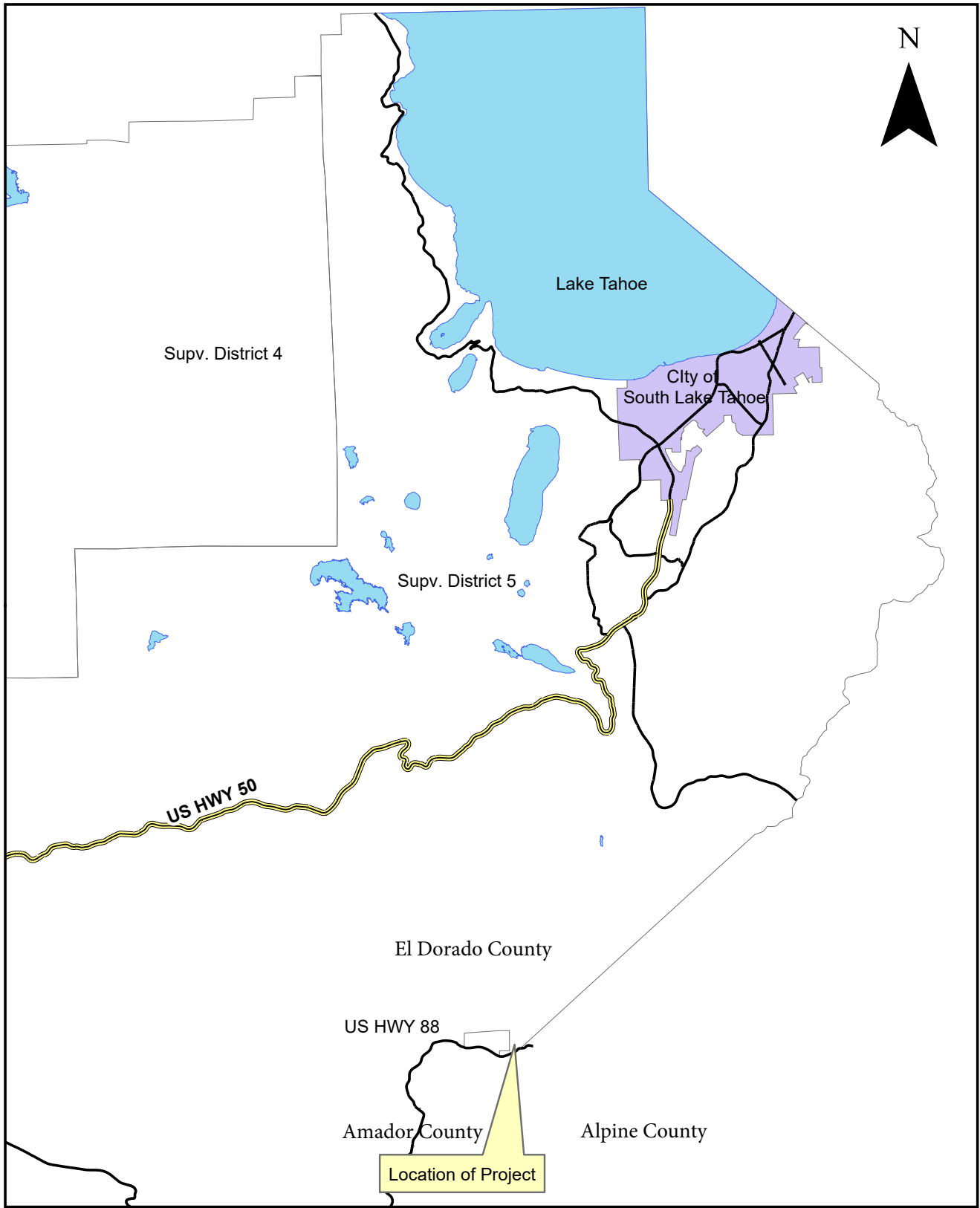
The appropriate form of CEQA document will be determined by the County following review of the formal application of the proposed project. The Applicant has agreed to preparation of a Supplemental EIR or Addendum to the EIR for the project.

**NOTE:** While staff take the utmost care to accurately represent County Codes, Policies and applicable past positions of staff, 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.....Record of Survey RS 034-047
- Exhibit C.....Current General Plan Land Use Map
- Exhibit D.....Current Zone District Map
- Exhibit E.....Applicants Project Description
- Exhibit F.....Applicants Consistency Review
- Exhibit G.....Kirkwood Resort 1988 Master Plan Land Use Map
- Exhibit H.....Current Kirkwood Specific Plan Land Use Map
- Exhibit I.....Kirkwood Station Existing Conditions
- Exhibit J.....Kirkwood Station 2003 Specific Plan and 2019 Concept Area
- Exhibit K.....Kirkwood Station Proposed Concept Plan
- Exhibit L.....Board of Supervisors Policy J-6, General Plan Amendment Initiation Process

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0 2.5 5 10 15 20 Miles

Kirkwood Station/039-070-018/PA19-0007

Exhibit A

THE PURPOSE OF THIS SURVEY IS TO DELINEATE AND POSITION THE SURVEYED PROPERTY AND TO LOCATE AND IDENTIFY THE CORNERS OF THE SURVEYED PROPERTY IN ACCORDANCE WITH SECTION 5422(b)(3) OF THE PROFESSIONAL LAND SURVEYORS ACT.

**LEGEND**

- ⊠ FOUND SECTION CORNER AS INDICATED
- ⊡ FOUND 1/4 CORNER AS INDICATED
- ⊙ FOUND POINT AS INDICATED
- FOUND CALIBRATED CONCRETE MONUMENT
- ⊕ DIMENSION POINT, NOTHING FOUND OR SET
- △ SET 5/8" REBAR WITH PLASTIC CAP OR SET W/ASHER, PLS. R&D.
- (R) RECORD OF SURVEY FOR KIRKWOOD PARCEL IN EL DORADO COUNTY, OCTOBER 28, 1986 IN BOOK 1 OF RECORDS OF SURVEY AT PAGE 77.
- (R2) FILED FROM RECORDATION UNIT 2 PARCEL MAP FOR KIRKWOOD PARCEL IN EL DORADO COUNTY, OCTOBER 28, 1986 IN BOOK 1 OF RECORDS OF SURVEY AT PAGE 77.
- (R3) FILED FROM RECORDATION UNIT 2 PARCEL MAP FOR KIRKWOOD PARCEL IN EL DORADO COUNTY, OCTOBER 28, 1986 IN BOOK 1 OF RECORDS OF SURVEY AT PAGE 77.
- (C) CALCULATED POSITION

**BASIS OF BEARING**

UNBARRICADED - THE NORTH LINE OF THAT CERTAIN 77.25 ACRE PARCEL, RECORD DISTANCES SHOWN ARE DISTANCES, DIVIDE BY 1000000 PER (R).

