



**COUNTY OF EL DORADO
COMMUNITY DEVELOPMENT AGENCY
DEVELOPMENT SERVICES DIVISION**

Date: April 26, 2017

To: Board of Supervisors

Agenda Date: May 23, 2017

From: Rob Peters, Associate Planner

**Subject: Pomerol Vineyard Estates Conceptual Review
Pre-Application PA16-0007 / Shore Springs Partners, LLC**

This is a conceptual review required by Board of Supervisors Policy J-6. The Policy requires an "Initiation" hearing before the Board. This hearing is for determination of compliance with the criteria of Policy J-6 only. There are no entitlements or approvals authorized from this Pre-Application public hearing.

The Pomerol Vineyard Estates project would require a General Plan Amendment from Rural Residential to a mixture of High Density Residential, Medium Density Residential, and Open Space. The General Plan Amendment would also amend the Community Region Boundary for a total of 130 acres of the area previously known as the Bass Lake Golf Course.

The proposed change the General Plan land use designation would create the potential for the conceptual medium- to high-density residential subdivision that is detailed in the project plan set (Exhibits C, F, and G) and described in the applicant's project narrative (Exhibit E). In addition to the General Plan Amendment, the conceptual residential subdivision would require discretionary approvals including a Rezone, Planned Development, and Tentative Subdivision Map. The site is currently designated and zoned for rural residential development.

Policy J-6 identifies Criteria for Initiation of General Plan Amendments to be used in evaluating applications. The four criteria are as follows:

1. The proposed Application is consistent with the goals and objectives of the General Plan; and
2. Public infrastructure, facilities and services are available or can be feasibly provided to serve the proposed project without adverse impact to existing or approved development; and
3. The Application meets on or more of the following goals and objectives:
 - A. Increases employment opportunities within El Dorado County.
 - B. Promotes the development of housing affordable to moderate income households.
 - C. Provides additional opportunities to retain retail sales and sales tax revenues within El Dorado County.
 - D. Protects and enhances the agricultural and natural resource industries;
 - E. Is necessary to comply with changes in state or federal law; and
4. The Application is consistent with any applicable Board adopted community vision and implementation plan.

Policy J-6 requires public notice for the initiation hearing to be provided in the manner identified by Government Code Section 65091 or otherwise required by County Ordinance or Resolution. Government Code Section 65091(a) requires notification to property owners within 300 feet of the property that is subject for the hearing. Noticing requirements for pre-applications are not specifically identified within County Ordinance or Resolutions. However, County notice requirements and procedures for both tentative subdivision maps (Section 120.24.085) and rezones (Section 130.10.040) require noticing of property owners within 1,000 feet of the of the subject property. Therefore, this conceptual review was routed to property owners within 1,000 feet of the project site.

Staff Analysis

Pre-Application Information

Applicant/Agent: Shore Springs Partners, LLC

Request: Pre-application of a conceptual review of a medium- to high-density residential subdivision that includes a General Plan land use amendment and an expansion of the Cameron Park Community Region boundary. The proposal would require future rezone, planned development, and tentative subdivision map discretionary approvals within the 130-acre project site. The site is currently designated and zoned for rural residential development.

Location: West side of Starbuck Road approximately 3,340 feet north of the intersection with Green Valley Road in the Cameron Park area, Supervisorial District 4 (Exhibit A).

APNs: 102-210-08 (Exhibit B)

Acreage: 130 acres

General Plan: Rural Residential (RR) (Exhibit C)

Zoning: Rural Lands 10-Acre (RL-10) (Exhibit C)

Project Description

The applicant has outlined the conceptual proposal within the Pomerol Vineyard Estates Project Description (Exhibit E) and has detailed the conceptual project features within the project plan set (Exhibits C, F, and G). A summary of the proposed project description is included below.

The proposal would require a change to the General Plan land use designation of the approximately 130-acre project site from RR to HDR, MDR, and OS. In order to change the

land use designation to HDR or MDR, the Cameron Park Community Region Boundary would have to be expanded to the north of its current location to include the project site (Exhibit C).

