

**COUNTY OF EL DORADO PLANNING AND BUILDING
DEPARTMENT
PLANNING COMMISSION
STAFF REPORT**



Agenda of: November 14, 2019
Staff: Mel Pabalinas

**GENERAL PLAN AMENDMENT/SPECIFIC PLAN/ REZONE/
PLANNED DEVELOPMENT/TENTATIVE SUBDIVISION MAP/
DEVELOPMENT AGREEMENT**

FILE NUMBERS: A14-0003/SP12-0002/SP86-0002-R/Z14-0005/PD14-0004/TM14-1516/DA14-0003/Central El Dorado Hills Specific Plan

APPLICANT: Serrano Associates, LLC

REQUEST: Proposed Central El Dorado Hills Specific Plan (CEDHSP) consisting of the development of Serrano Westside planning (234 acres) and Pedregal planning areas (102 acres) (**Exhibit A**). The project is based on the following entitlement requests:

A. General Plan Amendments

1. An amendment to the County General Plan Land Use Map designation of subject lands in the CEDHSP from High Density Residential (HDR) (1–5 du/ac), Multifamily Residential (MFR) (5–24 du/ac), Commercial (C), Open Space (OS), and Adopted Plan-El Dorado Hills Specific Plan (AP-EDHSP) to Adopted Plan-Central El Dorado Hills Specific Plan (AP-CEDHSP) and CEDHSP land use designations Village Residential – Low (VRL) 1.0 du/ac), Village Residential – High (VRH) (14–24 du/ac), Village Residential Medium – High (VRM-H) (8–14 du/ac), Village Residential Medium – Low (VRM-L) (5–8 du/ac), Civic-Limited Commercial (C-LC), Open Space (OS), and Community Park (CP) (**Exhibit B**);
2. An amendment to the County General Plan Land Use Map designation of transferred lands approximately 136 acres in AP-EDHSP as Open Space (OS) in CEDHSP;

B. El Dorado Hills Specific Plan (EDHSP) Amendments

1. An amendment to the EDHSP to transfer approximately 142 approximately acres (currently within Serrano Village D-1, Lots C and D and a portion of open space by Village D2) affecting portions of APN 121-040-20, 121-040-29, 121-040-31, and 121-120-24 from the EDHSP area to the CEDHSP area;
2. An amendment to the EDHSP to transfer a total of approximately 0.50 acres affecting a portion of APN 121-160-05 from the former Executive Golf Course area to the EDHSP area;

C. Specific Plan Adoption

Adoption and implementation of a comprehensive plan (CDEHSP) regulating the development and management of up to 1,000 dwelling units, 11 acres of civic-limited commercial use, approximately 15 acres of public community park, one acre of neighborhood park, and approximately 174 acres of natural open space (**Attachment 1**). **Attachment 2** consists of proposed textual edits to the specific plan. The CDEHSP adoption includes adoption of its Public Facilities Financing Plan (PFFP) (**Attachment 3**).

D. Rezone

1. Rezone existing zoning districts from Single Unit Residential (R1), Single Unit Residential-Planned Development (R1-PD), Multi Residential (RM), Recreational Facility, High Intensity (RF-H), and Open Space (OS) to CEDHSP zone districts Multi-family Residential-Planned Development Medium Density (8-14 du/ac) and High Density (14-24 du/ac) (RM1-PD, RM2-PD), Single-Family Residential-Planned Development (R20-PD [20,000 square foot minimum lot] and R4-PD [4,000-square foot minimum lot], Civic-Limited Commercial-Planned Development (CL1-PD), Community Park (RFH1-PD), and Open Space-Planned Development (OS1-PD) (**Exhibit C**);
2. Rezone existing zoning district of transferred lands in AP-EDHSP as OS1-PD.

E. Large Lot Tentative Subdivision Map

Division of the CEDHSP plan area into six large lots for purposes of sale, lease, or financing of the development within the specific plan area (**Exhibit D**).

F. Planned Development Permit

Establishment of a Development Plan for the proposed CEDHSP development that includes construction of up to 1,000 dwelling units if age-restricted housing is provided, up to 50,000 square foot of limited commercial or civic uses, and establishment of approximately 51 percent of the site for open space area and park uses.

G. Development Agreement

Enter and execute a Development Agreement between the County of El Dorado and Serrano Associates, LLC for the CEDHSP (**Attachment 4**).

LOCATION: The CEDHSP is in the El Dorado Hills Community Region and is adjacent to El Dorado Hills Boulevard north of US 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 (**Exhibit A**). Supervisorial District 1

APNs: 121-160-005; 121-040-020, -029, -031; 120-050-001, -005; 121-120-024 (portion); (**Exhibit G**)

ACREAGE: 336 acres

GENERAL PLAN: OS-Open Space, C-Commercial, HDR-High Density residential, MFR-Multifamily Residential, AP-Adopted Plan (**Exhibit J**)

ZONING: Recreational Facilities (RF), Single-Unit Residential-Planned Development (R1-PD), Single-Unit Residential (R1), and Open Space (OS) (**Exhibit K**)

ENVIRONMENTAL DOCUMENT: Central El Dorado Hills Specific Plan Final Environmental Impact Report (EIR) (State Clearinghouse No. 2013022044), which includes the Draft EIR and Partial Recirculated Draft EIR (**Attachment 5**).

RECOMMENDATION: Staff recommends that the Planning Commission review the staff report, receive public comment, recommend certification of the Central El Dorado Hills Specific Plan Final EIR, and direct staff on recommendations to the Board of Supervisors regarding the CEDHSP.

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1.0 EXECUTIVE SUMMARY

Central El Dorado Hills Specific Plan (CEDHSP) is a plan for the amendment of the County General Plan Land Use Map to create a new mixed development within a developed portion of the El Dorado Hills Community Region. This development would serve as infill development with the El Dorado Hills community. Since the release of the Draft EIR, the project design has been modified that has reduced the anticipated development potential to 737 residential dwelling units. The project could still reach 1,000 residential dwelling units if age-restricted housing is provided (see **Table 3**). Development of the CEDHSP area would utilize existing road and utility infrastructure network, preserve prominent open space areas, and provide additional recreational opportunities.

A key consideration addressed in this staff report is whether the CEDHSP can be determined consistent with the El Dorado County General Plan (General Plan).

General Plans are the constitution of a community. They express the community's development goals and embodies public policy relative to the distribution of future land uses, both public and private. General plans establish community's land use, circulation, environmental, economic, and social goals, and policies as they relate to future growth and development. General plans also provide a basis for local government decision-making, including decisions on development approvals and exactions. The El Dorado County General Plan's goals, objectives, policies, and implementation measures are based on a central policy direction that is established in the Statement of Vision," "Plan Strategies," "Plan Concepts," and "Plan Objectives" that are identified in the Introduction Chapter of the General Plan. These are described in detail under "Staff Evaluation of Project" below.

The CEDHSP would amend County General Plan Land Use Map that would result in a new mix of higher density housing, commercial opportunities, and recreational amenities within the El Dorado Hills Community Region. The CEDHSP's amendments to the General Plan Land Use Map would be consistent with the central policy direction of the General Plan by:

- Clustering development that would maintain the urban character of the El Dorado Hills Community Region, while protecting open space and natural resource uses;
- Increasing the amount of median and affordable housing by providing a variety of housing types;
- Improve and expand local park and recreational facilities in El Dorado Hills;
- Promoting infill development in an area where infrastructure and roadways already exist; and
- Fully funding on-site services and apportioned share of off-site services.

2.0 PROJECT BACKGROUND

In 1988, the County of El Dorado approved the El Dorado Hills Specific Plan (EDHSP) for a total of 6,162 dwelling units, and the EDHSP has governed the development of the Serrano Master Planned Development community for more than 20 years. Development of the EDHSP has not reached its maximum build out. Currently, there are approximately 4,200-lots exist in the Serrano community. The

total anticipated build-out is estimated at 4,800–dwelling units, approximately 1,250 units less than approved.

