

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



**Agenda of:** August 24, 2017

**Staff:** Mel Pabalinas

**TENTATIVE SUBDIVISION MAP**

**FILE NUMBER:** TM16-1530/Promontory Village 7

**APPLICANT:** Russell-Promontory, LLC

**AGENT:** MJM Properties, Larry Ito

**REQUEST:** Tentative Subdivision Map of Promontory Village 7 consisting of the following:

1. 10 large lots for phasing and financing purposes;
2. 131 single family residential lots ranging in size from approximately 9,005 square feet (0.21 acre) to 164,945 square feet (3.79 acre), 13 open space lots, 12 landscape lots, and 3 private road lots; and
3. Design waivers modifying the following Design and Improvement Standard Manual (DISM) standards:
  - A. Allow Lot Nos. 42, 47, 48, 53, 55, 62, 78, 79, 115, 116, 122, 123 and 131 to exceed the 3-to-1 lot depth-to-width ratio; and
  - B. Modification of design standards affecting flag lots as shown on the tentative subdivision map:
    - (1) Allow maximum standard 100 foot-length of narrow access "pole" strip of flag lots to be exceeded;
    - (2) Allow cut and fill slopes to be located outside of access strip; and
    - (3) Allow maximum driveway gradient of 15 percent to be exceeded up to 20 percent.

**LOCATION:** On the south side of Alexandra Drive, approximately 150 feet east of the intersection with Sophia Parkway within the Promontory Master Planned Community in the El Dorado Hills Area, Supervisorial District 1. (Exhibit A)

**APNs:** 124-390-04, 124-390-08, and 124-390-14 (Exhibit B)

**PROPERTY SIZE:** 177 acres

**GENERAL PLAN:** Adopted Plan (AP)/Promontory Specific Plan (Exhibit C)

**ZONING:** Promontory Specific Plan (Exhibit D)

**ENVIRONMENTAL DOCUMENT:** Statutorily Exempt pursuant to Section 15182 (Residential Projects Pursuant to a Specific Plan of the CEQA Guidelines). The project is part of the Promontory Specific Plan for which an Environmental Impact Report (EIR) (State Clearing House No. 94112056) was certified.

**RECOMMENDATION:** Staff recommends the Planning Commission take the following actions:

1. Certify the project to be Statutorily Exempt pursuant to Section 15182 of the California Environmental Quality Act Guidelines;
2. Apply the adopted Promontory Specific Plan Environmental Impact Report Mitigation Monitoring Program in accordance with California Environmental Quality Act Guidelines, Section 15074(d);
3. Approve Tentative Subdivision Map TM16-1530 based on the Findings and subject to the Conditions of Approval as presented; and
4. Approve the requested Design Waivers based on the Findings as presented.

## **EXECUTIVE SUMMARY**

Promontory Village 7 is within the adopted Promontory Specific Plan. This 131-lot residential village is the last of the eight villages to be entitled within the plan area. The village has been designed in accordance with the required design and improvements of the specific plan that includes a private road system, an integrated drainage facility consistent with the City of Folsom and County Memorandum of Understanding, and an open space and access to trail systems that are compatible with the existing villages within the Promontory Specific Plan and the adjacent residential development outside of the plan area.

## **BACKGROUND**

Promontory Village 7 is within the Promontory Specific Plan (PSP) area, a master planned development that was originally approved by the El Dorado County Board of Supervisors on November 4, 1997 (Exhibit E). The original Specific Plan consisted of 1,387 residential units at various densities, commercial uses, a school, community and neighborhood Parks, and public open spaces on a total of 999 acres. A 20-year Development Agreement for the specific plan was approved on March 18, 1998.

Following litigation of the specific plan, a settlement agreement was executed resulting in modifications to the specific plan that includes a reduction of the quantity of residential dwelling

units to 1,100 units. On September 28, 1999, the Board of Supervisors approved the revisions to the Specific Plan and certified the EIR addendum. Since its adoption, the residential development in the plan area has progressed over the years with a current total of 932 lots that have been built or recorded. The specific plan is currently served by both public and private road network, an elementary school, recreational parks and trail system, and large open space areas (Exhibit F).

## **ANALYSIS**

Staff has reviewed the project for compliance with the County's regulations and requirements. An analysis of the proposal and issues for Planning Commission consideration are provided in the following sections.

There are no outstanding issues for the proposed project that has not been adequately analyzed below.

