

**EL DORADO COUNTY DEVELOPMENT SERVICES
PLANNING COMMISSION
STAFF REPORT**



Agenda of: January 26, 2017

Staff: Mel Pabalinas

**REZONE/PLANNED DEVELOPMENT/TENTATIVE
SUBDIVISION MAP**

FILE NUMBERS: Z14-0008/PD14-0010/TM14-1522/Bass Lake North

APPLICANT: Norm Brown, NC Brown Development, Inc.

ENGINEER: CTA Engineering and Surveying

REQUEST: The project consists of the following requests:

- 1) Adopt the September 2016 Addendum to the 1992 Bass Lake Road Study Area Final Program Environmental Impact Report (State Clearing House No. 1990020375);
- 2) Adopt the Mitigation Monitoring and Reporting Plan (MMRP) in accordance with the California Environmental Quality Act (CEQA) Guidelines Section 15097, incorporating the Mitigation Measures as presented;
- 3) Rezone from Residential Estate Ten Acres (RE-10) to Single-Unit Residential-Planned Development (R1-PD);
- 4) Development Plan for the proposed subdivision to permit clustering and create open space in compliance with the Bass Lake North Specific Plan;
- 5) Tentative Subdivision Map on 38.57-acres creating 90 single family residential lots ranging in size from 7,204 square feet to 23,975 square feet, four open space lots totaling approximately 11.37 acres, and two Right-of-Way (ROW) lots; and

- 6) Design Waivers to allow the following:
 - a. Reduced ROW width from 50 feet to 40 feet and reduced roadway width from 36 feet to 29 feet for Road A, Road B (from Road A to Road D), and Road D;
 - b. Reduced ROW width for Road B (from C Court to Road A), and Courts C, E, F, and G from 50 to 34 and 40 feet, respectively; and
 - c. Modification of Standard Plan 103A-1 to allow driveway to be within 25 feet from a radius return, reduce minimum driveway widths from 16 feet to 10 feet wide for secondary single car garages where a larger driveway for the same property is also proposed, and eliminate 4 foot taper to back of curb.

LOCATION: North of Highway 50, east of Bass Lake Road and bounded by Sienna Ridge Road to the west, in the Bass Lake Hills Specific Plan adjacent to the community of El Dorado Hills, Supervisorial District 1. (Exhibits A through C)

APNs: 115-400-06, 115-400-07, and 115-400-008 (Exhibit D)

ACREAGE: 38.57 acres

GENERAL PLAN: Adopted Plan - Bass Lake Hills Specific Plan (Exhibits E and F)

ZONING: Residential Estate Ten Acres (RE-10) (Exhibit G)

ENVIRONMENTAL DOCUMENT: Statutorily Exempt pursuant to Section 15182 (Residential Projects with an EIR Pursuant to Specific Plan; State Clearing House No. 1990020375) of the CEQA Guidelines

RECOMMENDATION: Staff recommends the Planning Commission recommend the Board of Supervisors take the following actions:

- 1) Adopt the September 2016 Addendum to the 1992 Bass Lake Road Study Area Final Program Environmental Impact Report (State Clearing House No. 1990020375), subject to CEQA Findings;
- 2) Adopt the Mitigation Monitoring and Reporting Plan (MMRP) in accordance with the California Environmental Quality Act (CEQA) Guidelines Section 15097, incorporating the Mitigation Measures as presented;
- 3) Approve Rezone Z14-0008 based on the Findings as presented;
- 4) Approve Planned Development PD14-0010 establishing the official Development Plan for Bass Lake North, based on the Findings and subject to the Conditions of Approval as presented;

- 5) Approve Tentative Subdivision Map TM14-1522 based on the Findings and subject to the MMRP and Conditions of Approval as presented; and
- 6) Approve Design Waivers a through c, based on the Findings and subject to the Conditions of Approval as presented.