**LINE TABLE**

LINE	BEARING	LENGTH
L1	N25°09'34"W	65.34'
L2	S61°31'47"W	77.52'
L3	S41°33'46"W	104.70'
L4	S50°27'15"E	91.00'
L5	S07°01'08"W	86.44'
L6	S07°01'08"W	164.54'
L7	S02°28'02"E	147.00'
L8	S02°28'02"E	225.19'
L9	S07°07'07"E	210.00'

**CURVE TABLE**

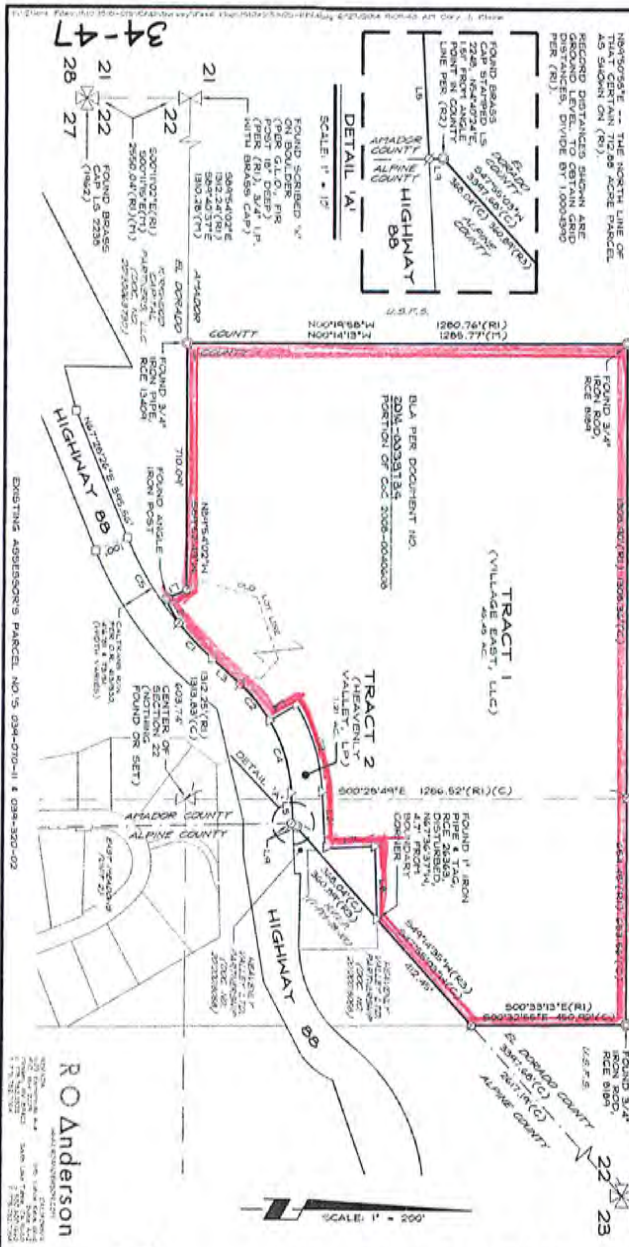
CURVE	DELTA	RADIUS	LENGTH	CHORD BEARING	CHORD LENGTH
C1	140°29'34"	450.00'	142.93'	S49°20'44"W	142.80'
C2	141°27'10"	450.00'	131.31'	S50°46'15"W	134.78'
C3	142°24'51"	450.00'	204.24'	S73°02'21"W	201.44'
C4	141°27'10"	450.00'	218.51'	S73°02'21"W	217.63'
C5	141°27'10"	450.00'	208.70'	S68°24'04"W	207.54'

**BASIS OF BEARING**

UNBARRICADED - THE NORTH LINE OF THAT CERTAIN 77.25 ACRE PARCEL, RECORD DISTANCES SHOWN ARE DISTANCES, DIVIDE BY 1000000 PER (R).

**CALCULATED POSITION**

FOUND 3/4" IRON ROD, RICE BORN (R) FOUND 3/4" IRON ROD, RICE BORN (R) FOUND 3/4" IRON ROD, RICE BORN (R) FOUND 3/4" IRON ROD, RICE BORN (R) FOUND 3/4" IRON ROD, RICE BORN (R)



**RECORD OF SURVEY**  
 BEING A PORTION OF SECTION 22, T.10N., R.17E., M.D.M., COUNTY OF EL DORADO, STATE OF CALIFORNIA  
**34-47**

SCALE: 1" = 200'



**SURVEYOR'S STATEMENT**  
 THIS MAP HAS BEEN EXAMINED IN ACCORDANCE WITH THE PROFESSIONAL LAND SURVEYORS ACT AND UNDER MY DIRECTION IN CONFORMANCE WITH THE ACT, I HAVE FOUND THE SURVEY TO BE IN ACCORDANCE WITH THE ACT.  
 DATE OF SURVEY: 2014