### **Site Description**

Promontory Village 7 is located along the western portion of the Promontory Specific Plan area along the western border of El Dorado County and adjacent to the City of Folsom. The 177-acre project site is bordered by public roads: Alexandra Drive to the north, Beatty Drive to the east, and Sophia Parkway to the west, which are part of the backbone road improvements necessary to serve the Specific Plan area. The extension of Alexandra Way to Sophia Parkway and extension of Sophia Parkway to the City of Folsom were constructed prior to the submittal of this project to relieve traffic in the area. Adjacent land uses consist of residential developments within Promontory Village Center Lot H to the north, Promontory Villages 5 and 6 to the northeast and east, respectively, Promontory Village 8 to the south and Ridgeview Village to the southeast. Empire Ranch, a master planned community within the City of Folsom, is immediately to the west. A future commercial parcel (Assessor's Parcel Number 124-390-13), which is also owned by the applicant, borders the project site on the northwest corner (Exhibit G).

The vacant project site features steep slopes with oak woodlands scattered throughout the project. The terrain is dominated by north and west facing slopes with the majority in excess of 20 percent (Exhibit H). Site elevations range from approximately 450 feet to 910 feet above mean sea level. Two main drainage ways traverse the project site, one along Beatty Drive on the eastern boundary and the other near the southern end of the project flowing westerly down to Sophia Parkway.

Existing improvements, such as site sewer lines and access roads, have been constructed in several areas of the project to serve multiple villages within the Promontory. These improvements generally consist of graded access roads, gravity sewer and force main lines, and periodic drainage crossings. All of these facilities have been designed to be utilized by the proposed project.

### **Project Description**

Tentative Map: Exhibit I illustrates the proposed Promontory Village 7 Tentative Subdivision Map. Consistent with the applicable PSP development standards, the map would create a total of 131 residential lots ranging in size from 9,005 square feet to 164,945 square feet. The size and

arrangement of the lots are strategically designed according to the proposed zoning designations to be tailored to the topography and constraints of the property (Exhibit J). Lots 1 through 32, which are zoned Small-Lot Single Family Detached (SLSFD), are designed in a clustered configuration where the topography is relatively flat and contains minimal tree vegetation. This portion of the subdivision would be mass pad graded in order to establish the necessary pads for the internal road, utilities, drainage, and residential units.

Lots 33 to 131 are zoned as Large Lot Single Family Detached (LLSFD) (50 lots) and Hillside Large Lot Single Family (HLLSFD) (49 lots). These lots are designed as larger in size in order to accommodate the steep topography and constraints in this area of the property, while balancing developability of each lot. Custom grading would also be employed to establish the individual lot pads, demarcated by Building and Development Envelopes (Exhibit K). These envelopes also delineate the oak canopies subject to preservation and removal, and private open space areas within each of the HLLSFD-zoned lots (Exhibits K, L and M). A Development Notebook, depicting the extent of development and yard setbacks of each lot, shall be required at Final Map for the subdivision. The resulting residential density of the subdivision is 0.74 units/acre.

Although not required by the Specific Plan in this particular village, a total of 13 open space and 12 landscape lots would also be created as part of the subdivision. These lots, which total approximately 33 acres, are scattered throughout the subdivision and are designed to preserve environmentally sensitive areas of the site, areas for oak canopy replanting, as well as providing areas for landscaping amenities. Maintenance of these areas will be provided by the Promontory Homeowner's Association (HOA) per the Promontory Open Space Management Plan.

Three roadway lots would be created as private roads serving the subdivision. As discussed below, these roads shall be designed in accordance with PSP road standards and would be privately maintained by the HOA. A Phasing Plan for the subdivision is proposed creating a total of ten large lots for phasing and financing of the subdivision (Exhibit N).

Design Waivers: In accordance with the Subdivision Ordinance, Design Waivers are requested for modified residential lot standards of the El Dorado County Design and Improvement Standards Manual (DISM). As further discussed in the *Findings of Approval*, these modified standards would provide flexibility from the typical design and construction standards consistent with the PSP policies involving preservation of natural resources and development design in conformance with the natural topography of the land.

### **Project Characteristics**

The following details the specific features of the Promontory Village 7 Tentative Subdivision Map.

Circulation: Exhibits I and M illustrate the road and pedestrian circulation serving the subdivision consistent with the PSP. The majority of the gated subdivision would be fully accessed at entry points along the northeastern and southeastern sections of Beatty Drive, and a new southern collector road off Alexandria Drive. A third point of access along Sophia Parkway would serve a group of eight lots at the southern portion of the subdivision. An emergency vehicular access (EVA) would be located approximately 300 feet north of this gated access.