STAFF ANALYSIS:

Project Description: The proposed project includes a rezone from Residential Estate Ten Acres (RE-10) to Single Unit Residential-Planned Development (R1-PD), a development plan, and a tentative subdivision map to subdivide 38.57-acres into 90 single-family lots, 4 open space lots (Lots A, B, C, and D), and 2 right-of-way lots (Lots G and R) (Exhibits I – N). The residential lots would range in size from 7,204 square feet to 23,975 square feet. The Bass Lake Hills Specific Plan (BLHSP) designates the 38.57-acre site as a combination of High Density Residential Planned Development (14.9-acres) (H4PD: 1-4 dwelling units (du) per net acre) and Medium Density Residential Planned Development (23.2-acres) (MPD: 1-1.75 du per net acre) (Exhibits F, O and P). The proposed subdivision has an approximate density of 2.3 dwelling units per acre, which is consistent with the surrounding density (Exhibit O) and falls below the maximum allowed density in the BLHSP of 2.6 dwelling units per acre for this site.

Vehicle access to the project site would be provided by a new connection to Sienna Ridge Road, a County maintained road, along the western border of the site. On-site landscaping will be provided along Sienna Ridge Road for the portion that borders the proposed project. An on-site decomposed granite pedestrian and bicycle trail along the northern border of the drainage feature in the southern portion of the project site would connect to Sienna Ridge Road within Open Space Lot D, and Open Space Lot C has been incorporated for purposes of preserving on-site oak trees. Open Space Lots A and B convey drainage and provide a visual buffer from the surrounding area.

Construction of the following off-site improvements are included as project conditions of approval: the extension of Silver Dove Way from Bass Lake Road to Sienna Ridge Road; the realignment of Country Club Drive with the inclusion of a traffic signal at the intersection with Bass Lake Road, and associated intersection improvements including one through lane and one 200-foot-long right turn pocket on the northbound approach, one through lane and one 300-foot-long left turn pocket on the southbound approach, and one through lane and 300-foot-long left turn pocket on the westbound approach; the construction of Bass Lake Road from US Highway 50 to the realigned Country Club Drive; improvements to the Highway 50 interchange including the addition of a 240-foot left turn pocket to the eastbound off-ramp, restriping Bass Lake Road between the eastbound and westbound ramps to include two northbound lanes, widening Bass Lake Road between the westbound ramps and Country Club Drive to include a northbound trap lane accessing Country Club Drive and a southbound trap lane accessing westbound Highway 50, signalization of the eastbound ramp intersection, and signalization of the westbound ramp intersection when warranted and necessary to maintain the acceptable Level of Service (LOS) D; and the construction of 100 parking spaces at the new park-and-ride site.

To ensure proper timing of the conditions of approval, the subdivider is required to perform a supplemental traffic analysis in conjunction with each final map application to determine LOS of

the interchange and ramps. If the supplemental traffic analysis indicates that the County's LOS policies would be exceeded by the existing traffic plus traffic generated by that final map, the applicant shall construct the improvements prior to issuance of the first certificate of occupancy for any lot within that final map. If the County's LOS policies are not exceeded upon application for the last final map within the project, the project applicant shall pay its Traffic Impact Mitigation (TIM) fees toward the installation of proposed roadway improvements. The payment of TIM fees, in this case, would be considered the project's proportionate fair share towards mitigation of this impact.

The proposed project would require annexation into the El Dorado Irrigation District (EID) service area to gain access to a water supply. In addition, the 11.57-acre parcel, APN 115-400-09, to the north of the site, provides the temporary emergency vehicle access for the project and also is included in the request for annexation into the EID service area. This parcel is within the BLHSP (identified as Parcel 66) and is designated for High Density Residential housing; however, there is no proposed development on the site at this time.

Pursuant to the BLHSP a rezone from Estate Residential Ten Acre (RE-10) to One-Family Residential Planned Development (R1-PD), and a development plan to permit clustering, create open space, and allow for innovative design, are required to develop the site. While the current zoning is RE-10, Section 9.1.2 Proposed Zoning of the BLHSP, clearly indicates that R1 zoning was anticipated for this part of the Plan area.