CONY J. KLEINE  
 DATE: 11/31/2014  
 COUNTY SURVEYOR'S STATEMENT



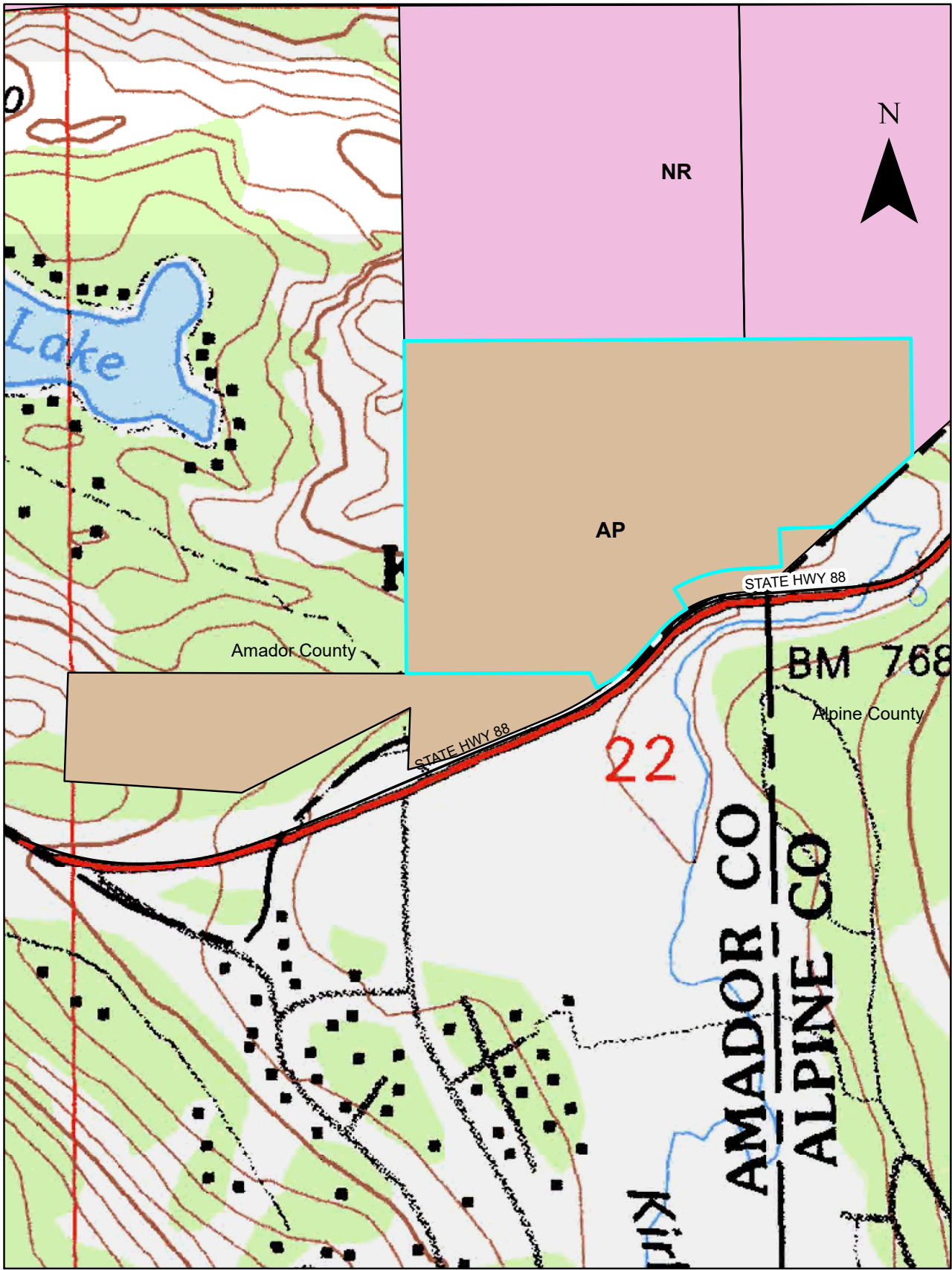
**COUNTY SURVEYOR'S STATEMENT**  
 THIS MAP HAS BEEN EXAMINED IN ACCORDANCE WITH THE PROFESSIONAL LAND SURVEYORS ACT AND UNDER MY DIRECTION IN CONFORMANCE WITH THE ACT, I HAVE FOUND THE SURVEY TO BE IN ACCORDANCE WITH THE ACT.  
 DATE OF SURVEY: 2014

**COUNTY RECORDER'S STATEMENT**  
 FILED THIS 21st DAY OF September 2014, AT 11:31:20 IN BOOK 34 OF RECORD OF SURVEYS AT PAGE 47 AT THE REQUEST OF CONY J. KLEINE.  
 DOCUMENT NO. 2014-00387816

William E. Schultz  
 COUNTY RECORDER, CLERK  
 COUNTY OF EL DORADO, CALIFORNIA

Exhibit B





0.075 0.15 0.3 0.45 0.6 Miles

Exhibit C Kirkwood Station/039-070-018/PA19-0007

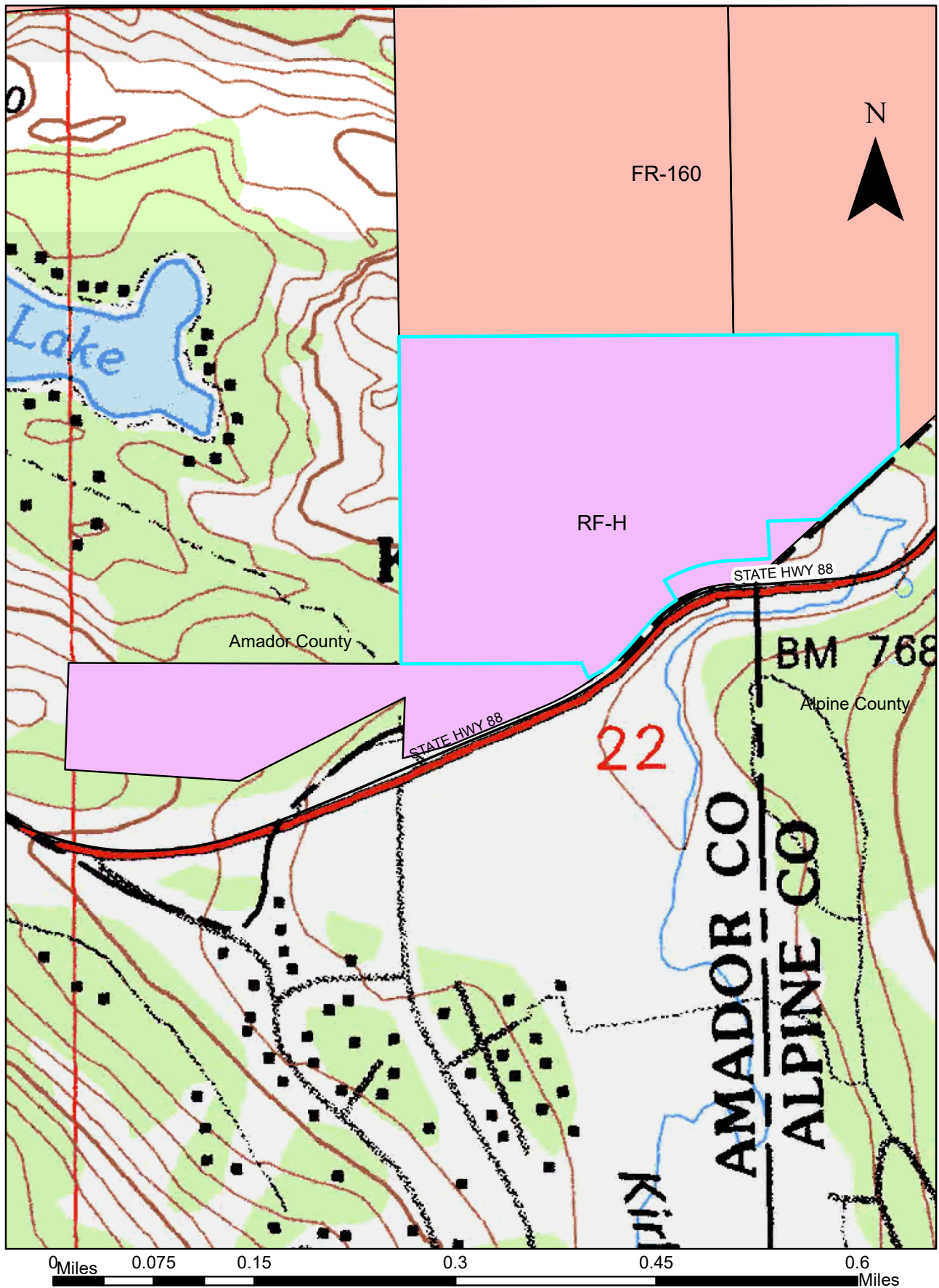


Exhibit D

Kirkwood Station/039-070-018/PA19-0007

## **Kirkwood Station**

### **Introduction**

The Kirkwood Station property is located across from Kirkwood Mountain Resort in the Sierra Nevada Mountains. The site has roots dating back to the 1860s when Zachary Kirkwood opened a building on an adjoining site (now the Kirkwood Inn – a separate parcel owned by Vail Resorts), which served as his headquarters and soon became a hostelry, post office, and stage depot. The site offers numerous outdoor recreation opportunities including easy access to Kirkwood Ski Resort, Kirkwood Lake, a meadow and stream, and endless cross-country skiing and hiking trails through bordering National Forest lands. It is our goal share this land with guests through a considerate and respectful development of hospitality options. This parcel inspires us to respect the natural setting of the site and minimize the impact of any development in order to leave as much of the land undisturbed as possible.