The internal roads are designed in accordance with the anticipated traffic volumes of the development and the topography of the site. Depending on the location of the residential lots, the roads vary in widths, travel lanes, and availability of parking stalls along the road (Exhibit O). Roads with restricted parking are provided with designated parking bays containing a specific amount of stalls. Road improvements also include curb and gutter for conveyance of drainage and, where applicable, a minimum 4-foot wide sidewalk providing pedestrian circulation.

Utilities: Exhibits P and Q illustrate the proposed utilities that would serve the subdivision. El Dorado Irrigation District (EID) would provide water and sewer service via extension and upgrades of existing infrastructure from the adjacent villages to the subdivision. Given the varying topography, the site is subject to several water pressure zones that will need to be accommodated by the subdivision. EID's Facility Improvement Letter (FIL) identifies potential improvement options to achieve sufficient water service, including the construction of pressure reducing stations (Exhibit R). One of the options identified would require extension and construction of off-site water lines from Promontory Village 6 in the north. An off-site water line will also be extended to the Promontory Village 8 to the south. Further detailed review through EID's Facility Plan Report (FPR) shall be conducted as part of the Improvement Plan review for the project.

Sewer service, both pumped gravity and force main, would also be provided via extension of and connection to existing services in the area. No off-site sewer improvements would be required. Final design shall be determined during the FPR process.

Exhibit O details the proposed drainage network that would serve the subdivision. Conveyance of drainage generally follows the topography of the site into a proposed network of storm drainage systems. The systems consist of underground pipes, drainage inlets, ditches, and gutters along subdivision roads that ultimately drain and collect into drainage features confined within open space lots, and continuing offsite into an existing network of drainage system along Sophia Parkway. The anticipated drainage from the PSP area into the City of Folsom's drainage system has been mutually resolved as part of the executed Memorandum of Understanding between the City of Folsom and El Dorado County in July 2000 (Exhibit S). As conditioned, a final drainage report analyzing the design and construction of the necessary infrastructures shall be required prior to Improvement Plan approval.

Dry utilities including electric, gas, telephone, cable, would be incorporated as part of subdivision site construction. Trenching for these utilities would be designed along with the wet utilities (storm drains, sewer and water) along dedicated easements

Resource Preservation: Subdivision design includes preservation of resources in accordance with the policies of the PSP and EIR. As shown on Exhibit L, 20.5 acres of the existing 41 acres of oak canopy would be removed as part of subdivision construction. This impacted oak canopy would be mitigated through replacement consistent with the PSP's on-going *Oak Tree Protection, Re-vegetation, and Monitoring Plan*, where replanting would occur within a designated 41-acre portion of the project site. The final amount of oak canopy loss and replanting would be determined after final grading plans and building envelopes are defined.

**Parks and Recreation:** Overall parkland required for the PSP has been satisfied with the construction of a total of 17.38 acres of parks within other villages (Exhibit T). The nearest parks to the project site are located to the southeast in Promontory Village 6 (Kalithea Park) and the Community Park located to the north (Exhibit F). No additional parkland is required for this village.

No trail is proposed on-site; however, this village would have access and connectivity to the pedestrian and trail system within the specific plan including a public trail originating from the southern end of Promontory Village 8 through Promontory Open Space Lot 9 (Exhibit W).

**Grading and Earthwork:** Exhibit O illustrates the subdivision grading and improvements involved in the development of the project. The majority of the development involves the construction of the road circulation network and preparation for residential construction. Site preparation for the smaller clustered lots would include mass pad grading to establish individual residential pad foundations, site drainage and driveways, installation of retaining walls, and construction of trenches for dry (e.g. electric, cable, phone) and wet utilities (e.g. sewer, drainage, water). Most of the larger residential lots would require custom grading subject to a detailed design; however, a select quantity of these lots on relatively flat areas would also require a site preparation.

The estimated earthwork from the construction requires on-site excavation of approximately 272,500 cubic yards and on-site embankment of approximately 230,700 cubic yards. This earthwork would result in an off-site embankment of approximately 41,800 cubic yard onto the commercially-zoned parcel (APN 124-390-13), which shall require site preparation.

As required by applicable mitigation measures from the PSP EIR, environmental permits and clearances shall be obtained as part of construction permits. Grading Permits and Improvement Plans shall be required by the County prior to commencement of any construction.