The proposed CEDHSP is entirely located within in the El Dorado Hills Community Region and consists of 336 acres and is divided into two planning areas: the Serrano Westside planning area and the Pedregal planning area (**Exhibit A**).

The Serrano Westside planning area includes portions of the approved 1988 EDHSP and is currently planned for 135 dwelling units as part of Serrano Village D-1, Lots C and D (**Exhibit H**). This planning area also includes the former El Dorado Hills Executive Golf Course, a par 62, 100-acre recreational amenity constructed in the early 1960s as a temporary golf course marketing tool to attract homebuyers to El Dorado Hills. The property was acquired by Serrano Associates (formerly El Dorado Hills Investors, LLC) in early 1990s. The golf course was *not* part of or a mitigation for the 1988 El Dorado Hills Specific Plan¹ *nor* was it constructed as a mitigation requirement for the El Dorado Hills-Salmon Falls Area Plan.

The El Dorado Hills Community Services District (EDHCSD) commissioned a study from NGF Consulting to evaluate the capital investment needed to re-open El Dorado Hills Executive Golf Course in a way that would make it competitive in the local golf market. This study also projected the net cash flows that the EDHCSD could expect should it spend this money and operate the golf course as a municipal golf facility. The *Operational Feasibility Analysis for El Dorado Hills Golf Course* (May 2007) concluded that several municipal golf course operators in the region have struggled to operate as a result in a significant drop-off in rounds played. The report identified that Sacramento County’s Ancil Hoffman and Mather are down to approximately 70,000 rounds played from respective peaks of 110,000 and 90,000. The City of Rancho Cordova’s 18-hole executive-length Cordova Golf Course, which is arguably the Sacramento area course that has benefited most from the closure of the El Dorado Hills Executive Golf Course, reported that they are down nearly 50 percent from peak activity levels of about 120,000 in the 1990s. The NGF report notes that this drop-off in per-course activity levels in the Sacramento market is consistent with a nationwide trend caused primarily by an oversupply of public golf courses fighting for shares of stagnant markets.

The *Operational Feasibility Analysis for El Dorado Hills Golf Course* evaluation indicates that the immediate permanent resident population around the subject El Dorado Hills Golf Course appears sufficient to provide a high level of activity to the golf course, but it is unlikely that this level of activity will provide enough income to cover all facility expenses, reduce any capital investment made to improve the golf course (plus interest), and provide a lease (or other) payment to the property owner. This was found to be the case even in a scenario with a new clubhouse and significantly enhanced banquet revenues.

¹ The El Dorado Hills Specific Plan contemplated the construction of two golf courses: one private and one public. The private course, currently known as the Serrano Country Club, was built, while the public course was not constructed. The decision to abandon the land public course was made in 2000 with the approval of Serrano Village C1 residential tentative subdivision map/planned development (under application PD99-04/TM99-1361) by the County Planning Commission, based on County Planning Staff analysis and recommendation and unanimous support by the EDH Area Planning Advisory Committee (APAC). The land for the public golf course now is now a part of the approximately 1,211 acres of open space within the El Dorado Hills Specific Plan.

The Pedregal planning area is a remainder of the Ridgeview East subdivision (**Exhibit A**). Previous attempts by prior property owners to develop the property with residential uses in the late 1990s and 2000 failed due to complications with a water moratorium, environmental review, the 1999 General Plan Writ of Mandate, and expiration of an underlying Development Agreement. Since then, the property has remained vacant and undeveloped.

3.0 EXISTING CONDITIONS OF PROJECT

Serrano Westside Planning Area

The Serrano Westside planning area consists of approximately 234 acres of the former El Dorado Hills Executive Golf Course and undeveloped oak woodland and annual grassland ridgeline 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 primarily consists of the previous Executive Golf Course, this area 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 dominated by blue oak is in the northeast 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, El Dorado Hills CSD’s archery, and undeveloped land.

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 single-family detached and multifamily residential development. The site borders Wilson Boulevard on the southern perimeter, Gillette Drive on the northern end, and El Dorado Hills Boulevard on the eastern perimeter.

Current Land Use and Zoning Designations and Development Potential

Shown below are the current General Plan land use designations and zoning for both planning areas. Also indicated is the potential number of housing units based on current zoning for the project site. As shown, the 336 acres currently has a maximum buildout of 759 residential units.

Table 1. Existing General Plan Land Use Designations and Zoning Districts

Assessor’s Parcel No.	Land Use	Zoning	Max No. Units
Serrano Westside Planning Area			
121-160-05	OS & C	RF	0
121-040-20	AP	R1-PD	65
121-040-29	AP	R1-PD	70
121-040-31	AP	OS	0
121-120-24 (portion)	AP	OS	0
Subtotal			135
Pedregal Planning Area			
120-050-01	HDR	R1	345

Assessor's Parcel No.	Land Use	Zoning	Max No. Units
	MFR	RM	144
120-050-05	HDR	R1	135
Subtotal			624
Total			759
General Plan Land Use		Zoning	
OS =	Open Space.	RF =	Recreational Facilities.
C =	Commercial.	R1-PD =	Single-Family Residential-Planned Development.
AP =	Adopted Plan.	OS =	Open Space.
HDR =	High-Density Residential.	R1 =	Single-Family Residential.
MFR =	Multi-Family Residential.	R2-DC =	Limited Multifamily Residential-Design Control.
		PD =	planned development overlay zone.
		DC =	design control.

4.0 DESCRIPTION OF PROPOSED CENTRAL EL DORADO HILLS SPECIFIC PLAN

The CEDHSP includes the development of up to 737 residential dwelling units (1,000 dwelling units if age-restricted housing is provided), approximately 11 acres of civic-limited commercial uses, approximately 15 acres of public community park, one acre of neighborhood park, and approximately 175 total acres of open space within the 336-acre CEDHSP area (**Exhibit B**). 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 project's circulation system would provide a direct connection from El Dorado Hills Boulevard to the Serrano Westside planning area, with new connection to Silva Valley Parkway. The development would have 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. The CEDHSP document is provided in **Attachment 1**.

Project Characteristics

Proposed Land Uses: Section 3 (Land Use) of the CEDHSP details the specific policies and standards regulating the development of the plan. **Exhibit C** shows the proposed land uses and zoning for the CEDHSP. The original application identified the development of up to 1,000 residential dwelling units, a 15-acre public community park, 11 acres of limited commercial, civic, or recreational use, one-acre neighborhood park, and 169 total acres of open space (see **Table 2**). Since release of the Draft EIR, the project applicant has worked with the County in the refinement of the project. **Table 3** identifies the modified land uses of the proposed CEDHSP for both the Westside and Pedregal planning areas.

As identified in **Table 3**, the land use plan for the Serrano Westside planning area anticipates 600 residential dwelling units (758 units if age-restricted housing were provided), approximately 15 acres of public community park, 11 acres of limited commercial, civic, or recreational use, one-acre neighborhood park, and 133 acres of open space. The land use plan for the Pedregal planning anticipates 137 residential dwelling units (242 units if age-restricted were provided) and 42 acres of 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 3**. As part of the project, rezoning would be required for the two new planning areas. In addition, existing Lots C and D of Serrano Village

D-1 of the EDHSP would be rezoned to open space use. **Exhibit C** shows the location of the proposed zoning designations for the Serrano Westside and the Pedregal planning areas.

Exhibit E identifies the proposed CEDHSP roadway system. The CEDHSP also provides alternative transportation choices by incorporating a network of bikeways and pedestrian paths (**Exhibit I**). The plan area’s adjacency to the significant north–south arterial of El Dorado Hills Boulevard makes it a prime location to capitalize on future public transit routes, and the compact nature of the land uses minimizes intrusion onto neighboring properties, simultaneously preserving the ridgeline character of El Dorado Hills.