### **Development & Use**

Lodge & Spa (65 rooms)

Restaurant & Event Space

Camping Cabins (30) operated seasonally (closed in winter)

Full Service Cabins (10)

The Lodge & Spa will be constructed in a style that matches the natural setting. Images shown in the presentation deck are meant to convey a style that blends in with the landscape and is shorter than the tree line. The location takes advantage of the existing Vail Resorts Nordic Center and will be “ski-in/out” for cross-country. The building will house rooms, a spa, back of house, and be adjacent to seasonal pools and hot tubs.

The Restaurant & Event building is located where an existing house sits on the south end of the property. The site is located well above the road level, keeping it out of view from cars. Large windows allow for show stopping views across Kirkwood meadow. The Restaurant, located on the ground floor, is intended to serve the 3-meal needs of hotel guests, but will be open to the general public. Above the restaurant will sit an event, meeting, and banquet venue serviced by the restaurant. The venue will host weddings, special events, and corporate meetings throughout the year.

Camping Cabins will offer a first of it’s kind experience in the Tahoe region and allow the property with accommodate more visitors during summer months in an effort to increase summer recreation at Kirkwood and nearby lakes. The cabins will not have running water or bathrooms. Three support buildings will house amenities including bathrooms and showers. The experience is similar to “glamping” concepts that have been developed throughout the US, but the type of cabin is unique and well suited to Kirkwood Station. Parallel parking spaces will be built along the road leading to the Camping Cabins.

Full service cabins will be located west of the main Lodge and offer guests an additional lodging option. The cabins feature all the comforts of the Lodge with more space for families and groups to spread out. Several prefab options, such as products from Wheelhaus, are under consideration for these cabins.

### **Recreation**

We intend to ensure numerous options for the general public to access trails that pass through the site. As noted on our site concept, a public trailhead will be added at the southeastern portion of the property. Any existing trails, including winter cross-country trails, that pass through development areas will be re-located to ensure we respect access to recreation.

## **Exhibit E**



VIA EMAIL

December 28, 2019



Mr. Brendan Ferry  
El Dorado County  
924 B Emerald Bay Road  
South Lake Tahoe, California 96150  
*brendan.ferry@edcgov.us*

**Subject: Kirkwood Station Environmental Review**

Brendan:

Thank you again for your assistance with our application for the Kirkwood Station project. We are extremely excited to bring this project forward. The support we have seen through our initial outreach to the community through several virtual townhalls and public meeting forums such as the Tri-County Technical Advisory Committee and Kirkwood Meadows Public Utilities District have confirmed Kirkwood Station will provide much desired benefits to the community. It will also bring Kirkwood closer to reaching its full potential while simultaneously enhancing the local economy and driving property and transient occupancy revenues to the County.

## **BACKGROUND**

As discussed, in advance of the Technical Advisory Committee (TAC) meeting on January 6 where you and TAC will be reviewing the environmental documents associated with this project, I thought it might be helpful to provide a brief overview of the environmental analysis and documentation related to the site performed to date. Upon review, we hope you will agree that this environmental analysis/documentation demonstrates that most, if not all, of the environmental impacts of the proposed project have been analyzed appropriately. Given this background, our hope is that the TAC Meeting should be able to validate the relevance of the existing environmental analysis/documentation and determine that very little, if any, supplemental analysis is required.

As you know, the Kirkwood area lies within the three Counties of Amador, Alpine, and El Dorado and environmental review of the project area has been carefully coordinated among the three counties for decades. Specifically, under a Joint Power Authority between the three Counties, the Counties formed the Tri-County Technical Advisory Committee (TC-TAC), as a special planning body to meet monthly and provide coordinated planning and environmental review for Kirkwood. A single EIR and Specific Plan for Kirkwood was prepared and recommended for adoption by TC-TAC and, while El Dorado County could not formally adopt the 2003 Kirkwood Specific Plan and EIR at the time, due to the status of the El Dorado County General Plan, the County has played an ongoing active and formal role in the planning and environmental analysis of development in Kirkwood over the years.

For context, the entire El Dorado County portion of the Kirkwood Specific Plan represents just 60 of the 732 acres covered by the Specific Plan and EIR (8%+/-). Given the amount of open space, the El Dorado County portion of the Kirkwood Specific Plan represents an even smaller percentage of the overall land disturbance and overnight population contemplated in the EIR and this specific proposal represents an even smaller impact than analyzed in the EIR.

## **Exhibit F**

## EXISTING ENVIRONMENTAL REVIEW

The Kirkwood Specific Plan and EIR took a comprehensive approach to analyzing future development and environmental impacts of all future development parcels across all three counties making up Kirkwood. All three Counties participated in TC-TACs public meetings, review and directions for refinement. The Kirkwood Specific Plan was subsequently recommended for approval by TC-TAC (the planning representatives of all three Counties) and then approved by the Planning Commissions and Boards of Supervisors of Amador and Alpine Counties. As part of the Specific Plan and EIR, there were numerous ongoing Mitigation Monitoring requirements, recurring studies and reports, and the recent “10-Year Review” which included review of unanticipated impacts and any recommended supplementary CEQA analysis. Thus, the breadth of the Specific Plan and EIR land use and environmental review provides a substantial record for a project that is just now being submitted to El Dorado County’s land use entitlement process. This environmental review includes:

1. 1988 Plan: While the Kirkwood Specific Plan was updated in 2003, due to the status of the El Dorado County General Plan, it was only able to be approved in Alpine and Amador Counties. Thus the “baseline” for development in El Dorado County remains the 1988 Master Plan. The 2003 Specific Plan shifted considerable density from El Dorado County to Kirkwood’s “main village” (located in Alpine County) and thus the impacts proposed in El Dorado County herein are significantly reduced from the 1988 Master Plan.
2. 2003 Specific Plan & EIR: A complete Specific Plan and accompanying EIR was reviewed by El Dorado, Alpine, and Amador Counties and in 2003 recommended for approval by TRI-TAC and subsequently approved by Alpine and Amador Counties. Again, while the El Dorado County portion of the development proposed in Kirkwood at the time represented just a single development area and a small fraction of the overall development proposal, the cumulative impacts of all proposed development across all three counties was analyzed in detail and included in the Kirkwood EIR.
3. Mitigation Monitoring Studies and Reports: In addition to the volume of studies prepared for the original Kirkwood EIR, countless ongoing studies required by the EIR’s Mitigation Monitoring program have been (and are being) regularly submitted and reviewed by TRI-TAC. These studies include traffic (3-year interval), parking (annual), employee housing (annual), flora and fauna, water quality, and numerous other studies. To date, these studies have all demonstrated no unanticipated environmental impacts and ongoing compliance with the Specific Plan.
4. “Ten-Year Review”: Perhaps most importantly, the 2003 Specific Plan required a re-analysis after ten-years to “...identify any shortcomings and make recommendations for adjustment to conditions to overcome those shortcomings,...identify any new circumstances or unanticipated impacts that were not foreseen when the EIR was certified and the Proposed Project approved...and recommend whether or not supplemental CEQA documentation may be necessary”. After significant public input and review the final version of the Ten-year Review report concluded there were no new circumstances or unanticipated impacts and that supplemental CEQA documentation was not necessary. This report was released in 2016 and subsequently approved/accepted by TC-TAC (with El Dorado County represented) and the Planning Commissions and Boards of Supervisors of Alpine and Amador Counties in 2017.

**EL DORADO COUNTY PROJECT-SPECIFIC DETAILS**

The detailed Kirkwood Station project now proposed in El Dorado County, refines the lodge and cabin land use concepts included in the Kirkwood Specific Plan and EIR based on more detailed site and topographic information and more detailed design. The proposed project provides for even lower impacts relative to the impacts contemplated in the Kirkwood EIR and Specific Plan (which in and of itself represents a significant reduction in impacts in El Dorado County relative to the 1988 Master Plan currently in place). The proposed project involves approximately 7.8 acres of development area relative to the approximately 12.4 acres depicted in the Specific Plan (and larger area studied in the EIR). Additionally, the proposed project represents a reduced number of total “people-at-one-time” (“PAOT”), particularly during the peak winter periods, as summarized below:

<b>MAX OCCUPANCY COMPARISON MATRIX</b>	<b>Hotel Rooms</b>	<b>Camping Cabins</b>	<b>Serviced Cabins</b>	<b>Total</b>	<b>Specific Plan Max 4BR Condo</b>
<b>Units</b>	65	30	10	105	40
<b>Beds</b>	78	30	18	126	192
<b>Population @ 100%</b>	140	54	32	227	346
<b>WINTER MAX DENSITY</b>	<b>Hotel Rooms</b>	<b>Camping Cabins</b>	<b>Serviced Cabins</b>	<b>Total</b>	<b>Specific Plan Max 4BR Condo</b>
<b>Units</b>	65	0	10	75	40
<b>Beds</b>	78	0	18	96	192
<b>Population @ 100%</b>	140	0	32	173	346

While we anticipate that the County may want to require some minor supplementary studies to address recent changes in CEQA methodology, such as addressing greenhouse-gas (GHG) and vehicle miles traveled (VMT), we are hoping that TAC and El Dorado County will agree that the environmental analysis and documentation that is in place is sufficient to satisfy the environmental document requirement (step 4 of the “Zone Change and General Plan Amendment” process) and upon receipt of the formal application following this “Conceptual Review” to move directly into the hearing process. As you know, the construction season in Kirkwood’s high alpine environment is short, and we would very much like to see his project be able to get its infrastructure started in time to beat next winter’s snowfall.

Please share this letter amongst the TAC members and let me know if you or anyone else has any questions or if there is any additional information that would be helpful in advance of the January 6 TAC meeting.

Sincerely,

VILLAGE EAST LLC



Nate Whaley  
 Managing Director

copy: Justin Watzka, Tallac Hospitality ([justin@tallac.co](mailto:justin@tallac.co))