**Wildfire Safe Plan:** The project shall be required to implement the provisions of the approved Wildfire Safe Plan for the village (Exhibit U). The plan, which is a requirement of the PSP EIR, details the required measures to reduce natural fire hazards and protect native vegetation as part of subdivision design and operation.

### **Consistency Analysis**

Tentative maps are required to be consistent with the applicable policies of the General Plan, provisions of the Promontory Specific Plan, and the Subdivision Ordinance, and in compliance with the California Environmental Quality Act (CEQA). The following is a summary of the project consistency analysis:

**General Plan:** General Plan Policy (Land Use Element) 2.2.5.2 requires all discretionary projects to be reviewed for consistency with applicable General Plan Policies. The El Dorado County General Plan designates the subject site as Adopted Plan (AP), a description in reference to areas where Specific Plans have been designated and adopted within the County, which for this project is in reference to the Promontory Specific Plan (PSP). Since the PSP has been incorporated by reference under General Plan Land Use Element Policy 2.2.1.2 (General Plan Land Use Designation), the

proposed Promontory Village 7 Tentative Subdivision Map is hereby deemed consistent with the General Plan.

Promontory Specific Plan: The tentative subdivision map has been designed consistent with the applicable PSP policies and development standards for the village. The subdivision has been designed and would result in the construction of 131 clustered and detached single-family custom lots consistent with the land use zones and development standards (lot design, setbacks). The subdivision would be served by public water and sewer service provided by EID, and would be served primarily by a private circulation system to be owned and maintained by a homeowner's association. The subdivision includes tract of open space lands, which protects resources, preserves topographical constrained areas, and provides natural aesthetic amenities.

Subdivision Ordinance: The project conforms to the applicable policies of the General Plan and Promontory Specific Plan involving density, neighborhood compatibility, resource protection, and suitability. The design of the subdivision is suitable for the site where public infrastructures currently serve the existing neighborhood of the specific plan area. The project shall conform to the applicable standards of the Design and Improvement Standards Manual (DISM), implement mitigation measures to reduce the identified project environmental impacts, and adhere to conditions of approval to ensure public health, safety, and welfare.

As discussed under *Findings*, staff concludes that the required findings can be made to support the proposed Promontory Village 7 subdivision.

### **Conditions of Approval**

The project has been reviewed by various agencies for consistency for their requirements. These agencies include the El Dorado Hills Fire Department, El Dorado County Transportation Department, County Surveyor, Air Quality Management District, and El Dorado Hills Community Services District. Recommended agency requirements are reflected as Conditions of Approval to ensure orderly implementation of the subdivision.

The locally-formed El Dorado Hills Area Planning Advisory Committee (APAC) reviewed the project in November 2016 and voted 5-0 in support the project with no comments.

### **ENVIRONMENTAL REVIEW**

The project is exempt from the requirements of CEQA pursuant to Section 15182 (Residential Projects Pursuant to a Specific Plan) of the CEQA Guidelines. This section specifies that, where a public agency has prepared an EIR on a specific plan after January 1, 1980, no additional EIR or negative declaration need be prepared for a residential project, including, but not limited to land subdivisions, zoning changes, and residential planned unit developments, provided that the project is undertaken pursuant to and in conformity to that specific plan and that none of the events described in Section 15162 of the CEQA Guidelines have occurred. Events described in Section 15162 include:

Section 15162(a)(1) Substantial changes are proposed in the project which will require major revisions of the previous EIR or negative declaration due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects;

Section 15162(a)(2) Substantial changes occur with respect to the circumstances under which the project is undertaken which will require major revisions of the previous EIR or Negative Declaration due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects; or

Section 15162(a)(3) New information of substantial importance, which was not known and could not have been known with the exercise of reasonable diligence at the time the previous EIR was certified as complete or the Negative Declaration was adopted, shows any of the following: (1) one or more significant effects not discussed in the previous EIR; (2) significant effects previously examined that are substantially more severe than shown in the previous EIR; (3) mitigation measures or alternatives previously found not to be feasible would in fact be feasible, and would substantially reduce one or more significant effects of the project, but the project proponents decline to adopt the mitigation measure or alternative; or (4) mitigation measures or alternatives that are considerably different from those analyzed in the previous EIR would substantially reduce one or more significant effects on the environment, but the project proponents decline to adopt the mitigation measure or alternative.