The Serrano Westside planning area land plan provides an open space area buffering between the existing residential units of Serrano Village D1 and the proposed Village Residential Medium High and High areas. While this area would be zoned R4-PD and would allow lots 4,000 square feet in size, the slope conditions adjoining Serrano Village D2 (10-20 percent slopes) would likely result in larger lot sizes (see CEDHSP Appendix B, Table B.6 of **Attachment 1**).

Table 2. CEDHSP Originally Proposed Land Uses

Proposed Land Use			Acres	Dwelling Units/Com Square Footage	Average Density
Planning Area	Land Use Designation	Zoning District			
Residential					
Pedregal	VRL	R20-PD	45	37	<1.0
Westside	VRM-L	R4-PD	23	123	5.3
Westside	VRM-H	RM1-PD	37	310	8.3
Westside	VRH	RM2-PD	16	330	18.3
Pedregal			13	200	
Subtotal			134	1,000	-
Civic-Limited Commercial					
Westside	C-LC	CL1-PD	11	50,000 sq. ft.	-
Public Facilities (Community Park)					
Westside	OS	RFH1-PD	15	-	-
Open Space (including Neighborhood Park) ¹					
Westside	OS	OS1-PD	130	-	-
Pedregal	OS	OS1-PD	39	-	-
Subtotal			169	-	-
Road Right of Way and Landscape Lots					
Westside			7	-	
Pedregal			5		
Subtotal			12		
Total			341	1,000 dwelling units 50,000 sq. ft. commercial	

¹ This open space includes the 1-acre neighborhood park.

Table 3. CEDHSP Modified Land Uses

Proposed Land Use			Acres	Dwelling Units/Com Square Footage	Average Density
Planning Area	Land Use Designation	Zoning District			
Residential					
Pedregal	VRL	R20-PD	45	37	<1.0
Westside	VRM-L	R4-PD	30	156	5.2
Westside	VRM-H	RM1-PD	22	220	10
Westside	VRH	RM2-PD	16	224	14.0
Pedregal			10	100	10.0
Subtotal			123	737	-
Residential (Age-Restricted Scenario)					
Pedregal	VRL	R20-PD	45	37	<1.0
Westside	VRM-L	R4-PD	30	156	5.2
Westside	VRM-H	RM1-PD	22	220	10
Westside	VRH	RM2-PD	16	382	22.6
Pedregal			10	205	
Subtotal			123	1,000	-
Civic-Limited Commercial					
Westside	C-LC	CL1-PD	11	50,000 sq. ft.	-
Public Facilities (Community Park)					
Westside	OS	RFH1-PD	15	-	-
Open Space (including Neighborhood Park)¹					
Westside	OS	OS1-PD	133	-	-
Pedregal	OS	OS1-PD	42	-	-
Subtotal			175	-	-
Road Right of Way and Landscape Lots					
Westside			7	-	
Pedregal			5		
Subtotal			12		
Total			336²	737-1,000 dwelling units 50,000 sq. ft. commercial	

¹ This open space includes the 1-acre neighborhood park.

² Mapping adjustments were made by the applicant that reduced project acreage.

The Pedregal planning area land plan consists of Village Residential Low that is intended to complement the existing density and lot sizes of the subdivisions associated with the Ridgeview East area, given the density range of the land use designation and lot sizing standards set forth in CEDHSP Appendix B, Table B.6. The Village Residential High would match densities of the existing El Dorado Village Apartments to the north and Copper Hill Apartments to the south.

Circulation: **Exhibit E** shows the proposed road circulation system serving the two planning areas in the CEDHSP. The Serrano Westside planning area would obtain access from El Dorado Hills Boulevard, Wilson Boulevard, Park Drive, and Serrano Parkway, while the Pedregal planning area would obtain access from Wilson Boulevard for the VRL units and El Dorado Hills Boulevard for the VRH units.

Section 4 (Transportation and Circulation) of the CEDHSP establishes the design and cross sections of the project's internal local roadway system. The roadway system design includes the following:

- Local streets (44- to 33-foot-wide right-of-way with varying allowances for on-street parking)
- Secondary local streets (29- to 27-foot-wide right-of-way)
- Private gate design
- Traffic-calming features (roundabouts, traffic circles, neckdowns, and bulbouts)

These roadways may be public or private. All private and gated roadways would be owned and maintained by a homeowners association.

Park Drive/Country Club Drive would be reconfigured within the Raley's and La Borgata shopping centers (**Exhibit F**) and would provide public access from El Dorado Hills Boulevard to the community park site. Country Club 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 Country Club Drive roadway extension is identified in the 2016 Capital Improvement Program (CIP Project No. 72377) to be completed by the year 2036. As further described under the "Development Agreement" below, the applicant would work with the County in the construction of this roadway.

The CEDHSP does not include internal roadway connections with existing residential areas.

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 located along El Dorado Hills Boulevard (approximately 7,800 feet of proposed public walking and bicycling) and would reserve right-of-way on the north side of US 50 for a new location for a bicycle/pedestrian overcrossing connection, replacing the existing location that is proposed as part of the El Dorado Hills/US 50 interchange, to areas south of US 50 (**Exhibit I**). The preliminary trail circulation plan identifies the proposed open space and recreational opportunities and their integration with trail facilities. **The CEDHSP would provide partial funding of the overcrossing but does not include its construction.** Partial funding of this improvement is further discussed under "Development Agreement" below.

Utilities

Section 7 (Utilities) of the CEDHSP details the specific policies and standards regulating the proposed utilities serving the plan area.

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 because of existing development in El Dorado Hills. However, the project would require construction and extension of distribution mains and laterals.

Additional water lines for the project area are proposed to be extended adjacent to El Dorado Hills Boulevard. The proposed water pipelines would be constructed in the Serrano planning area to traverse along El Dorado Hills Boulevard, east of existing water lines, and make a loop in the southern section. The proposed on-site lines in the Pedregal planning area would extend west of El Dorado Hills Boulevard in the central portion of the project area. To serve the Pedregal planning area, two off-site water line extensions are needed to extend utilities from the Ridgeview subdivision (north water line) and the Sterling Ranch Apartments (south water line). The final design and alignment of water infrastructure improvements would be determined in the engineering Facility Plan Report, to be reviewed and approved by EID.

As identified in the CEDHSP Water Supply Assessment (WSA) approved 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 (see **Attachment 5** Draft EIR pages 3.12-50 through 3.12-60). Residential development of CEDHSP shall be subject to all applicable drought-related water conservation measures as enforced by EID.

Recycled Water System: EID operates a recycled water delivery system in the project area with lines in Serrano Parkway and east of the Raley's and La Borgata development to US 50. Development of the Serrano Westside planning area requires constructing a reclaimed water line on-site, which would traverse 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, residential yards, and other areas. Development of the Serrano Westside planning area would also require expanding a recycled water line off-site from the southeastern corner of the planning area to Silva Valley Parkway. The expanded line would extend approximately 1,700 feet. Recycled water lines would not be extended to the Pedregal planning area. The final design and alignment of recycled water infrastructure improvements will be determined in the Facility Plan Report at small lot map stage, to be reviewed and approved by EID.

Wastewater System: Wastewater service will be provided by EID, which currently operates the El Dorado Hills Wastewater Treatment Plant. The plant was recently expanded to increase its rated capacity from 3.0 million gallons per day (mgd) to its existing capacity for average dry weather flow of 4.0 mgd. To accommodate future growth, EID plans to expand the plant's treatment capacity to 5.45 mgd, which would handle the projected future average dry weather flow of 5.45 mgd at buildout (sometime between 2032 and 2040). Adequate wastewater plant capacity would be available to the project under current and year 2035 conditions.

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 be parallel to El Dorado Hills Boulevard in the Pedregal planning area and Serrano Westside planning area. The Serrano Westside planning area lines would connect to a trunk sewer in El Dorado Hills Boulevard. The Pedregal lines would connect to sewer lines along Wilson Boulevard and Gillette Drive that connect to the line in El Dorado Hills Boulevard. The final design and alignment of recycled water infrastructure improvements will be determined in the Facility Plan Report, to be reviewed and approved by EID.