The applicant is requesting three Design Waivers to the El Dorado County Design and Improvement Standards Manual (DISM). These modified standards include reductions in intersection spacing, right-of-way and roadway widths, sidewalk widths, and driveway standards. As further discussed in the Design Waiver Findings, these modified standards would provide flexibility from the typical design and construction standards in order to reduce earthwork and impervious surface associated with the improvements, thereby minimizing environmental impacts.

Background: The Bass Lake Road Study Area (BLRSA) Final Program Environmental Impact Report (PEIR) was certified by the Board of Supervisors on March 17, 1992. Subsequently, the Bass Lake Hills Specific Plan (BLHSP or Plan) and Addendum to the BLRSA Final Program PEIR were adopted by the El Dorado County Board of Supervisors on November 7, 1995. An Addendum to the BLRSA Final Program PEIR dated September 2016 has been prepared for this proposed project.

The BLHSP is unique from other specific plans in the County, in that the Plan area is not owned by a single entity. As a result, multiple Development Agreements, which expired on September 19, 2016, were entered into with individual land owners and the County. Of the 88 parcels in the Plan area, 42 had an associated Development Agreement. The current project consists of three parcels, one of which (APN 115-400-07) was encumbered by a Development Agreement. The Development Agreement for this parcel was entered into on June 3, 1997 and expired on September 19, 2016.

The application for the proposed project was received on September 30, 2014 and deemed complete on December 24, 2014, prior to the Development Agreement expiring. Therefore, the terms, provisions, obligations, and protections provided by the Development Agreement remain.

Further, Section 66474.2 of the Subdivision Map Act provides that the review and approval of a Tentative Map should be conducted in accordance with the rules, regulations, policies, and standards in effect at the time that the application for the Tentative Map is deemed complete. As such, the project is subject to the policies set forth in the Bass Lake Hills Specific Plan, and neither the recent amendments to the General Plan or Zoning Ordinance affected through the approval of the Targeted General Plan Zoning Ordinance Update on December 15, 2015 nor the voter-approved ballot Measure E, effective July 29, 2016, are applicable to this project.

The proposed project is located within the El Dorado Hills Community Region Boundary (Exhibit Q) and is consistent with the both the land use contemplated in the BLHSP and the surrounding land use (Exhibit R). The BLHSP established maximum residential land use densities for the land within the Plan area, specified how those lands would be developed, described the public facilities and services necessary to support the allowed development, and described the funding mechanisms necessary for implementation. The BLHSP provides for distinct residential villages that allow a range of housing types and densities as well as open space, parks, schools, and a fire station. Of the 1,458 dwelling units anticipated for the Plan area, 380 units have been entitled through the Tentative Map process. Of the 380 units entitled, 99 have been constructed as part of the Hollow Oak Subdivision.

The purpose of the BLHSP is to facilitate the orderly and systematic development of the Plan area and to ensure that safe and efficient transportation and circulation facilities and major infrastructure improvements in the Plan area are constructed concurrently with new development. The matter of concurrency in relation to the BLHSP was addressed by the Department of Transportation in a memo to the Board of Supervisors dated November 25, 2002, which suggested that the first 300 housing units construct the necessary Bass Lake Road improvements. This 300-unit threshold is what became known as the "critical mass" for the Plan area, and was brought forward in the development of the BLHSP Public Facilities Financing Plan (PFFP) and Conditions of Approval (COAs) for the previously approved Tentative Maps.

The PFFP was developed and finalized in June 2004 pursuant to Section 9.4 of the BLHSP and Section 3.2 of the BLHSP Development Agreement. The PFFP sets forth the strategy to finance the infrastructure and public facilities required to serve the proposed land uses within the Plan area, while recognizing the need for flexibility to accommodate the development plans of a diverse set of property owners, and assuring the County that required facilities are constructed when necessary.

