

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



Agenda of: May 14, 2026

Staff: Cameron Welch

**TENTATIVE SUBDIVISION MAP/
PLANNED DEVELOPMENT PERMIT**

FILE NUMBER: TM25-0003/PD25-0005/Serrano Village M5

APPLICANT: Serrano Associates, LLC

REQUEST: The project consists of the following:

1. Tentative Subdivision Map for subdivision of an existing 8.42-acre lot into 10 residential lots ranging in size from 20,018 square feet to 73,063 square feet and four (4) landscaping lots ranging in size from 435 square feet to 3,484 square feet with multiple phases presented for Final Subdivision Map filing;
2. Planned Development Permit to ensure consistency with the existing specific plan (El Dorado Hills Specific Plan); and
3. Design Waivers requested for the following County Design and Improvement Standards Manual (DISM):
 - a. Modify Standard Plan 101B for roadway right-of-way and improvement widths (including sidewalks, curbs and turnarounds) as shown on the Tentative Subdivision Map.
 - b. Modification of the standard road encroachment under Standard Plan 110 to allow for an entry gate and landscaping median.

LOCATION: West side of Appian Way, at the intersection with Sangiovese Drive, in the El Dorado Hills area (Exhibits A and B).

**SUPERVISORIAL
DISTRICT:** 1

APN: 123-020-023 (Exhibit C)

ACREAGE: 8.42 acres

GENERAL PLAN: Adopted Plan (AP) El Dorado Hills Specific Plan (Exhibit D)

ZONING: Single-Unit Residential, minimum lot size 20,000 square feet - Planned Development (R20K-PD) (Exhibit E)

ENVIRONMENTAL DOCUMENT: Statutorily Exempt pursuant to Section 15182, Projects Pursuant to a Specific Plan, of the California Environmental Quality Act (CEQA) Guidelines

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

1. Find that the project is Statutorily Exempt pursuant to Section 15182 of the CEQA Guidelines; and
2. Approve Tentative Subdivision Map TM25-0003, Planned Development Permit PD25-0005, and the requested Design Waivers based on the Findings and subject to the Conditions of Approval as presented herein (Exhibits F and G).

BACKGROUND

Village M

The El Dorado Hills Specific Plan (EDHSP) was approved by the El Dorado County Board of Supervisors on July 18, 1988. The EDHSP was designed to be consistent with and represent a refinement and expansion of the El Dorado Hills/Salmon Falls Area Plan. Coupled with the Development Agreement (DA), which is now expired but is part of the consistency analysis of this project because the DA was integral to the EDHSP as a whole, the EDHSP provides comprehensive policies for the development of a Master Planned Community encompassed within approximately 4,000 acres of property. The identified land uses vary, including high density residential (ranging from three [3] to five [5] dwelling units per acre with planned development), low density residential (ranging as low as 0.25 dwelling units per acre), commercial, public and private open space, and recreational golf course. The Specific Plan provides for 6,162 dwelling units. At this time, it is projected that approximately 4,765 dwelling units will be developed in the Serrano Community at buildout, of which approximately 4,500 have been constructed (Exhibits M and N).

The Villages of the EDHSP are grouped into four (4) Development Neighborhoods: The North Uplands Golf Course Neighborhood (North Uplands), the South Uplands Golf Course Neighborhood (South Uplands), the Valley Floor Neighborhood (Valley Floor), and the Commercial Neighborhood. Villages H, I, J, K, L, M, and R are within North Uplands. All Villages, except for Village R which constitutes 157 acres of land owned by the El Dorado Hills Community Services District (EDHCSD), consist of residential development totaling 1,954 dwelling units in the North Uplands neighborhood (Table 1).

Village M within North Uplands is located along the northern border of the EDHSP (Exhibits M and N). Upon adoption of the EDHSP in 1988, Village M was described in the Specific Plan as follows:

“Village “M” constitutes a variation from the mix of housing types found elsewhere in the Specific Plan. This is due to the sensitive character of the village in terms of dense tree cover, wildlife habitat, and rolling-to-steep topography. As a result, this village is reserved for the largest lots within the Specific Plan area, Ranch Estates (RE) of 4-7 acres in size. These rural lots also act as a buffer between the edge of the Plan Area and the large rural lots to the north and the agricultural preserve to the east. The rural character of Village “M” will be maintained by the use of a standard rural road system of aggregate or chip seal surface. Water and sewer lines will be located within the public road right-of-way. Road connections to the north are not expected to result in incompatible traffic volumes that would impact the rural setting and natural amenities of the village. Village “M” although large in acreage, is appropriate for approximately 37 dwelling units.”

In the nearly four (4) decades since the adoption of the EDHSP, the lots to the north outside the Specific Plan area are no longer large rural lots, but rather single-family residential lots approximately 0.5 to 2 acres in size, and the land to the east is no longer within an agricultural preserve.