#### Discussions:

Promontory Village 7 subdivision is a residential project within the Promontory Specific Plan for which an EIR (State Clearing House No. 94112056) and Mitigation Monitoring Reporting Program (MMRP) were certified in November 1997. The project was reviewed against the environmental analysis and mitigation measures in the PSP EIR and MMRP to verify consistency with subsection 15182(c) (Limitation) and Section 15162. Based on this review it was determined that some of the mitigation measures in the MMRP had been previously satisfied with the implementation of other PSP villages including Mitigation Measures MM 4.3.1.C (Aesthetics), 4.3.1.f (Aesthetics), 4.5.1.b (Transportation and Circulation), 4.5.5 (Transportation and Circulation), and 4.5.7.b (Transportation and Circulation); therefore, these measures would not apply to Promontory Village 7. Applicable mitigation measures to the tentative map have been identified and are included as Condition of Approval No. 7.

Site-specific information provided for this project, including updated technical studies for Biological Resources (i.e. Oak Tree Canopy, Wetland and Riparian Area, Special Status Species), Air Quality and Greenhouse Gas, Noise, and Traffic, have been reviewed by the County in accordance with the PSP EIR and analyzed for potential environmental impacts either created by this project, or resulting from changed circumstances (Exhibit V). It was determined that the project does not involve any substantial changes in circumstances that would result in a new significant impact or significant impacts that are substantially more severe than significant impacts previously disclosed in the PSP EIR. In addition, there is no new information of substantial importance showing that the project would have one or more significant effects not previously discussed or that any previously examined significant effects would be substantially more severe than significant effects shown in the PSP EIR. Further, there is no new information of substantial importance showing (i) that mitigation measures



or alternatives previously found not to be feasible would in fact be feasible, and would substantially reduce one or more significant effects of the project, but the project proponents decline to adopt the mitigation measure or alternative or (ii) that mitigation measures or alternatives considerably different from those analyzed in the PSP EIR would substantially reduce one or more significant effects, but the proponents decline to adopt the mitigation measure or alternative. Therefore, there is no basis for the preparation of a Supplemental or Subsequent EIR pursuant to Sections 15162, and an exemption pursuant to Section 15182 is appropriate for the proposed project.

All newly proposed development applications shall be analyzed against the applicable policies and assumptions of the General Plan. Environmental impacts from the PSP EIR and applicable requirements and improvements have been adopted by the current General Plan.

A \$50.00 processing fee is required by the County Recorder to file the Notice of Exemption (NOE) for the exemption determination made for this project by the County. This filing establishes the 35-day statute of limitation for which the County's determination can be challenged.

## SUPPORT INFORMATION

### Attachments to Staff Report:

|                        |   |
|------------------------|---|
| Findings               |   |
| Conditions of Approval |   |
| Exhibit A.....         | Location Map  |
| Exhibit B.....         | Assessor's Parcel Map   |
| Exhibit C.....         | General Plan Land Use Map   |
| Exhibit D.....         | Zone Map  |
| Exhibit E.....         | Promontory Specific Plan Map-Land Use Plan                          |
| Exhibit F.....         | Current Promontory Specific Plan Map (Illustrative);<br>June 2017   |
| Exhibit G.....         | Aerial Overlay; August 2016   |
| Exhibit H.....         | Slope Map; August 2016  |
| Exhibit I.....         | Tentative Subdivision Map; August 2016                              |
| Exhibit J.....         | Proposed Zoning; December 2016                                      |
| Exhibit K.....         | Preliminary Building Envelope; December 2016                        |
| Exhibit L.....         | Tree Preservation Plan; August 2016                                 |
| Exhibit M.....         | Development Plan and Pedestrian Circulation Plan;<br>December 2016  |
| Exhibit N.....         | Large Lot/Phasing Plan  |
| Exhibit O.....         | Preliminary Grading and Drainage Plan; August 2016                  |
| Exhibit P.....         | Preliminary Water Plan; June 2017                                   |
| Exhibit Q.....         | Preliminary Sewer Plan; August 2016                                 |
| Exhibit R.....         | El Dorado Irrigation Facility Improvement Letter;<br>April 22, 2016 |

Exhibit S .....Memorandum of Understanding Between the City of  
Folsom and the County of El Dorado - Drainage Plan;  
August 2000

Exhibit T .....Promontory Specific Plan Park Documentation

Exhibit U .....Wildland Fire Safe Plan; April 5, 2016

Exhibit V .....Technical Studies

Exhibit W .....Promontory Lot 9 Open Space - Public Hiking Trail;  
August 2016