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. A hydrology analysis by

Watermark Engineering, Inc. (2014) shows that existing culverts at Serrano Parkway and US 50 attenuate 100-year storm flows from the Serrano Westside planning area, but a detention basin is needed in the Pedregal planning area to attenuate post-development flows.

Open Space and Resource Preservation

Section 5 (Conservation, Open Space, and Resource Management) of the CEDHSP details the specific policies and standards regulating the conservation and resource management efforts in the plan.

The Serrano Westside and Pedregal planning areas provide approximately 175 acres of combined open space (approximately 133 acres for Serrano Westside and 42 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. This amount of open space encompasses 50 percent of the project site, which exceeds the minimum 30 percent required of residential Planned Development.

The CEDHSP encompasses a prominent ridgeline of oak woodland canopy planned for the development of Serrano Village D1, Lots C and D, which would be preserved under the CEDHSP. The CEDHSP has an open space zoning category (OS1-PD), which provides for passive recreation uses such as trails and bikeways for walking, hiking, and cycling.

The open space designated areas would retain approximately 124 acres of the CEDHSP's approximately 153 acres oak woodland canopy (approximately 81 percent retention). The County adopted the Oak Resources Management Plan (ORMP) as provided under General Plan Implementation Measure Policy 7.4.4.4 and codified under Chapter 130.39 (Oak Resources Conservation) of the Zoning Ordinance. The ORMP consists of oak woodland mitigation ratios based on the loss of on-site oak woodlands and mitigation for loss certain sized individual native oak trees ("heritage trees"). Consistent with the ORMP, oak woodland impacts outside of the 81 percent retention would be mitigated at a 1:1 ratio through a combination of on-site re-planting (50 percent of mitigation) and payment of the in-lieu fee payment to the County (50 percent of mitigation).

Should the ORMP be rescinded through litigation, the CEDHSP would implement all mitigation through on-site replanting consistent with the project's Important Habitat Mitigation Plan, which would involve on-site mitigation via re-planting consistent with the previous version of General Plan Policy 7.4.4.4.

Parks

Section 6 (Public Facilities and Services) of the CEDHSP details the specific policies and standards regulating the proposed facilities and services within the plan area.

The CEDHSP includes a public community park site of approximately 15 acres located in the southernmost portion of the Serrano Westside planning area adjacent to US 50, which is proposed to be dedicated to the El Dorado Hills Community Services District. This site is relatively flat. Park amenities may include a passive recreation area with walking paths and water features, sports fields for baseball, softball, and soccer (adult- or youth-sized; artificial or natural turf; lighted or unlighted), playground equipment, on-site parking, permanent restrooms, site furnishings, picnic shelters, community garden, off-leash dog park, and site identification. However, final design of this park would be determined by the El Dorado Hills Community Services District.

Additionally, the CEDHSP provides for a one-acre privately maintained but publicly accessible neighborhood park at the northeastern corner of Serrano Parkway and El Dorado Hills Boulevard. The precise acreage would be determined in the specific development plans or small lot tentative subdivision map for that phase of development in the Serrano Westside planning area.

El Dorado County General Plan Policy 9.1.1.1 sets the guidelines for the acquisition and development of park lands at 5 acres per 1,000 population within the boundaries of the El Dorado Hills Community Services District. Section 120.12.090 of the El Dorado County Subdivision Ordinance establishes the population density for the purposes of park land dedications for the El Dorado Hills Community Services District (EDHCSD). The park land dedication formula indicates that the CEDHSP at a maximum development potential of 1,000 residential dwelling units must reserve 13.32 acres of land for public park use. The CEDHSP provides approximately 16 acres of community and neighborhood parks. If the EDHCSD uses the planned Civic-Limited Commercial site for recreation uses, total park acreage could be as much as 27 acres.

Large Lot Tentative Subdivision Map: The project includes an application for a large lot tentative subdivision map that would divide the 336-acre project site into six separate large lots (**Exhibit D**). The purpose of the large lot map is to facilitate the sale, lease, and financing of the project area. The County will not issue any building permit for any large lot until the corresponding small lot final subdivision map has been approved and recorded.

Proposed Specific Plan Document

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 agencies with the ability to establish land use and design 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 (Code) 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.

Previously adopted specific plans in the El Dorado Hills area include the Northwest El Dorado Hills Specific Plan, El Dorado Hills Specific Plan, Bass Lake Hills Specific Plan, Promontory Specific Plan, Carson Creek Specific Plan, and the Valley View Specific Plan. Development within these plans are nearing or at complete build out.

Proposed Specific Plan Boundary Adjustments: Adoption of the CEDHSP would amend the existing EDHSP as follows (Exhibit H):

- Approximately 142 acres of lands in the existing EDHSP transfer to the CEDHSP
- Approximately 0.50 acres of the former El Dorado Hills Executive Golf Course transfer to the existing EDHSP

All portions of the 1988 EDHSP area outside of the 336 acres included in this specific plan would remain subject to the current EDHSP standards.

Specific Plan Content and Consistency with County Standards: The Board of Supervisors may adopt a proposed specific plan under Code 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).

The staff analysis below and **Attachment 6** provides an analysis of the project's consistency with applicable General Plan policies and zoning provisions (see further discussion below regarding General Plan consistency). The CEDHSP is not located within any airport land use plan.

As noted below, an Environmental Impact Report (EIR) has been prepared consistent with CEQA and the State CEQA Guidelines that evaluates and discloses environmental impacts of the CEDHSP. CEQA findings and a statement of overriding considerations have been included with the resolution associated with the adoption of the CEDHSP should the Board of Supervisors adopt the project.

Zoning Ordinance 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.

With the 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 (Code Section 130.56.050).

The CEDHSP consists of the following sections that are consistent with Zoning Ordinance Section 130.56.040 as well as state law. **Attachment 2** includes edits to the CEDHSP that address County staff and other public agency input in this draft specific plan document. The document shall be finalized to include any comments from the Planning Commission and/or Board of Supervisors if the CEDHSP is approved.

- *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)*.

Project Financing and Fiscal Considerations

Public Facilities Finance Plan: The CEDHSP includes a draft Public Facilities Finance Plan (PFFP) (see **Attachment 3**). The Specific Plan would result in the construction of a network of backbone infrastructure necessary to support the project at build-out including roads, potable water and recycled water, wastewater systems, storm water conveyance, dry utilities, and other improvements. This includes off-site roadway improvements to the Silva Valley Parkway and Appian Way intersection and to Latrobe Road between US 50 and Town Center Boulevard to comply with applicable General Plan Circulation Element policies that were amended in 2016 by Measure E. The PFFP estimates project backbone infrastructure costs at approximately \$5,600,000.

The PFFP also addresses public facilities necessary to support the project that include parks, trails, wetland improvements, and fire protection services. The PFFP estimates project public facilities costs at approximately \$12,100,000.

The PFFP identifies that operation and maintenance for CEDHSP would be funded from the following sources:

- County General Fund and Road Fund
- Community Facilities District and/or Statewide Infrastructure Program District
- Special District Funds (County Service Areas #7 [Emergency Medical Services] and #10 [Solid, Liquid, and Hazardous Waste], EID [water and wastewater services], the El Dorado Hills Fire Department [fire protection services], the EDHCSA [park and recreation services], and others [e.g., Lighting and Landscaping Districts #19 and #29 or a new Lighting and Landscaping District (LLAD)])
- School District Funds
- Library Tax Funds
- Homeowners Association

Fiscal Impact Analysis: General Plan Objective 10.2.5 and policies 10.2.5.1 and 10.2.5.2 requires the County to evaluate the fiscal impacts of new development to municipal services and to avoid using County General Fund revenues to fund services. A draft Fiscal Impact Analysis (FIA) was prepared for the CEDHSP by the project applicant and was independently reviewed by Goodwin Consulting Group on behalf of the County (see **Attachment 7**). The FIA identifies that the CEDHSP at maximum build-out (1,000 residential units) would result in a net fiscal deficit of approximately \$438,000 to the County's General Fund and a net fiscal deficit of approximately \$56,000 to the County's Road Fund.