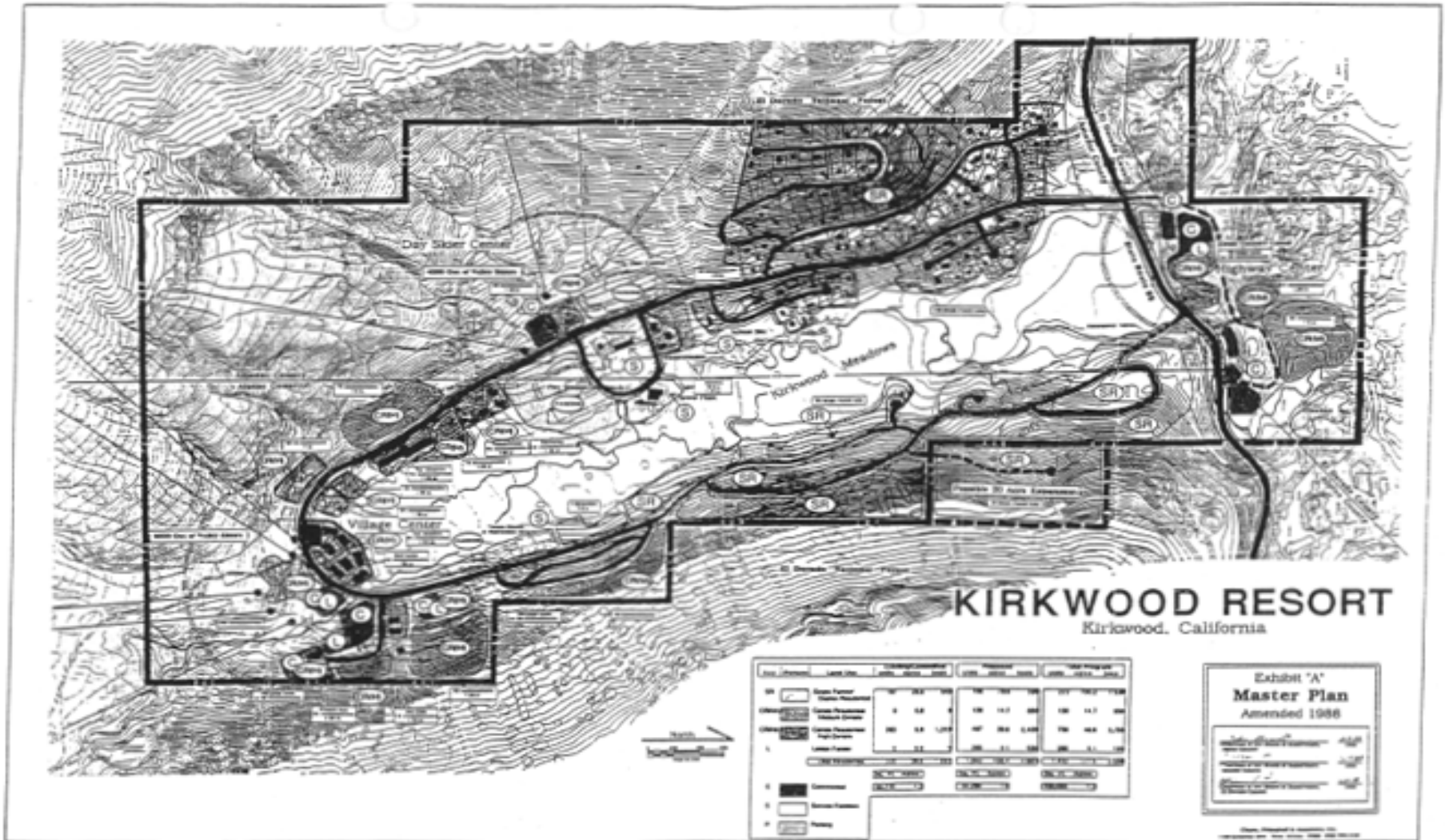


Exhibit G

Kirkwood 2003 Specific Plan

**FIGURE 4.1 SPECIFIC PLAN  
LAND USE MAP**

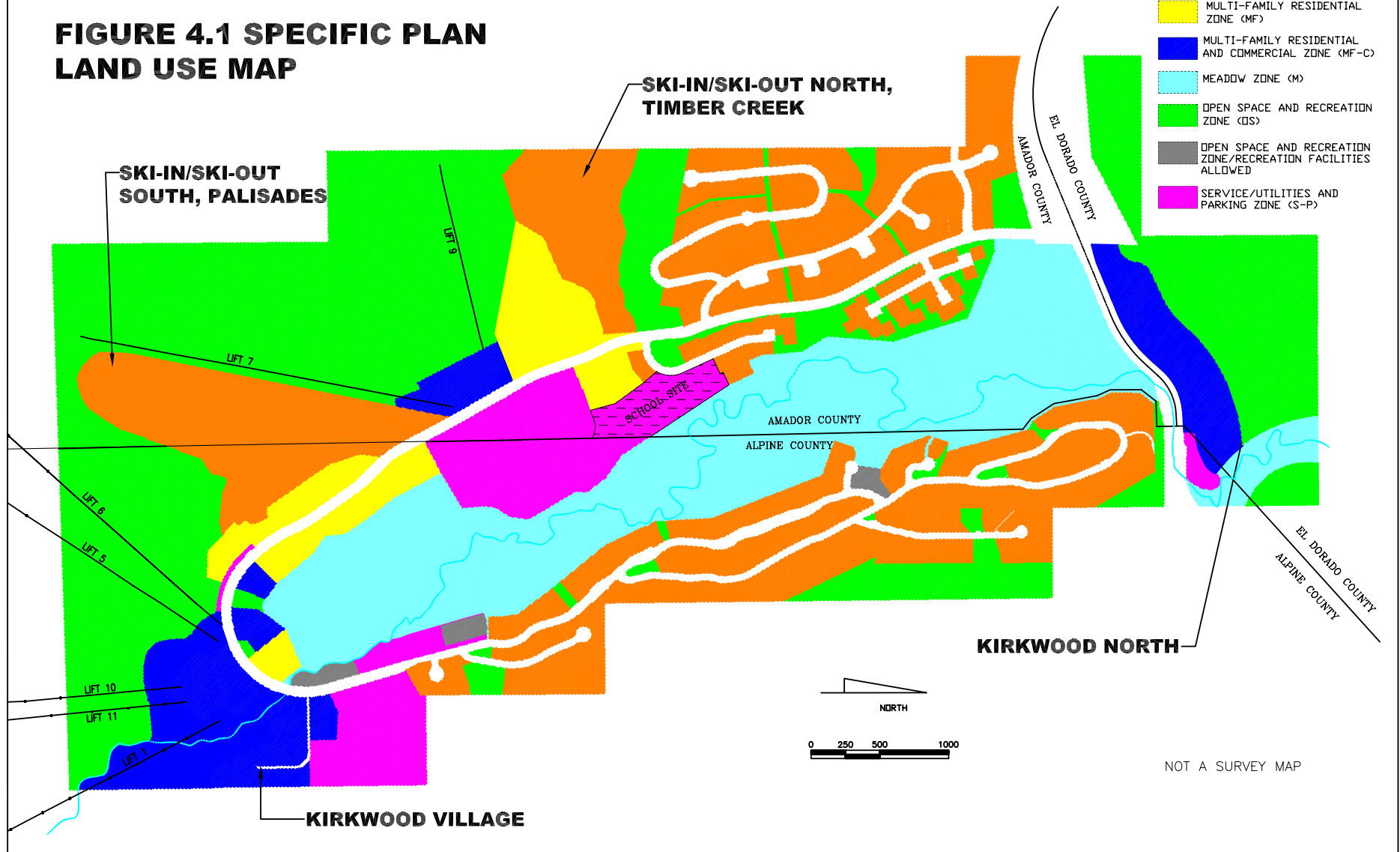


Exhibit H

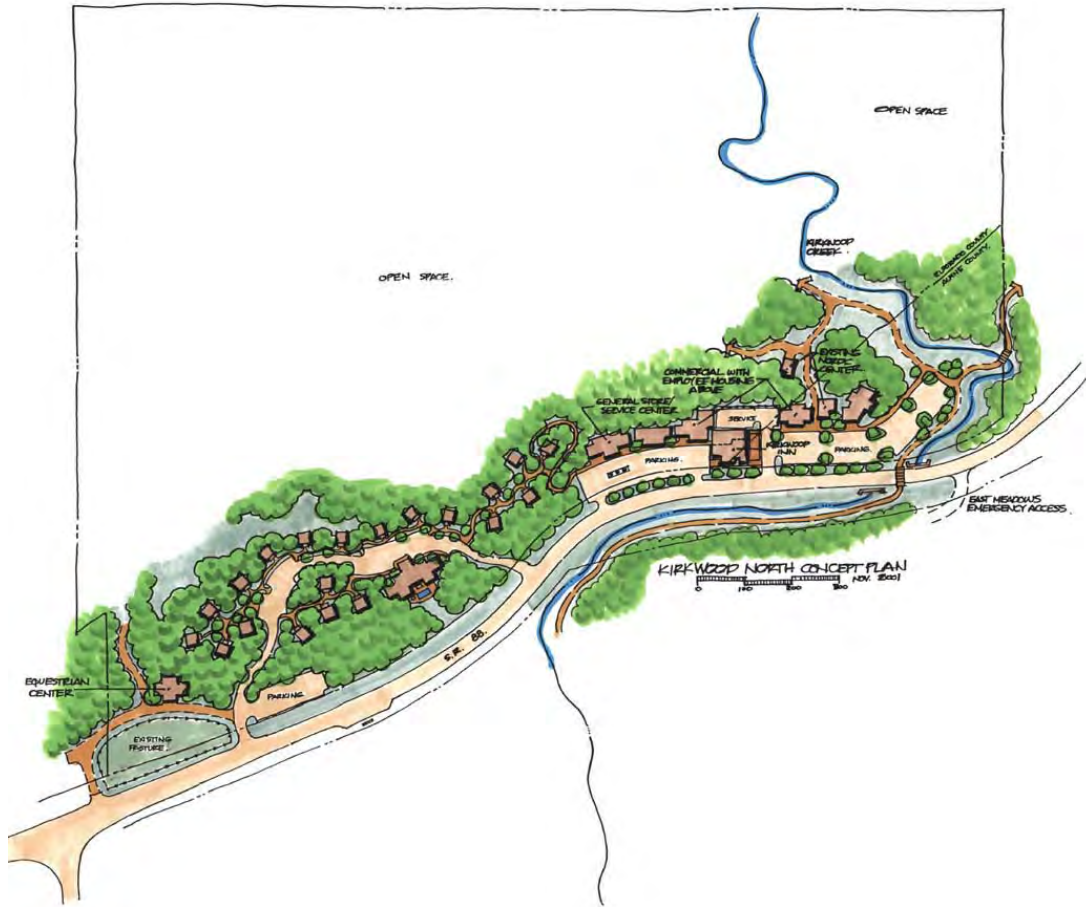


Exhibit H

Figure 4.2  
Kirkwood North Illustrative Plan





**KIRKWOOD STATION**  
 KIRKWOOD, CA • TALLAC HOSPITALITY

Existing Conditions Plan

DESIGNWORKSHOP  
 August 2019

Exhibit I



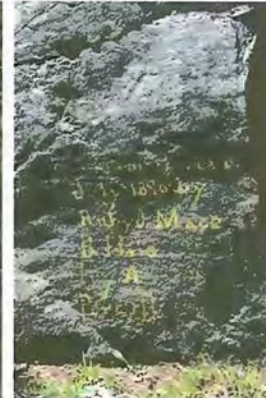
## Existing Conditions Photos



1. Main entrance, looking back towards Highway 88.



2. Access drive to camping cabins.



3. National Forest boundary and Mace Camp historical marker, north of outdoor event space.



4. Event space location.



5. Meadow below outdoor event space looking southeast.



6. Meadow below outdoor event space looking east.

**KIRKWOOD STATION**  
KIRKWOOD, CA • TALLAC HOSPITALITY

DESIGNWORKSHOP  
August 2019



## Existing Conditions Photos



7. Emergence vehicle access to Highway 88.