The PFFP further clarifies that concurrency relates primarily to the construction of Bass Lake Road and Country Club Drive, and presents a phasing plan to achieve the necessary infrastructure. Phase 1 includes the Hollow Oak subdivision (99 units), Phase 1A includes up to 201 units of any combination from the approved Hawk View, Bell Ranch, and Bell Woods tentative subdivisions, and Phases 2 and 3 include the remaining units beyond the 300-unit critical mass to full build-out. The proposed Bass Lake North subdivision is part of Phase 2.

The PFFP allows for two phases of construction for the Bass Lake Road improvements, which correspond with Phases 1 and 1A. Phase 1 improvements consist of the construction and re-alignment of Bass Lake Road from the intersection of Hollow Oak Road to the current alignment of Bass Lake Road just north of Serrano Parkway, as well as shoulder widening and related facilities from Bass Lake Road south to Highway 50 where the street section is less than 32 feet

wide. These improvements were constructed by the Hollow Oak project beginning in 2005. Phase 1A would complete Bass Lake Road to a two-lane road with appropriate right-of-way acquisition for future expansion to a four-lane road with fully constructed medians, bikeway, and sidewalk, from Highway 50 to Serrano Parkway. Phase 1A was anticipated to be completed by the next development project or group of projects following Hollow Oak.

In addition to the Bass Lake Road improvements, the PFFP provides that the following items would be required at the 300-unit critical mass: Highway 50 Interchange Project Study Report (PSR); access roads and infrastructure to the Buckeye Union school site; acquisition of an 8.7 acre sports park; design of a sports park; and acquisition of a 2-acre park-and-ride lot. The three Phase 1A projects: Hawk View, Bell Woods, and Bell Ranch were each conditioned to implement the entirety of these Phase 1A improvements.

Realignment of Country Club Drive was not required at the 300-unit critical mass threshold, but was included in Phases 2 and 3. While the realignment of Country Club Drive was not included in the “critical mass” projects, the PFFP notes that development projects would be conditioned to construct Country Club Drive as determined necessary by the Department of Transportation based on access requirements of the projects. The PFFP further acknowledges that the phasing of the remainder of the BLHSP (Phases 2 and 3) is more difficult to determine, and cursorily groups the rest of the projects into a “remaining to buildout” category with the distinction being that some of the Phase 2 projects have a signed Development Agreement.

On April 28, 2016 the Planning Commission approved revisions to the Conditions of Approval for three previously approved Tentative Maps: Hawk View (TM00-1371R), Bell Woods (TM01-1380R), and Bell Ranch (TM96-1321R3). The revisions, which modified the Phase 1A improvements were determined consistent with the BLHSP, Development Agreement, and PFFP, and included: the removal of a portion (Segment F to H) of Phase 1A improvements to Bass Lake Road and the addition of the realignment of Country Club Drive, a Phase 2/Phase 3 improvements (Exhibit T). Other critical mass improvements, including the removal of the requirement for a Highway 50 Interchange PSR; the removal of a portion of the access road and infrastructure to the school site; the removal of the requirement for sidewalks and a Class I bike trail along Bass Lake Road; and modifications to parks, landscaping, and recycled water requirements were also approved. Approval of the proposed project is predicated on the necessary Phase 1A infrastructure being completed by the Phase 1A projects. If the Phase 1A infrastructure is not completed by the time the proposed project records its final map, then the proposed project will be required to construct the Phase IA infrastructure.

CONSISTENCY ANALYSIS:

Tentative maps are required to be consistent with the applicable policies of the General Plan, provisions of the BLHSP, the Zoning Ordinance, the Subdivision Ordinance, CEQA, the BLHSP PFFP, and Development Agreement. The following is a summary of this consistency analysis:

General Plan: The General Plan designates the Project area as Adopted Plan, a designation that pertains to those areas where specific plans have been adopted; in this case, the BLHSP. These plans are accepted and incorporated by reference, and the respective land use map associated with each such plan is adopted as the General Plan map for the area. The proposed Tentative Map is consistent with the General Plan as presented in the Findings below.

Specific Plan: The BLHSP was adopted in November 1995; therefore, all subsequent development within the plan area must conform to the policies contained therein along with the corresponding Development Agreement and PFFP. The proposed Tentative Map is consistent with the BLHSP as presented in the Findings below.