As further described under "Development Agreement" below, the applicant has agreed to the formation of a community facilities district (CFD) or other mutually acceptable financing mechanism to generate the annual revenues to protect against fiscal deficits to the General Fund and Road Fund from the project.

Development Agreement

Development Agreements are authorized by Government Code Sections 65864 through 65869.5 and County Zoning Ordinance 130.85. A Development Agreement is adopted by ordinance. The purpose of a development agreement "is to provide assurance to an applicant for a development project that upon approval of the project the applicant may proceed in accordance with existing policies, rules and regulations, and subject to conditions of approval, will strengthen the public planning process, encourage private participation in comprehensive planning and reduce the economic costs of development" (County Zoning Ordinance 130.85.005).

The proposed draft CEDHSP Development Agreement (DA) is attached to the staff report (**Attachment 4**). The DA has been prepared through negotiations between the applicant and County staff, County

Counsel, and the Chief Administrators Office. The final terms are subject to Board of Supervisors approval. The DA provides vested rights to the developer to develop the project as approved by the County, in conformance with the County rules, regulations, policies, standards, specifications, and ordinances in effect on the date of adoption of the ordinance for the DA.

Under the proposed DA the applicant would have the vested right to develop the project in accordance with the CEDHSP approvals and with the County rules, regulations, policies, standards, specifications, and ordinances in effect on the date of the adoption of the DA. The applicant will not be obligated to comply with any future amendments to County rules, regulations, policies, standards, specifications, and ordinances.

In exchange for the vested right to develop, the applicant would be obligated to provide the following:

Dedication of Right-of-Way and Construction of Country Club Drive: The applicant will dedicate with no compensation right-of-way within the CEDHSP area for the future extension of Country Club Drive (referred to as Park Drive in the CEDHSP) between El Dorado Hills Boulevard and Silva Valley Parkway. This also includes coordination on obtaining right-of-way off-site of the CEDHSP area. The applicant will be responsible for the construction of Country Club Drive in two phases, subject to credits and/or reimbursement by the County for Phase 1. Phase 1 would consist of the segment starting at El Dorado Hills Boulevard and terminating at the CEDHSP eastern boundary. Phase 1 construction would commence prior to the first building permit issued south of Serrano Parkway. Phase 2 would consist of the segment at the CEDHSP eastern boundary and terminating at Silva Valley Parkway. Phase 2 construction would commence when all required wetland and other regulatory permitting have been secured and sufficient funds are available to construct the phase. No subdivision of the Pedregal planning area would occur until construction of Phase 2 has commenced.

Community Benefit Fee: The applicant agrees to the County's collection of a Community Benefit fee of \$6,000 per dwelling unit at the time of building permit issuance. These funds may be used by the County for any purpose benefiting the community as determined by the Board of Supervisors.

Property Transfer Fee: The applicant agrees to the establishment of a voluntary Property Transfer Fee to be imposed upon all future sales of property within the CEDHSP area. The Property Transfer Fee will be payable to the County at the close of escrow for each sale. It will be calculated at a rate of one-quarter percent (0.25%) of the sales price of the property in question. The Property Transfer Fee will be used for the on-going maintenance of recreational, senior facilities, or other facilities for the benefit of the community in conjunction with the regional park on Bass Lake, the County 41 acres on Bass Lake, and CEDHSP public park facilities.

Dedication of Parkland to El Dorado Hills Community Services District (EDHCSD): The applicant commits to provide the EDHCSD and the community approximately 16.3 acres of parkland consisting of the community park site and the privately owned and maintained neighborhood park. In addition, the applicant will construct the community park in accordance with the agreed upon Community Park Phasing Schedule subject to credits against EDHCSD Park Impact Fees. The community park will be maintained by the EDHCSD through a LLAD. The neighborhood park will be constructed by the applicant at its sole expense.

Dedication of the 11-Acre Civic/Limited Commercial Parcel: The applicant will offer the 11-acre Civic/Limited Commercial Parcel for the development of a public facility or recreational amenity to the EDHCSO or County.

Publicly-Accessible/Private Maintained Open Space and Bicycle/Pedestrian Trails: The applicant commits to the installation of up to 7,800 linear feet of pedestrian and bicycle trails within the open space areas east of El Dorado Hills Boulevard. These trails will be publicly accessible and privately maintained.

Right-of-Way Reservation and Contribution to US 50 Pedestrian Overcrossing: Right-of-way within the community park for the US 50 pedestrian overcrossing will be provided. The applicant will also fund the environmental review and permitting for the overcrossing.

Protection Against Negative Fiscal Impacts: The applicant will agree to work with the County to form a Community Facilities District (CFD) or other mutually acceptable financing mechanism to generate the annual revenues to eliminate the fiscal deficits to the General Fund and Road Fund. To ensure that the most current and accurate information regarding project build out expectations are used in determining fiscal impacts, the applicant will prepare an updated fiscal impact analysis no later than submittal of the first small lot tentative map.

Contribution to County's Affordable Housing Trust Fund: The project will be subject to a \$500 per dwelling unit contribution to the County's Affordable Housing Trust Fund program at the time of building permit issuance.

Contribution to County's Integrated Traffic System Master Plan: The project will make a fair-share contribution to the County's Integrated Traffic System Master Plan at the time of building permit issuance.

STAFF EVALUATION OF PROJECT

General Plan Consistency

Overview of the Function of a General Plan: General plans are the constitution of a community. They express the community's development goals and embodies public policy relative to the distribution of future land uses, both public and private. The California Supreme Court has called the general plan the "constitution for future development." General plans establish community's land use, circulation, environmental, economic, and social goals, and policies as they relate to future growth and development. General plans provide a basis for local government decision-making, including decisions on development approvals and exactions.

However, *planning is a continuous process*; general plans should be reviewed regularly, regardless of their planning horizon, and revised as new information becomes available and as community needs and values change. State law requires annual reviews of general plans and the opportunity to amend general plans four times a year to address changed conditions.

Guiding Provisions of the El Dorado County General Plan: The Introduction Chapter of the General Plan identifies the long-range direction and policy for the use of land within the County through the "Statement of Vision," "Plan Strategies," "Plan Concepts," and "Plan Objectives." These are listed below and are the basis of the General Plan's goals, objectives, policies, and implementation measures contained in each of the General Plan nine elements. These provisions are the central policy direction of the General Plan.

Statement of Vision

The vision for future growth in the County includes the following:

1. Maintain and protect the County's natural beauty and environmental quality, vegetation, air and water quality, natural landscape features, cultural resource values, and maintain the rural character and lifestyle while ensuring the economic viability critical to promoting and sustaining community identity.
2. Where appropriate, encourage clustered development as an option to maintain the integrity and distinct character of individual communities, while protecting open space and promoting natural resource uses.
3. Make land use decisions in conjunction with comprehensive transportation planning and pursuing economically viable alternative transportation modes, including light rail. Adopt a Circulation Element providing for rural and urban flows that recognize limitations of topography and natural beauty with flexibility of road standards.
4. Promote a better balance between local jobs and housing by encouraging high technology activities and value added activities tied directly to available resource based industries such as the timber industry, tourism, agriculture, mining, and recreation.
5. Increase the amount of affordable housing by providing a variety of housing types and encouraging residential projects to reflect affordability in light of the existing local job base and/or infrastructure.
6. Encourage efforts to locate a four-year college and support the ability of elementary, middle, and high schools to keep pace with population growth.
7. Improve and expand local park and recreational facilities throughout the County.
8. Recognize that the General Plan is a living document which must be updated periodically, consistent with the desires of the public, and provide for public involvement in the planning process.