Changing the General Plan land use designation would create the potential for the conceptual high- to medium-density residential subdivision. The proposal would also require rezoning of the project site from Rural Lands10-Acre (RL-10) to Two-acre Residential (R2A), One-acre Residential (R1A), Single-unit Residential (R1), and Open Space (OS). All proposed zones would include the Planned Development (-PD) Combining Zone (Exhibit C). In order to bring the proposal forward, discretionary approvals including a Rezone, Planned Development, and Tentative Subdivision Map would be also be required.

The conceptual 137-unit single-dwelling residential subdivision is intended to create a transition from the high-density and medium-density residential land uses to the southwest, south, and southeast to the low-density and rural residential land uses to the east, north, and northwest. The subdivision includes 99 lots ranging in size from 0.25 to 0.50 acres, 21 approximately 1-acre lots, and 17 lots that are 2.0 acres or greater (Exhibit E). The subdivision includes a vineyard theme encumbered within easements in specific lots along the western, northern, and northeastern portions of the site (Exhibit G).

Public water facilities would be utilized for the proposed residential lots through connection to existing EID water service in the project vicinity, and the applicant is exploring the potentially use of wells for providing water to irrigation of the open space areas. The project, as proposed, would extend public sewer facilities, including off-site improvements, to the approximately 99 lots that are less than 1.0 acres. For the lots that are 1.0 acre or greater, the applicant is proposing the use of private on-site septic systems (Exhibit E).

The conceptual site plan identifies two points of access to the project. The first access is located on the west side of Starbuck Road across from the existing intersection with Winchester Drive. The second access is located in the southeast corner of the project and would connect to Perodite Drive within the Emerald Meadows Subdivision ultimately connecting to the existing traffic signal at Perodite Drive and Green Valley Road. The project access roads would be subject to modifications via Design Waivers per County road standards.

The conceptual tentative map includes several open space lots which include two existing ponds and existing drainage features (Exhibits D and G). The open space areas would utilize existing (remnants from the golf course) and provide new trails throughout for passive recreational use. Several parking lots have been included on the site plan to accommodate users of the open space, as well as sidewalks on one side of Roads A, B, and Courts C and G providing pedestrian access to the smaller residential lots and to access the open space areas.

Site Description

The project site is comprised of one lot located on the west side of Starbuck Road approximately 3,300 feet north of the intersection with Green Valley Road in the Cameron Park area (Exhibit A). The project site is located north of and adjacent to the Cameron Park Community Region

boundary (Exhibit C). The site is the former location of the Bass Lake Golf Course authorized under Special Use Permit S95-0006, and contains an existing wireless communications facility authorized under Special Use Permit S03-0021 and S03-0021-R. Existing site improvements include the golf course club house and cart barn structures, accessory structures, parking areas, concrete paths, and other improvements associated with the former golf course use. The site also contains two ponds of a combined approximately 5.85 acres that are connected by on-site drainages (Exhibits D and G).

Surrounding Land Uses

The project is surrounded to the west, north, and east by residential land uses of varying densities, and to the south by residential land uses, an open space lot, and the Green Valley Cemetery and Mortuary facility (Exhibits C and D). Commercial land uses and vacant commercially designated and zoned lands exist in close proximity to the site to the south and southwest across Green Valley Road. The Rescue Union School District office and Green Valley Elementary School are located in close proximity to the south along Bass Lake Road.

General Plan Land Use Designation/Consistency

The project site has a General Plan land use designation of Rural Residential (RR) and is located just north of the Cameron Park Community Region boundary (Exhibit C). The RR land use designation establishes areas for residential and agricultural development. These lands typically have limited infrastructure and public services and will remain for the most part in their natural state. The category is appropriate for lands that are characterized by steeper topography, high fire hazards, and limited or substandard access as well as “choice” agricultural soils. The RR designation is used as a transition between Low-Density Residential (LDR) and the Natural Resources (NR) Designation. The allowable density for this designation is one dwelling unit per 10 to 160 acres. This designation is appropriate only in the Rural Regions.

Currently, the site is situated between existing High Density Residential (HDR) and Medium Density Residential (MDR) land use designations to the southwest, south, and east, and LDR and RR land use designations to the west, north, and northeast. In order to accommodate the proposed request, the General Plan land use designation would be changed to a mix of HDR, MDR, and Open Space (OS) land use designations. The Cameron Park Community Region boundary would need to be modified to incorporate the project site to allow for the HDR and MDR land use designations, which are generally only appropriate in Community Regions or Rural Centers.