Table 1. Dwelling Units (DUs) for North Uplands Villages

North Uplands Villages	DUs Originally Approved per EDHSP	Current Projected DU Buildout	(Reduction) or Increase from Original EDHSP Approval
Village H	362	267	(95)
Village I	699	218	(481)
Village J	342	435	93
Village K	458	671	213
Village L	56	110	54
Village M (incl M5)	37	166	129
Total	1,954	1,867	(87)

The number of dwelling units in any of the residential neighborhoods or any of the Villages may vary within the Specific Plan, according to Section 2.1.1 of the EDHSP DA and Section 2.2 of the EDHSP. A density transfer between Villages may occur, provided that the following criteria are not exceeded: 1) the density for the Village permitted by the El Dorado Hills/Salmon Falls Area Plan (5 dwelling units per acre) as it exists at the time of the effective date of the Agreement; 2) the total units (6,162 dwelling units); and 3) the total gross (1.58 dwelling units per acre) and net (3.05 dwelling units per acre) densities of the Specific Plan.

The projected buildout for Village M has increased from 37 dwellings units to 166 dwelling units at this time, though the total projected buildout of the North Uplands Villages, combined, has

decreased from 1,954 dwelling units to 1,867 dwelling units as of this writing, as demonstrated in Table 1 above.

Tentative Map TM01-1381/PD01-0009/Villages M1, M2, and M5

A Large Lot Tentative Map TM01-1381 was approved in 2002 and recorded in 2004 (Exhibit O). A Tentative Subdivision Map and Precise Development Plan Revision for Phase 5 of Village M (Village M5) was approved on July 12, 2007, resulting in a total of 10 residential lots. Subsequently, the applicant submitted a substantial compliance review for minor revisions to the approved tentative map to place the wetland protected area into a unique open space lot. Staff determined this revision to be substantially conforming in 2019. A small lot final map was never recorded, so the tentative subdivision map that was approved in 2007 eventually expired in 2023 along with the precise development plan revision. Slope and drainage easements were incorporated into Village M5 with a revised Large Lot Final Map in 2014. Lot lines were then revised with an approved 2019 lot line adjustment map (Parcel Map 52-14), which made a minor adjustment to the overall Village M5 acreage. Table 2 on the following page shows the approval timeline for Village M5.

Table 2. Village M5 and TM01-1381 (major changes)

Village M5	Phase	Approval/ Recordation Year	Notes
Contemplated by the El Dorado Hills Specific Plan (Exhibit N)	Pre-phasing	1988 (Approved)	N/A
TM01-1381/PD01-0009 (Original Application)	M1/M2	January 24, 2002	0.36 du/ac; 17 residential/ one (1) open space recorded under TM01-1381F resulting in 73 unrecorded lots
TM01-1381 Large Lot (Approved by Planning Commission) (Exhibit O)	M5	2004 (Recorded)	37 Large Lot areas; an undetermined number of Open Space lots
TM01-1381R/PD01-0009R (First Revision)	M2/M3	February 9, 2006 (Approved)	0.40 du/ac; Village M increased to 98 residential lots (103 total lots)

TM01-1381R/ PD01-0009R (Approved by Planning Commission, but not Recorded) (Exhibit P)	M5	2007 (Approved)	10 Residential lots proposed
TM01-1381R Merger and Re-subdivision (Exhibit Q)	Village M	2014 (Recorded)	Incorporates slope and drainage easements for M5 (Parcel 1)
Lot Line Adjustment (Exhibit R)	M5 (Parcel 1)	2019 (Recorded)	Change to lot line for M5 Large Lot
TM25-0003/ PD25-0005 (Exhibit F)	M5	Pending this review	10 Residential lots Two Phases

A Project Status Map was produced by the applicant in 2026, included with the exhibits for context (Exhibit S). Grading and improvement plans for Village M5 were approved in 2022 under TM01-1381R, and the site was subsequently rough graded and stabilized in the same year. The remaining improvements have not been constructed to date.

Through a separate application, TM24-0001/Z24-0001/PD24-0001, a request was made for the following:

1. Subdivision into 20 residential lots ranging in size from 7,000 square feet to 19,763 square feet, four (4) landscaping lots ranging in size from 435 to 3,485 square feet, and one (1) open space lot of 1.99 acres (86,685 square feet);
2. Rezone to Single-Unit Residential, minimum lot size 6,000 square feet within a Planned Development Combining Zone (R1-PD) for 6.43 acres and Open Space (OS) for 1.99 acres of the site;
3. Planned Development Permit to establish modified development standards for the site; and
4. Design Waivers for the following County Design and Improvement Standards Manual (DISM):
 - a. Modification of Standard Plan 101B and 114 for roadway right-of-way and improvement widths (including sidewalks, curbs and turnarounds) as shown on the Tentative Subdivision Map.
 - b. Modification of the standard road encroachment under Standard Plan 110 to allow for an entry gate and landscaping median.
 - c. Exceedances of 3:1 lot width to depth ratio for Lots 4, 6, 8, 12, 13, and 15-19 per DISM Volume II, Section 2:A)2).