Plan Strategies

The following is a list of strategies to provide for methods of achieving the visions and goals and to carry forward the General Plan's principle purposes:

1. Recognize urban growth in Community Regions while allowing reasonable growth throughout the rural areas of the County.
2. Promote growth in a manner that retains natural resources and reduces infrastructure costs.
3. Encourage growth to reflect the character and scale of the community in which it occurs and recognize that planned developments are an effective planning tool to maximize community identity and minimize impact on the surrounding area.
4. Require new growth to fully fund its on-site services and apportioned share of off-site services.

5. Provide that Plan goals, objectives, and policies reflect the significant differences in characteristics between the principal land use planning areas of Community Regions, Rural Centers, and Rural Regions.
6. Provide sufficient land densities and land use designations throughout the County to accommodate the projected growth for all categories of development.
7. Support the ability of the private sector to create and provide housing for all residents regardless of income, race, sex, age, religion, or any other arbitrary factor to accommodate the County's projected share of the regional housing needs.
8. Recognize economic development as an integral part of the development of existing communities and new communities by allowing for a diverse mix of land use types which would facilitate economic growth and viability.

Plan Concepts

The development of these visions and strategies serves to provide for the underlying approach of the General Plan. This approach is the identification of distinct planning concept areas where growth will be directed as a means of providing for a more manageable land use pattern. The concepts of the Plan also recognize that differing levels of service will occur within community and rural areas.

Flexible boundaries shall be provided identifying Community Regions, Rural Centers, and Rural Regions on the General Plan Land Use Map for clear distinction between:

- A. Community Regions where growth will be directed and facilitated;
- B. Rural Centers where growth and commercial activities will be directed to serve the larger Rural Regions; and
- C. Rural Regions where resource based activities are located will be enhanced while accommodating reasonable growth.

Higher levels of infrastructure and public services of all types shall be provided within Community Regions to minimize the demands on services in Rural Regions. The Capital Improvement Plan for the County and all special districts will prioritize improvements.

It is the explicit intent of the General Plan, through the appropriate application of these planning concept areas, to: (1) foster a rural quality of life; (2) sustain a quality environment; (3) develop a strong diversified, sustainable local economy; (4) plan land use patterns which will determine the level of public services appropriate to the character, economy, and environment of each region; and (5) accommodate the County's fair share of the regional growth projections while encouraging those activities that comprise the basis for the County's customs, culture, and economic stability.

Plan Objectives

1. To develop a strong diversified and sustainable local economy;
2. To foster a rural quality of life;

3. To sustain a quality environment;
4. To accommodate the County's fair share of regional growth projections and affordable housing while encouraging those activities that comprise the basis for the County's customs, culture, and economic stability;
5. To oversupply residential and non-residential land use designations to provide market and landowner flexibility to more feasibly accommodate the market;
6. To concentrate and direct urban growth where infrastructure is present and/or can be more feasibly provided;
7. To recognize that funding limitations for infrastructure and services will result in lower levels of service while the County improves employment and housing opportunities;
8. To conserve, protect, and manage the County's abundant natural resources for economic benefits now and for the future;
9. To encourage infill development that more efficiently utilizes existing infrastructure and minimizes land use conflicts while avoiding the premature development of non-contiguous lands where direct and life cycle costs are greater;
10. To accomplish the retention of permanent open space/natural areas on a project-by-project bases through clustering;
11. To minimize down planning and/or down zoning where feasible;
12. To improve the jobs-to-housing ratio by giving preference to the development of high technology and value added employment centers and regional retail and tourism uses.

CEDHSP Consistency Analysis with Guiding Provisions of the General Plan: As noted above, the CEHSP would amend the General Plan Land Use Map in a manner that would provide new mix of higher-density housing within the El Dorado Hills Community Region. As identified in **Tables 1** and **3** above, the most substantial change in designated land uses would occur in the Serrano Westside planning area with the establishment of low- (5 - 8 du/ac), medium- (8-14 du/ac), and high- (14-24 du/ac) density residential land uses within an area currently zoned for open space, recreation facilities, and single-family residential uses.

Proposed land use designation changes for the Pedregal planning area would be consistent with the current General Plan land use designations but would refine the development pattern to be consistent with policy provisions of the General Plan intended to protect natural resources (e.g., oak woodland preservation provisions under Policy 7.4.4.4).

The intent of the CEDHSP is to provide a higher density housing mix type with new active park facilities that are currently in limited supply as infill near retail and job centers in El Dorado Hills such as the El Dorado Hills Business Park and El Dorado Hills Town Center. The 2017 household median income in El Dorado County is estimated at \$74,885 (US Census Bureau Center, 2018). Single-family housing prices in El Dorado Hills vary depending on the neighborhood but averaged between \$623,000 to \$915,000 in September 2019 based on review of real estate listings on Redfin.com. These single-family housing costs are not affordable to household median incomes. Thus, these households rely on

higher-density and multifamily housing products that are available in the County. Currently there are no available high-density residential undeveloped parcels near US 50, commercial centers (El Dorado Hill Town Center), and office uses in the El Dorado Hills community to accommodate this income range.

The CEDHSP's amendments to the General Plan Land Use Map would be consistent with the central policy direction set forth in the Introduction Chapter of the General Plan by:

- Clustering development that would maintain the urban character of the El Dorado Hills Community Region, while protecting open space areas and promoting natural resource uses (on-site oak woodlands).
- Increasing the amount of median and affordable housing by providing a variety of housing types and encouraging residential projects to reflect affordability in light of the existing local job base and/or infrastructure in the project area.
- Improving and expanding local park and recreational facilities in El Dorado Hills through the provision of a 15-acre park site.
- Recognizing that urban growth should be focused in the General Plan designated Community Regions such as El Dorado Hills.
- Promoting infill development in an area where public infrastructure and roadways already exist that can serve urban development and reduce infrastructure costs.
- Implementing a PFFP to fully fund its on-site services and apportioned share of off-site services.
- Providing a range of residential density and product types that support the ability of the private sector to create and provide housing for all residents regardless of income, race, sex, age, religion, or any other arbitrary factor to accommodate the County's projected share of the regional housing needs.

CEDHSP General Plan Goal, Objective and Policy Consistency: General Plan Policy 2.2.5.2 requires all discretionary projects to be reviewed for consistency with applicable General Plan policies in addition to the requirements of Zoning Ordinance Section 130.56.030. The discussion below is an overview of the project's consistency with key General Plan policy provisions. The policy analysis is further detailed in **Attachment 6**.

Land Use and Form

The CEDHSP responds to the El Dorado County General Plan, Sacramento Area Council of Government's (SACOG) 2016 Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS), and contemporary planning principles by offering a range of housing choices for multiple market segments in proximity to existing retail and public services. General Plan policies 2.1.1.2 and 2.1.1.3 that identify Community Regions as areas that are appropriate for the highest intensity of self-sustaining compact urban-type development or suburban type development (including mixed use development such as the CEDHSP) based on availability of infrastructure, public services, major transportation corridors and travel patterns. CEDHSP's adjacency to the significant north-south arterial of El Dorado Hills Boulevard and US 50 makes it an appropriate location to capitalize on future public

transit routes, and the compact nature of the land uses minimizes intrusion onto neighboring properties, while preserving ridgelines and oak woodlands consistent with General Plan policy provisions.

The Serrano Westside planning area land plan provides large open space area buffering between the existing residential units of Serrano Village D1 and the proposed Village Residential Medium High and High areas. While this area would be zoned R4-PD (single family) and would 4,000-square foot lots, the slope conditions adjoining Serrano Village D2 (10-20 percent slopes) would likely result in larger lot sizes. The Pedregal planning area land plan consists of Village Residential Low that is intended to complement the existing density and lot sizes of the subdivisions associated with the Ridgeview East area, given the density range of the land use designation and lot sizing standards set forth in CEDHSP Appendix B, Table B.6. The Village Residential High would match densities of the existing El Dorado Village Apartments to the north and Copper Hill Apartments to the south.