8. View to Kirkwood Valley from the restaurant and event space building location.



9. View from Lodge location looking towards Kirkwood Valley.



10. Location of new parking area.



11. Untouched boulder outcrop to the south of full service cabins.



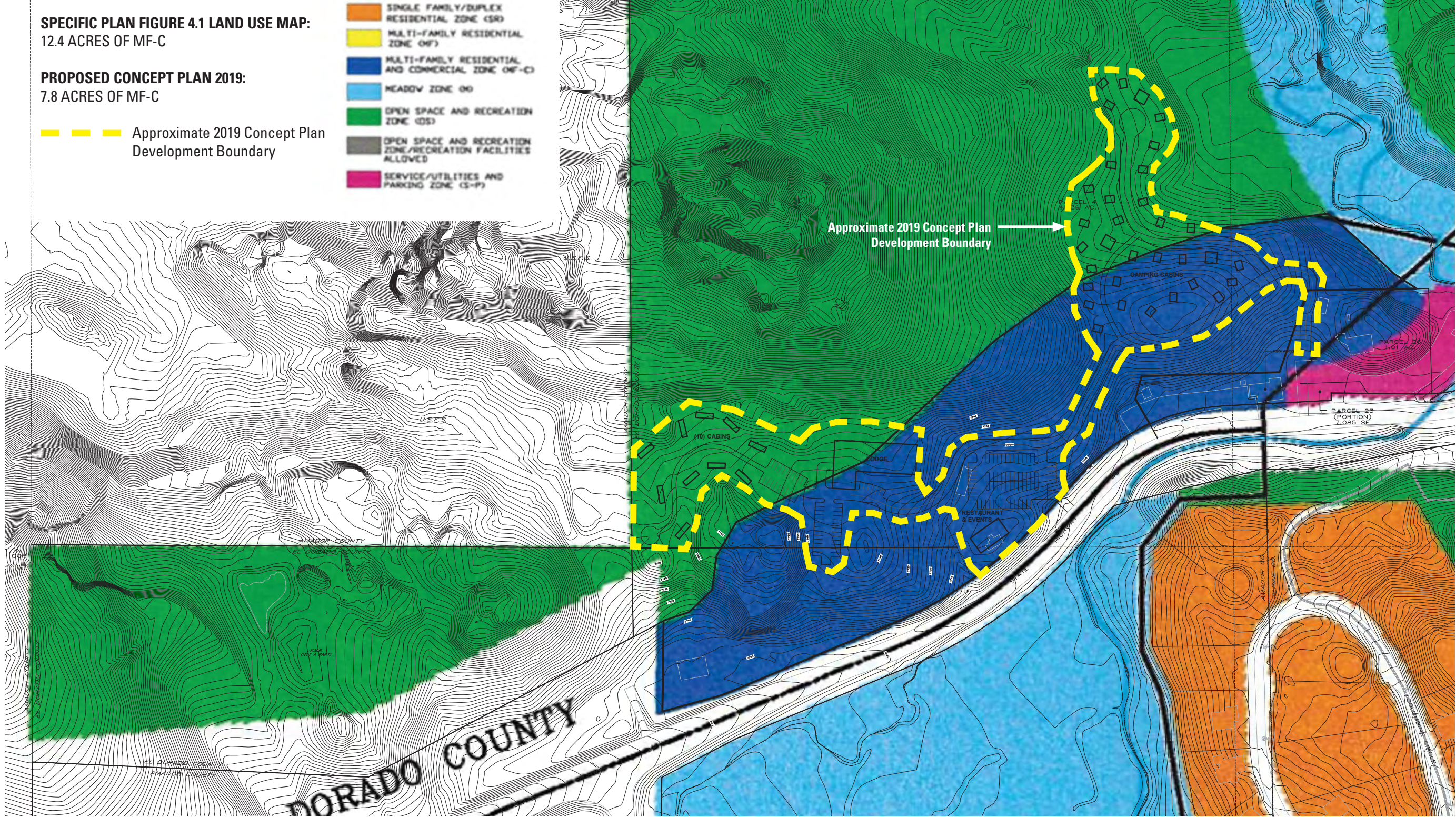
11. Location of full service cabins looking west

**KIRKWOOD STATION**  
KIRKWOOD, CA • TALLAC HOSPITALITY

**DESIGNWORKSHOP**  
August 2019



# Proposed Development Compared to Specific Plan



**KIRKWOOD STATION**  
KIRKWOOD, CA • TALLAC HOSPITALITY

DESIGNWORKSHOP  
August 2019

Exhibit J





**KIRKWOOD STATION**  
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 Exhibit K

Proposed Concept Plan

DESIGNWORKSHOP  
 August 2019



# Inspiration Photos - Camping Cabins



Source: <https://www.dropstructures.ca/mono>



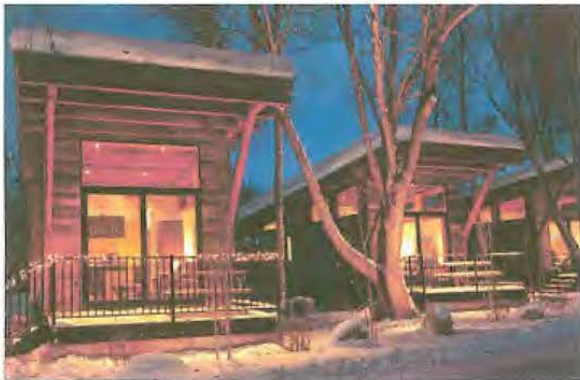
**KIRKWOOD STATION**  
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# Inspiration Photos - Full Service Cabins