Zoning Ordinance: The Single-Unit Residential (R1) Zone District permits minimum parcel sizes of 6,000 square feet when the lot is served with public water and sewer. It is a requirement of the BLHSP that all lots are served by public water and sewer. Each parcel meets or exceeds the minimum requirement for the R1 Zone District as well as the provisions outlined within the BLHSP. The proposed Tentative Map is consistent with the Zoning Ordinance as presented in the Findings below.

Subdivision Ordinance: The proposed Tentative Map is consistent with Section 120.44 of the El Dorado County Subdivision Ordinance as presented in the Findings below.

PFFP: The PFFP identifies the financing mechanisms to be used to pay for the public infrastructure necessary to support development with the BLHSP area. The project has been conditioned to provide an update to the PFFP and related fee program, prior to final map, to reflect the current public facilities to be constructed and current facility cost estimates. The proposed Tentative Map is consistent with the PFFP.

Development Agreement: Section 2.4 of the Development Agreement requires construction of public improvements in accordance with conditions set forth in the PFFP. The proposed Tentative Map is consistent with the PFFP, and is, therefore consistent with the Development Agreement.

CEQA: The project is considered Statutorily Exempt pursuant to Section 15182 (Residential Projects with an EIR Pursuant to Specific Plan; State Clearing House No. 1990020375) of the CEQA Guidelines. This determination is further supported by an Initial Study dated September 2016 in which the County has concluded that the criteria identified in the CEQA Guidelines §15162 requiring the preparation of a Supplemental or Subsequent Environmental Impact Report (EIR) has not been met. Accordingly, the County has prepared an Addendum to the 1992 Bass Lake Road Study Area (BLRSA) Final Program EIR pursuant to State CEQA Guidelines §15164 to analyze the proposed Tentative Map (Exhibit H).

A Mitigation Monitoring and Reporting Plan has been prepared and is included as Exhibit H - Appendix 1 and a Mitigation Measure Agreement has been agreed to and signed by the Applicant and is included as Exhibit T.

A \$50.00 administration fee is required by the County Recorder to file the Notice of Exemption (NOE). Pursuant to State CEQA Guidelines §15062, the filing of the NOE starts a 35-day statute of limitations on challenges to the approval under CEQA.

SUPPORT INFORMATION

Findings

Conditions of Approval

Exhibit A.....	Location Map
Exhibit B.....	Bass Lake Hills Specific Plan Area Map
Exhibit C.....	Aerial Map
Exhibit D.....	Assessor's Parcel Map
Exhibit E.....	Land Use Map
Exhibit F.....	Bass Lake North BLHSP – Figure 3.1 Land Use Diagram; April 2014
Exhibit G.....	Zoning Map
Exhibit H.....	Bass Lake North CEQA Addendum and Initial Study of Environmental Significance; September 2016
Exhibit I.....	Bass Lake North Tentative Map; September 2016
Exhibit J.....	Bass Lake North Preliminary Grading, Drainage and Tree Preservation Plan; September 2016
Exhibit K.....	Bass Lake North Lot Section Exhibit; September 2016
Exhibit L.....	Bass Lake North Open Space Lot Exhibit; July 2016
Exhibit M.....	Bass Lake North Photo Exhibit; July 2016
Exhibit N.....	Bass Lake North Conceptual Site Plan – Figure 3-2; April 2014
Exhibit O.....	Bass Lake North; BLHSP – Figure 3-1 Density Calculation; April 2014
Exhibit P.....	Bass Lake North Density Exhibit; September 2016
Exhibit Q.....	Bass Lake North Community Map Exhibit; September 2016
Exhibit R.....	Bass Lake North General Plan Consistency Exhibit; September 2016
Exhibit S.....	Bass Lake Hills Phase 1A and Phase 2 Improvement Exhibit; September 2016
Exhibit T.....	Bass Lake North Signed Mitigation Measure Agreement Form