The CEDHSP also provides improved protection of existing on-site oak woodland conditions as compared to the existing General Plan land use designations and approved development under Serrano Village D-1, Lots C and D. The CEDHSP would retain 81 percent of the total on-site oak woodland canopy and would be subject to mitigation (on-site planting and fees) consistent with ORMP that implements General Plan Policy 7.4.4.4 that would include the conversion of Lots C and D from planned residential to open space. Remaining oak woodland impacts would be mitigated on-site through implementation of the project's Important Habitat Mitigation Plan.

Housing

CEDHSP's range of housing choices and densities would also assist in meeting the County's 2021 RHNA set forth in the Housing Element. It would also assist in implementing Housing Element policies HO 1.1 (ensure that the goals, policies, and implementation programs are developed with the consideration of achieving and maintaining the County's regional housing allocation in specific plans), HO 1.5 (direct higher density residential development to Community Regions) and HO 4.1 (encouragement of the development of affordable housing for seniors).

Transportation and Measure E Consistency

Measure E (Initiative to Reinstate Measure Y's Original Intent – No More Paper Roads), which became effective on July 29, 2016, modified General Plan policies TC-Xa, TC-Xf, and TC-Xg related to maintaining level of service (LOS) standards for County roads and highways. Specifically, these policies require that roadway improvements be constructed by development projects when LOS is expected to be below LOS standards under project, 10-year growth conditions (referred to as "near-term," and cumulative conditions of the Circulation Element of the General Plan). Measure E went into effect after completion of the CEDHSP traffic impact analysis and public release of the CEDHSP Draft EIR.

A 2017 updated traffic analysis was prepared to evaluate CEDHSP impacts under existing, near-term, and cumulative conditions to address Measure E compliance and update the EIR, the County's Capital Improvement Program, and the following completed transportation improvements:

- US 50/El Dorado Hills Boulevard Interchange improvements
- US 50/Silva Valley Parkway Interchange opening

The updated traffic analyses identified that CEDHSP would be responsible to ensure these improvements are made prior to development as identified in Final EIR mitigation measures TRA-1a, TRA-b, TRA-1e, and CUM-A:

- Latrobe Road/Town Center Boulevard intersection.
 - Modify the northbound approach to provide two left-turn lanes, three through lanes, and a shared through/right turn lane.
 - Modify the westbound approach to provide a shared through/left-turn lane, and two right-turn lanes.
 - Provide right-turn overlap phasing for westbound approach
 - Provide split phasing east and westbound
 - Optimize signal timings to accommodate the revised intersection lane configurations.
- Silva Valley Parkway/Appian Road Intersection.
 - Install a traffic signal with protected left-turn phasing northbound and southbound and split phasing eastbound and westbound.
 - Provide one left-turn lane and a shared through/right-turn lane on the northbound and southbound approaches.
- El Dorado Hills Boulevard/Park Drive/Saratoga Way Intersection.
 - Provide one left-turn lane, two through lanes, and one right-turn lane on the southbound approach.
- Silva Valley Parkway/Appian Way intersection (future conditions):
 - Provide a shared through/left-turn lane and a separate right-turn lane on the westbound approach.

Fiscal Matters

As previously discussed above, General Plan Objective 10.2.5 and policies 10.2.5.1 and 10.2.5.2 requires the County to evaluate the fiscal impacts of new development to municipal services and to avoid using County General Fund revenues to fund services. The CEDHSP FIA identifies at maximum build-out (1,000 residential units) the project would result in a net fiscal deficit of approximately \$438,000 to the County's General Fund and a net fiscal deficit of approximately \$56,000 to the County's Road Fund. In response to this issue, the applicant has agreed to the formation of a community facilities district (CFD) or other mutually acceptable financing mechanism to generate the annual revenues to eliminate the fiscal deficits to the General Fund and Road Fund.

Conflicts with the General Plan

As described above, the CEDHSP proposed land use designations would be inconsistent with existing General Plan Open Space land use designations within the Serrano Westside Planning Area. Adoption of the CEDHSP would amend the General Plan land use designations to match the proposed land use plan. The County is allowed to amend General Plan land use designations provided that the project is consistent overall with the General Plan.

SACOG 2016 MTP/SCS Consistency

The SACOG 2016 MTP/SCS identifies the CEDHSP located within its designated Established Community and Developing Community. As noted in Draft EIR Appendix H, the proposed CEDHSP would be consistent with the development intensities targeted in the MTP/SCS to promote compact growth and reduce vehicle miles traveled as well as greenhouse gases. The 2016 MTP/SCS anticipates that the need for 5,691 new dwelling units within the County’s existing established communities by the year 2036 as well as the need for more senior and dense housing product (MTP/SCS Appendix E-3). The CEDHSP would provide residential densities that would support these future residential demands and would be consistent with the SACOG 2016 MTP/SCS.

ENVIRONMENTAL REVIEW

CEQA requires the preparation of an EIR prior to approving any project that may have significant effects on the environment that cannot be mitigated to a less than significant level. County staff determined that the scope and magnitude of CEDHSP was such that significant environmental impacts might occur and directed that an EIR be prepared. Under the direction of the County, ICF International prepared the CEDHSP Draft Environmental Impact Report (State Clearinghouse No. 2013022044) to evaluate the potential environmental impacts associated with implementing the proposed project, including implementing the CEDHSP, amending El Dorado County’s General Plan and related specific plans and zoning changes. Subsequent to the publication of the Draft EIR, County staff determined that additional information was required to reflect recent direction from the California Supreme Court regarding methods of evaluating greenhouse gas emissions. The Partial Recirculated Draft EIR Central El Dorado Hills Specific Plan (RDEIR) includes revisions to Section 3.6 (Greenhouse Gas Emissions), Chapter 4 (Alternatives Analysis), and Chapter 5 (Other CEQA Considerations), which included information pertaining to greenhouse gas emissions. The remainder of the previously released Draft EIR is not part of this recirculation. The Final EIR, which consists of the DEIR and RDEIR, includes the Response to Comments from the public and agencies (**Attachment 5**).

The following table summarizes the timeline for preparation of key milestones in the preparation of the EIR.

Table 4. Summary of the Central El Dorado Hills Specific Plan EIR Process

Milestone	Date(s)
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	October 2019

Significant and unavoidable impacts identified in the EIR included the following:

Air Quality

- Impact AQ-1 and AQ-1 CUM: Conflict with or obstruct implementation of the applicable air quality plan.

- Impact AQ-2b and AQ-2b CUM: Violate any air quality standard or contribute substantially to an existing or projected air quality violation during operation.
- Impact AQ-2c and Impact AQ-2c CUM: Violate any air quality standard or contribute substantially to an existing or projected air quality violation during combined construction and operation.
- Impact AQ-3 and AQ-3 CUM: Result in a cumulatively considerable net increase of any criteria air pollutant for which the project region is a nonattainment area for an applicable federal or state ambient air quality standard (including releasing emissions that exceed quantitative thresholds for ozone precursors).

Cultural Resources

- Impact CUL-1 CUM: Cause a substantial adverse change in the significance of an archaeological resource that is a historical resource as defined in Section 15064.5.

Greenhouse Gases

- Impact GHG-1b: Generate greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment during operation.
- Impact GHG-2: Conflict with an applicable plan, policy, or regulation adopted for the purpose of reducing the emissions of greenhouse gases.

Noise and Vibration

- Impact NOI-1a: Expose persons to or generate noise levels in excess of standards established in the General Plan as a result of construction activities.
- Impact NOI-4: Result in a substantial temporary or periodic increase in ambient noise levels in the project vicinity above levels without the project during construction.
- Impact NOI-5: Be located within an airport land use plan area, or where such a plan has not been adopted, within 2 miles of a public airport or public use airport and expose people residing or working in the project area to excessive noise levels.

Public Input, Comments, and Concerns

The following is a summary of public outreach and input received on the project.