The HDR land use designation identifies areas suitable for intensive single-family residential development at densities from one to five dwelling units per acre. Allowable residential structure types include single-family attached (i.e., air-space condominiums, townhouses) and detached dwellings and manufactured homes.

The MDR land use designation establishes areas suitable for detached single-family residences with larger lot sizes which will enable limited agricultural land management activities. The

designation is applied where the character of an area is single-family residences; where the absence or reduced level of infrastructure including roads, water lines, and sewer lines does not justify higher densities; where the topography poses a constraint to higher densities; and as a transitional land use between the more highly developed and the more rural areas of the County. The maximum allowable density shall be one dwelling unit per acre with parcel sizes ranging from 1.00 to 5.00 acres.

The OS land use category may be used on private lands to maintain natural features within clustered development where a General Plan amendment is processed. This designation is considered appropriate within Community Regions, Rural Centers, and Rural Regions.

The proposed change from the RR to the HDR, MDR, and OS land use designations and change in the Cameron Park Community Region boundary would be required to be found consistent with the General Plan. The project would also require zone changes as discussed below. A formal application to amend the General Plan would be reviewed for consistency with applicable policies of the General Plan, including, but not limited to: 2.2.3.1 (Planned Development Combining Zone District), 2.2.3.2 (Development Density for Planned Developments), 2.2.3.3 (Planned Development Combining Zone and Rezone of Base Zone Districts), 2.2.5.3 (Evaluation of Future Zoning), 2.8.1.1 (Lighting), TC-Xa (Direct and Cumulative Traffic Impacts), TC-Xf (Minimizing Impact to County Road System), TC-Xg (Dedication of Right-of-Way, Design or Construct or Fund Improvements), Policy HO-1.5 (Higher Density Residential in Community Regions), 5.1.2.1 (Adequacy of Public Services), 5.2.1.2 (Adequate Quantity and Quality of Water), 5.2.1.3 (Connection to Public Water System), 5.2.1.4 (Rezoning and Subdivision Approval in Community Regions Dependent on Public Water), 5.3.1.1 (Connection to Public Wastewater Collection Facilities), 5.3.1.2 (Public Water Requirement for Creation of Lots Less than Five Acres in MDR Relying on Septic), 5.3.1.7 (Public Wastewater Requirements in Community Regions), 5.7.11 (Fire Protection in Community Regions), 7.3.3.4 (Wetland Buffers), 7.4.4.4 (Oak Canopy Retention and Replacement), 10.1.9.2 (Broad Mix of Housing Types), 10.2.1.5 (Public Facilities and Services Financing Plan).

Zoning Designation/Consistency

The project area is currently zoned Residential Land-10 acre minimum (RL-10) (Exhibit C). The Rural Lands zone is intended to identify those lands that are suitable for limited residential development based on topography, groundwater or septic capability, and other infrastructural requirements. This zone may be applied where resource-based industries in the vicinity impact residential uses. Commercial support activities that are compatible with the available infrastructure may be allowed within this zone to serve the surrounding rural and agricultural communities. Although agricultural uses are allowed, these lands generally do not support exclusive agricultural use. This zone is applied to those lands to allow uses which supplement the agricultural use. Minimum lot size designators are applied to the zone based on constraints of the site, surrounding uses, and other appropriate factors in increments of 10, 20, 40, 80, and 160 acres.

The proposal would rezone the project site from RL-10 to Residential 2-acre minimum (R2A), Residential 1-acre minimum (R1A), Single-Family Residential (R1), and Open Space (OS). All proposed zones include the Planned Development (-PD) combining zone. The R2A zone is utilized to create more dispersed suburban residential character to an area by providing for and regulating medium density residential development at the mid-range of one dwelling unit per two acres. Accessory structures and uses and low-intensity commercial agricultural pursuits (crop lands, orchards, raising and grazing of domestic farm animals) are considered compatible with this zone. The zone is applicable to lands designated as MDR in the General Plan.

The R1A zone is used to create a more dispersed suburban residential character to an area by providing for and regulating medium density residential development at the highest range of one dwelling unit per acre. Accessory structures and uses and low-intensity commercial agricultural pursuits (crop lands, orchards, raising and grazing of domestic farm animals) are considered compatible with this zone. The zone is applicable to lands designated as MDR in the General Plan and may be applied to HDR lands where infrastructure to serve higher densities is not yet available.