Source: <https://www.wheelhaus.com>



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# Inspiration Photos - Spa and Resort

Source: Internet search for Ten Thousand Waves and Satoyama Jujo



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# Inspiration Photos - Event Space

Source: Internet search and personal photos



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# Inspiration Photos - Lodge/Restaurant Events Building

Source: Internet search and Design Workshop



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August 2019





COUNTY OF EL DORADO, CALIFORNIA  
BOARD OF SUPERVISORS POLICY

<b>Subject:</b> GENERAL PLAN AMENDMENT INITIATION PROCESS	<b>Policy Number</b> J-6	<b>Page Number:</b> Page 1 of 4
	<b>Date Adopted:</b> 12/10/13	<b>Revised Date:</b>

**BACKGROUND:**

The El Dorado County General Plan is the comprehensive, long-term plan for the physical development of the county. State planning law requires the County to develop, adopt and maintain a legally adequate general plan, and provides for periodic monitoring, update and amendment of the general plan. The El Dorado County General Plan implements State planning law by providing for periodic monitoring of development activity and adjustment of the development potential of properties or modification of Community Region and Rural Center boundaries as the County deems necessary.

On April 4, 2011, the County completed the first five-year review following adoption of the General Plan. The County assessed prior activity and determined that the basic General Plan Assumptions, Strategies, Concepts and Objectives were still generally valid, and that land-use amendments would not be needed at this time. The County identified a number of General Plan policy revisions that would reinforce certain priorities including creation of jobs, provision of housing affordable to moderate-income households, retention of sales tax revenue, promotion and protection of agriculture and compliance with revisions in state law. The County initiated a Targeted General Plan Amendment to address the identified policy revisions.

State planning law permits General Plan Amendments to be initiated by the County or by a private party. A property owner may request a General Plan Amendment by submitting an application. Although a property owner has the right to submit amendment requests to the County, not all such requests further the County's goals and priorities. Considering the significant investment that is required to initiate and process a development application, the Board has determined a procedure is needed to ensure that applicants are fully informed of the potential issues and risks associated with privately initiated General Plan Amendments, applications for new Specific Plans and Specific Plan Amendments, This policy is issued to

**Exhibit L**



COUNTY OF EL DORADO, CALIFORNIA  
BOARD OF SUPERVISORS POLICY

<b>Subject:</b> <b>GENERAL PLAN AMENDMENT INITIATION PROCESS</b>	<b>Policy Number</b> <b>J-6</b>	<b>Page Number:</b> <b>Page 2 of 4</b>
	<b>Date Adopted:</b> <b>12/10/13</b>	<b>Revised Date:</b>

specify the manner in which amendments to the El Dorado County General Plan, Specific Plan Applications and Specific Plan Amendments sought by private parties shall be initiated pursuant to Government Code Section 65358 (general plan amendments), Government Code Section 65453 (specific plan amendments), and General Plan Policies [2.9.1.1 through 2.9.1.6.]

**POLICY:**

It is the policy of the Board of Supervisors (Board) that any privately-initiated application to amend the General Plan, adopt a new Specific Plan, and/or amend a Specific Plan (herein collectively referred to as “Applications”) proposing to increase allowable residential densities shall require an “Initiation” hearing before the Board. The “Initiation” hearing is the first point of consideration by a decision maker and is intentionally limited in scope. The hearing shall focus on the fundamental question of whether the proposed Application -complies with the Criteria described below in this section.

This policy shall apply only to Applications submitted after the effective date of this policy.

**General Plan Amendment Initiation Process**

Applicants shall submit a complete application to the Community Development Agency. The completed application shall include, but not be limited to, the following items:

1. A description of the proposed project and General Plan amendment, Specific Plan, or Specific Plan amendment, as applicable, including a discussion of the elements and policies to be amended, the reasons for the amendment, and compliance with the criteria below;



COUNTY OF EL DORADO, CALIFORNIA  
BOARD OF SUPERVISORS POLICY

<b>Subject:</b> <b>GENERAL PLAN AMENDMENT INITIATION PROCESS</b>	<b>Policy Number</b> <b>J-6</b>	<b>Page Number:</b> <b>Page 3 of 4</b>
	<b>Date Adopted:</b> <b>12/10/13</b>	<b>Revised Date:</b>

2. Vicinity and Location Maps;
3. Site plan(s) showing existing and proposed general plan land use designations for the subject property and surrounding properties;
4. Optional exhibits, such as photographs or aerial photographs.

Once staff has determined that the application is complete, a staff report shall be prepared by staff and the Application shall be referred to the Board of Supervisors for a hearing to evaluate whether the application complies with the criteria identified below. The County will strive to schedule this hearing within 60 days from the date staff determines the application is complete.

Notice of the hearing shall be provided in the manner required by Government Code section 65091 or as otherwise required by County Ordinance or Resolution.

**Criteria for Initiation of General Plan Amendments**

Applications shall be evaluated to determine whether it complies with the following criteria:

1. The proposed Application is consistent with the goals and objectives of the General Plan; and
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; and
3. The Application meets one or more of the following goals and objectives:
  - A. Increases employment opportunities within El Dorado County.



COUNTY OF EL DORADO, CALIFORNIA  
BOARD OF SUPERVISORS POLICY

<b>Subject:</b> <b>GENERAL PLAN AMENDMENT INITIATION PROCESS</b>	<b>Policy Number</b> J-6	<b>Page Number:</b> Page 4 of 4
	<b>Date Adopted:</b> 12/10/13	<b>Revised Date:</b>

- B. Promotes the development of housing affordable to moderate income households.
  - C. Provides additional opportunities to retain retail sales and sales tax revenues within El Dorado County.
  - D. Protects and enhances the agricultural and natural resource industries;
  - E. Is necessary to comply with changes in state or federal law;, and;
4. The Application is consistent with any applicable Board adopted community vision and implementation plan.

**Exemptions**

General Plan and Specific Plan amendments necessary to correct technical errors or mapping errors, to facilitate the development of qualified housing projects available to very low or low income households, to protect the public health and safety, or that propose to increase allowable density/intensity by less than 50 dwelling units are exempt from the provisions of this policy.

**POLICY REVIEW:** This Board Policy shall be reviewed no less than annually to assess whether this policy is working effectively and as intended.