Outreach by the Applicant

The applicant has conducted public outreach to solicit input on the project that has included the following:

- 86 project briefing meetings with interest groups
- 73 project site tours

- 19 project briefing meetings with the public

Public Input During the EIR Process

The County received multiple comment letters and cards on the Draft EIR and the RDEIR during the public review periods, in addition to the comments received on the Notice of Preparation and general comments submitted on the project during its processing. While there were a variety of comments, the majority of the comments revolved around the following:

- *Result of 2015 El Dorado Hills CSD Advisory Measure E (advisory vote on the rezoning of the executive golf course) and concern on why the project was still under consideration.*

This measure was placed on the ballot for the November 2015 elections by the governing body of El Dorado Hills Community Services District pursuant to District Resolution 2015-12 as an advisory election to obtain public input on the following statement:

Should the El Dorado County Board of Supervisors re-zone the approximately 100 acres of the former executive golf course in El Dorado Hills from its current land use designation as "open space recreation" to a designation that allows residential housing and commercial development on the property?

The results were 8.94 percent of voters in favor of the measure and 91.04 percent of voters against. However, this was an advisory election, which does not prevent the project from being processed by the County in accordance with County policy and state law. Comments regarding the consideration of an El Dorado Hills CSD Advisory Measure E Alternative in place of the CEDHSP is provided in the Final EIR.

- *Loss of open space*

The CEDHSP would result in the conversion of current undeveloped space into urban development. The environmental and visual impacts of this are addressed in detail in the CEDHSP EIR. The CEDHSP would retain 175 acres of the total 336 acres in open space. This would include preservation of ridgelines in the Serrano Westside planning area that would be currently allowed to be developed as part of the El Dorado Hills Specific Plan (135 planned dwelling units at Serrano Village D-1, Lots C and D).

As noted above, the Serrano Westside planning area includes portions of the 1988 El Dorado Hills Specific Plan and the former El Dorado Hills Executive Golf Course, a par 62, 100-acre recreational amenity constructed in the early 1960s as a temporary golf course marketing tool to attract homebuyers to El Dorado Hills. The golf course was *not* part of or a mitigation for the 1988 El Dorado Hills Specific Plan¹ *nor* was it constructed as a mitigation requirement for the El Dorado Hills-Salmon Falls Area Plan. The widespread expansion of golf courses in the Sacramento region during the 1980s and 1990s saturated the golf market with traditional par 72 courses, and player preferences for competing courses led to the closure of the El Dorado Hills Executive Golf Course in 2006 due to financial and economic constraints. Prior to closing the course, Serrano Associates commissioned the National Golf Foundation (NGF) to determine if there was an economically feasible business plan to operate the course. The NGF concluded that there was no feasible alternative. After the course was closed, the County of El Dorado and the El Dorado Hills Community Services District retained the NGF to determine if a public entity could operate the course and that study similarly concluded that it was not feasible.

- *Density of the proposed CEDHSP*

As noted above, the CEDHSP responds to the El Dorado County General Plan, statewide legislation, and contemporary planning principles by offering a range of housing choices for multiple market segments in proximity to existing retail and public services. The CEDHSP's adjacency to the significant north-south arterial of El Dorado Hills Boulevard as well as to US 50 makes it an appropriate location to capitalize on future public transit routes, and the compact nature of the land uses minimizes intrusion onto neighboring properties. There are currently no undeveloped land areas in the El Dorado Hills area designated for dense residential development (e.g., single-family attached and/or multifamily) that are located near major transportation corridors, retail uses, and public services, like the CEDHSP.

- *Health impacts of naturally occurring asbestos*

The potential public health impacts of exposure to naturally occurring asbestos as a result of development of the CEDHSP is addressed in the EIR (see Draft EIR pages 3.2-32 and -33). Implementation of mitigation measure AQ-4 would require special dust control measures to protect public health.

- *Traffic congestion*

As identified in the EIR, the CEDHSP would result in project traffic operation impacts to the Francisco Drive/El Dorado Hills Boulevard, US 50/El Dorado Hills Boulevard, and US 50/Silva Parkway facilities. Since release of the Draft EIR, roadway improvements have been completed that have addressed these traffic impacts to a less than significant level.

Mitigation measures consisting of construction of roadway improvements prior to level of service (LOS) failure on impacted roadway facilities are included.

- *Perceived loss of quality of life*

As noted above, the CEDHSP land plan is designed to buffer from adjoining residential areas as well as preserve the ridgeline in the Serrano Westside planning area. The Serrano Westside planning area provides large open space area buffering between the existing residential units of Serrano Village D1 and the proposed Village Residential Medium High and High areas. The Pedregal planning area land plan consists of Village Residential Low that complements the existing density and lot sizes of the subdivisions associated with the Ridgeview East area, given the density range of the land use designation and lot sizing standards set forth in CEDHSP Appendix B, Table B.6. The Village Residential High would match densities of the existing El Dorado Village Apartments and Copper Hill Apartments.

In addition, the CEDHSP provides recreational amenities that would benefit the community, such as trail extensions along the El Dorado Hills Boulevard corridor, a 15-acre community park, right-of-way dedications for the possible future extension of Park Drive to Silva Valley Parkway, and an improved pedestrian overcrossing of US 50 to the El Dorado Hills Town Center.

- *Water supply*

As identified in the CEDHSP Water Supply Assessment approved 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 (see Draft EIR pages 3.12-50 through 160).

CEQA Findings of Fact

In accordance with Public Resources Code Section 21081 and CEQA Guidelines Sections 15090 and 15091, Findings of Fact are provided in **Attachment 8** detailing the statements of evidence in support of the environmental analysis and conclusions of the EIR, subject to adoption by the Board of Supervisors.

Mitigation Monitoring Reporting Program

In accordance CEQA Guidelines Section 15074(d), a Mitigation Monitoring Reporting Program (MMRP) is provided detailing the mitigation measures necessary to mitigate the identified environmental impacts to less than significant impact. The MMRP is included as **Attachment 9**.

COUNTY EFFORT IN PROJECT APPLICATION PROCESSING

Processing of the CEDHSP began with the submittal of project application in November 2012. Work effort includes review for consistency with applicable regulatory policies and standards, conducting legal, fiscal, and environmental analysis, coordination with various affected agencies, and perform various administrative functions. In undertaking this effort, County staff is supported by contract consultants including ICF International (environmental review), Michael Baker International,(environmental review), Ascent Environmental (project processing), Goodwin Consulting Group (fiscal review), and Abbott and Kindermann (legal counsel), employed by the County at combined total amount of approximately \$1 million charged against the project. To date, County staff has worked total combined hours of 1,420 at a project cost \$150,000. The processing of the project is anticipated to be completed in 2020.

SUPPORT INFORMATION

Attachments to Staff Report:

Attachment 1.....Central El Dorado Hills Specific Plan
Attachment 2.....Proposed Edits to the Specific Plan
Attachment 3.....Central El Dorado Hills Specific Plan Draft Public Facilities
Financing Plan
Attachment 4.....Central Dorado Hills Specific Plan Draft Development Agreement
Attachment 5.....Central El Dorado Hills Specific Plan Environmental
Impact Report (Draft, Recirculated and Final EIR)
Attachment 6.....Central El Dorado Hills Specific Plan General Plan Consistency
Analysis
Attachment 7.....Central El Dorado Hills Specific Plan Fiscal Impact Analysis
Attachment 8.....CEQA Findings of Fact and Statement of Overriding
Considerations
Attachment 9.....Mitigation Monitoring and Reporting Program

Exhibit A.....Location Map
Exhibit B.....Proposed Central El Dorado Hills Specific Plan Land Use Diagram
Exhibit C.....Proposed Central El Dorado Hills Specific Plan Zoning
Exhibit D.....Large Lot Tentative Subdivision Map
Exhibit E.....Circulation Plan
Exhibit F.....Park Drive Reconfiguration
Exhibit G.....Assessor’s Parcels and Aerial Map Photo
Exhibit H.....El Dorado Hills Specific Plan Amendments
Exhibit I.....Bicycle and Trails Plan
Exhibit J.....Existing General Plan Land Use Map
Exhibit K.....Existing Zoning Map