The R1 zone is included in the Single-unit Residential zone category. This zone is used to promote and regulate the development of higher density, single-unit dwellings, and accessory structures and uses. Minimum lot size designation R1 is applied to this zone based on surrounding use compatibility, and physical and infrastructural constraints. The R1 zone represents a minimum lot size of 6,000 square feet. This zone is applicable to lands designated as HDR in the General Plan.

The OS zone is applied to set aside for primarily open space purposes, including, but not limited to, the protection of rare and endangered plant or animal habitat; wildlife habitat; sensitive riparian areas; oak woodlands; visual resources as a part of a development or along a designated scenic corridor; and watersheds and groundwater recharge areas. Intensive agriculture is not compatible, although low intensity agriculture such as seasonal grazing may be compatible. Recreational uses that have little impact and do not require substantial permanent structures or facilities are also compatible. Where the OS zone is applied as part of a development plan, the uses allowed under the development plan permit are allowed, including a full range of recreational facilities. Where the County determines it is necessary or in the public interest, limited infrastructure, including but not limited to, roads, water, wastewater, drainage facilities and other utilities are expressly allowed in the OS zone.

The -PD Combining Zone would be applied to the entire project site and all of the proposed zoning districts resulting in the creation of R2A-PD, R1A-PD, R1-PD, and OS-PD zones. The project would need to comply with the requirements of Chapter 130.28 (Planned Development Combining Zone) and the zone change and development plan requirements, and residential development requirements including the open space requirements.

Unless specific development standards and uses are identified through the development plan, the project must be determined to be consistent with the specific regulation and uses outlined in the applicable development standards identified in Chapter 130.24 (Residential Zones) for the

resulting R2A, R1A, and R1 zones, and Chapter 130.25 (Special Purpose Zones) for the OS zone. The project would also have to be determined to be consistent with all other applicable Zoning Ordinance Sections, including but not limited to 130.30 (General Development Standards), 130.34 (Outdoor Lighting), 130.35 (Parking and Loading), 130.36 (Signs), 130.63 (Amendments and Zone Changes).

Existing Special Use Permits

The site is the location of the Bass Lake Golf Course authorized under Special Use Permit S95-0006. However, currently the golf course is no longer in use and any discretionary approvals for the residential subdivision would supersede the golf course special use permit. The site also contains existing wireless communications facility authorized under Special Use Permit S03-0021-R consisting of an approximately 80-foot tall monopine tower with associated tower mounted and ground mounted equipment. The conceptual site plan identifies this communication facility within the boundary of lots 56 and 57 and identifies that the site would need to be relocated. Relocation of the wireless communication facility would require a revision to the existing special use permit.

Initial Consultation

This pre-application was routed to affected agencies for initial consultation in order to provide the applicant with preliminary comments from these agencies on the project. Exhibit H includes the comments received during the initial consultation review period. A Technical Advisory Meeting was held on March 27, 2017 between commenting agencies and the applicant to discuss the preliminary comments received.

Processing of Discretionary Entitlements

The project would require several layers of entitlement application, including an amendment to the General Plan land use designation and expansion of the Cameron Park Community Region Boundary, a Rezone, a Tentative Subdivision Map, and a Planned Development. Because of the proposed General Plan Amendment and Rezone, the project would be considered by the County Planning Commission and a recommendation would be forwarded to the Board of Supervisors for final review. The current proposal is for development of a medium- to high-density residential development.

a) General Plan Amendment

The General Plan land use designation would need to be changed from RR to the HDR, MDR, and OS land use designations. The Cameron Park Community Region boundary would have to be expanded to the north to incorporate the project site. This change in land use designation would need to be thoroughly evaluated and would be reviewed and verified for consistency with applicable policies of the General Plan. The appropriate findings would need to be made to ensure project consistency with the General Plan.

b) Rezone

The proposal would rezone the project site from RL-10 to R2A, R1A, R1, and OS. All proposed zones include the -PD Combining Zone. This change in zoning would need to be thoroughly evaluated and the appropriate findings would need to be made.

c) Tentative Subdivision Map

The proposal includes approximately 137 single-unit residential lots. The creation of the lots would require a Tentative Subdivision map processed in accordance with the regulation outlined in the County Subdivision Ordinance (Title 120) and Zoning Ordinance (Title 130). The proposed subdivision would need to be thoroughly evaluated and the appropriate findings would need to be made.

d) Planned Development

The proposal would include adding the -PD Combining Zone to the project site resulting in the creation of R2A-PD, R1A-PD, R1-PD, and OS-PD zones. The -PD Combining Zone provides for innovative planning and development techniques that allow the use of flexible development standards; provide for a combination of different land uses which are complimentary, but may not in all aspects conform to the existing zoning regulations; and minimize use compatibility issues and environmental impacts. With the addition of the -PD Combining Zone to the project site, the overall project approval would include approval of a Development Plan. The proposed development plan would need to be thoroughly evaluated and the appropriate findings would need to be made.

e) Environmental Review

Processing of a formal development application would require an analysis of potential environmental impacts by the project. The proposed General Plan Amendment, Rezone, Planned Development, and Tentative Subdivision map would constitute a project under CEQA. As such, an environmental analysis would be conducted to identify and mitigate potential environmental impacts. Mitigation measures identified in the CEQA document would likely be incorporated into the conditions of approval for the project. Although the appropriate form of CEQA document will be determined by the County following review of the project submittal, based on the size and scope of the project, preparation of an Environmental Impact Report (EIR) is likely.

General Plan Amendment Criteria Consistency

Policy J-6 identifies Criteria for Initiation of General Plan Amendments to be used in evaluating applications. The conceptual project has been reviewed for consistency against the criteria as discussed below.

1. The proposed Application is consistent with the goals and objectives of the General Plan; and

The proposed conceptual project currently does not meet the intent of the existing RR General Plan land use designation. To preserve the previous golf course land use the project site has had the RR land use designation applied to it. However, because of the site no longer functions as a golf course, the designation may not be appropriate. The General Plan identifies that the RR land use designation is used as a transition between LDR and NR. Currently the site is located between MDR and HDR to the south and southwest and LDR and RR to the northeast, north, and northwest.

The General Plan contains policies allowing for the changing of the General Plan land use designations (Policy 2.2.5.2 and 2.9.1.3), modification of the Community Region Boundary (Policy 2.1.1.6), encourages and directs growth to be located within Community Regions where higher levels of infrastructure and public services are available (Policies 2.1.1.2, HO-1.5, 5.2.1.2, 5.2.1.3, 5.2.1.4 5.3.1.2, and 5.3.1.7. Development within Community Regions may proceed only in accordance with all applicable General Plan Policies.

2. Public infrastructure, facilities and services are available or can be feasibly provided to serve the proposed project without adverse impact to existing or approved development; and

Formal submittal of an updated Facilities Improvement Letter (FIL) from the El Dorado Irrigation District (EID) would be required at the time of discretionary application submittal. The conceptual review was routed to EID and preliminary responses include that the project would have to connect to existing public water services within the project vicinity, and would need to expand a significant off-site section of sewer facilities to accommodate the higher density residential land uses. The project proposes to use private septic systems for the lots that would be greater than one acre which would require further evaluation by the County Environmental Management Division. The project impacts to transportation and circulation would be evaluated under a Transportation Impact Study and the project would have to mitigate for impacts as appropriate. Emergency Services would also be evaluated during the discretionary review process.

The project would not be anticipated to result in adverse impacts to existing or approved development as it would install the necessary facilities to support the project. The General Plan includes policies regarding infrastructure that would be evaluated during formal project review including but not limited to: TC-Xa (Direct and Cumulative Traffic Impacts), TC-Xf (Minimizing Impact to County Road System), TC-Xg (Dedication of Right-of-Way, Design or Construct or Fund Improvements), 5.1.2.1 (Adequacy of Public Services), 5.2.1.2 (Adequate Quantity and Quality of Water), 5.2.1.3 (Connection to Public Water System), 5.2.1.4 (Rezoning and Subdivision Approval in Community Regions Dependent on Public Water), 5.3.1.1 (Connection to Public Wastewater Collection Facilities), 5.3.1.2 (Public Water Requirement for Creation of

Lots Less than Five Acres in MDR Relying on Septic), 5.3.1.7 (Public Wastewater Requirements in Community Regions), 5.7.11 (Fire Protection in Community Regions), 5.7.4.1 and 5.7.4.2 (Medical Emergency Services), 10.1.9.2 (Broad Mix of Housing Types), and 10.2.1.5 (Public Facilities and Services Financing Plan).

3. The Application meets on or more of the following goals and objectives:

A. Increases employment opportunities within El Dorado County.

The tentative subdivision map would create short-term construction related employment opportunities for construction of the required utilities, roads, houses, landscaping, etc. The project includes an agricultural vineyard component which would create agricultural related jobs for maintenance and harvesting of the project vineyard. The project would also bring additional residents to help support an area with a developing commercial corridor along Green Valley Road in close proximity to the project site.

No commercial development is currently included in the proposed project; however, the applicant has expressed interest in the future use of the former golf course clubhouse as some sort of winery tasting and wine sales uses. Potentially, some portion of the project could be re-designated and zoned to commercial land use and zoning designations to accommodate commercial development in the project site.

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

The proposed project does not currently include an affordable housing component to the project. The project was routed to the County Housing, Community And Economic Development Programs unit and it was recommended that project final conditions of approval require at least ten percent of the units to be developed as affordable to moderate and/or low income households.

This could be achieved through single-family “for sale” units to households meeting moderate income levels that do not exceed 120 percent of the median monthly income for El Dorado County. If the project set aside at least 20 percent of the units as affordable, the project may be eligible for Traffic Impact Mitigation (TIM) Fee Offsets for eligible units under Board Policy B-14, as well as potential financial assistance through a variety of available state and federal program funding sources.

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

The project includes an agricultural vineyard component which would create the opportunity of sale of grapes to local wineries for production of local wines which would result in future retail sales and tax revenues for the County. The project would also bring additional residents to help support retail sales within the

developing commercial corridor along Green Valley Road in close proximity to the project site.

No commercial development is currently included in the proposed project; however, the applicant has expressed interest in the future use of the former golf course clubhouse as some sort of winery tasting and wine sales uses. Potentially, if some portion of the project was re-designated and zoned to commercial land use and zoning designations which could lead to increase retail sales and sales tax revenues for the County of El Dorado.

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

The project would convert existing rural residential lands to high- and medium-density residential lands for development of the 137 lot subdivision. Due to its adjacency to the Community Region Boundary, the availability of utilities and adequate infrastructure, and the service availability, the project site could support the proposed development. This type of residential development relieves pressure for conversion of agricultural and natural resource industries and lands in other areas of the county to support residential land uses. Further, the project would support agricultural industries by provided a vineyard themed subdivision that would create some agricultural jobs for maintenance and harvest of the vineyard grapes.

E. Is necessary to comply with changes in state or federal law; and

Approval of the General Plan amendment would not be necessary to comply with changes in state or federal law. Therefore this category would not be applicable.

4. The Application is consistent with any applicable Board adopted community vision and implementation plan.

There is no specific Community Vision or Implementation Plan that is applicable to the project area. The conceptual review has been coordinated with the Cameron Park Design Review Committee, and any future discretionary applications would also be forwarded to the Committee for review and comment.

NOTE: While staff will take utmost care to accurately represent County Codes, Policies and applicable past positions of staff, the Planning Commission and the Board of Supervisors, it should be noted that matters discussed in the Pre-Application meeting should be not construed to bind, restrict or obligate the staff or review boards when processing a subsequent application. A more thorough review that occurs during the formal application process could reveal issues and circumstances that were not known or reviewed during the much shorter review of the Pre-Application review process. Further, it is incumbent on the part of the applicant to obtain and understand all applicable Codes and policies.

Attachments:

Exhibit A.....	Location Map
Exhibit B	Assessor's Parcel Map
Exhibit C	Zoning and Land Use Exhibit, Sheet Z-1
Exhibit D	Aerial Photograph, Sheet A-1
Exhibit E	Pomerol Vineyard Estates Project Description
Exhibit F.....	Conceptual Site Plan with Topography, Sheet S-1
Exhibit G.....	Conceptual Site Plan with Open Space & Vineyard Easement, Sheet S-2
Exhibit H.....	Initial Consultation Comments Received