- d. Creation of a flag lot for Lot 1 per DISM Volume II, Section 2:B)7).

At the March 13, 2025 Planning Commission hearing with one (1) absent (Legistar File 25-0387), the Planning Commission voted 3-1 to recommend denial of TM24-0001/Z24-0001/PD24-0001. At the July 29, 2025 Board of Supervisors hearing (Legistar File 25-1214), the Board of Supervisors, with one (1) absent, voted 2-2 to both:

1. Forward the item back to the Planning Commission for evaluation of a revised proposal; and
2. Deny TM24-0001/Z24-0001/PD24-0001.

Because there was no majority decision made by the Board of Supervisors, the decision reverted back to the recommendation made by the Planning Commission, which was project denial. Subsequent to project denial, a new, separate application, the current project, was filed and processed. It is noted that the TM25-0003/PD25-0005 application is substantially similar to TM01-1381R/PD01-0009R, which was also approved for 10 lots.

STAFF 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.

Project Description

The proposed Tentative Subdivision Map and Planned Development Permit includes the following:

1. Subdivision of an existing 8.42-acre lot into 10 residential lots ranging in size from 20,018 square feet to 73,063 square feet and four (4) landscaping lots ranging in size from 435 square feet to 3,484 square feet with multiple phases presented for Final Subdivision Map filing;
2. Ensure consistency with the existing specific plan (EDHSP); and
3. Design Waivers requested for the following County DISM:
 - a. Modify Standard Plan 101B for roadway right-of-way and improvement widths (including sidewalks, curbs and turnarounds) as shown on the Tentative Subdivision Map.
 - b. Modification of the standard road encroachment under Standard Plan 110 to allow for an entry gate and landscaping median.

Development of these production lots is subject to building permit review for building setbacks, location of the driveway entrance, and oak tree measures. The Serrano Architectural Review Committee will also review for similar development standards as they relate to their adopted design guidelines prior to any building permit application submittal to the County. Landscape Lots A, B, C and D are located at the entrance to the subdivision. Lots 1 and 2 contain a deed-restricted riparian area that includes a non-development area (Exhibits F-J).

The gated subdivision would be served by a 36-foot wide (road width) internal road off Appian Way and dead ends into two (2) separate cul-de-sacs. The roads would be constructed based on the modifications of Standard Plan 101B of the County DISM, as shown on the Tentative Subdivision Map. All lots are accessed exclusively via this internal road. Water and sewer services would be provided by El Dorado Irrigation District (EID). EID currently has an eight-inch potable water line located in Appian Way. A six-inch sewer line exists along Appian Way and Sangiovese Drive, and an eight-inch off-site sewer line in the Highland View Subdivision, Unit 1. At this time, sewer lines have adequate capacity. To receive service, these existing lines would be extended in accordance with EID standards.

Site Description

The project is located on slopes that range from five (5) percent to over 40 percent. There are buildable sites on the lots that avoid the 30 percent and above sloped areas. The dominant vegetation on the site consists of native grasses. Seven (7) mature oak trees are located near the northern portion of the property, and a cluster of smaller oak trees is located at the southern end of the property. As previously noted, on-site grading and improvement plans for Village M5 were approved in 2022 under TM01-1381R, and the site was subsequently rough graded and stabilized in the same year. The remaining improvements have not been constructed to date. The adjacent land uses are listed according to direction in Table 3.

Table 3. Adjacent Land Uses

	Zoning	General Plan	Land Use/Improvements
North	Single-unit Residential, minimum lot size 20,000 square feet (R20K)	High Density Residential (HDR)	Single family residential units/Highland View Subdivision.
South	Single-unit Residential – Planned Development/ Open Space (R1-PD/OS)	Adopted Plan (EDHSP)	Single family residential units/Open Space
East	Single-unit Residential, minimum lot size 20,000 square feet – Planned Development (R20K-PD)	Adopted Plan (EDHSP)	Single family residential units
West	Single-unit Residential (R1)/Single-unit	High Density Residential (HDR)	Single family residential units/vacant land

	Residential, minimum lot size 20,000 square feet (R20K)/One-Acre Residential (R1A)		
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General Plan

The El Dorado County General Plan designates the subject site as AP, a designation in reference to areas where specific plans have been adopted. These plans and the respective land use maps are accepted and incorporated by reference and are hereby adopted as the General Plan land use map for such area. Since the EDHSP has been incorporated by reference under General Plan Land Use Element Policy 2.2.1.2, the proposed Tentative Subdivision Map is found to be consistent with the General Plan.

Specific Plan

Village M is identified in the EDHSP as an area reserved for large estate residential lots ranging from four (4) to seven (7) acres in size (Exhibits M and N). Consistent with the density transfer provision in the EDHSP, DA, and Specific Plan, recent Tentative Maps for Village M increased the number of residential lots from 37 estate parcels to 156 custom and production lots in five (5) phases. The proposed project would create 10 residential lots resulting in a total of 166 custom and production residential lots in Village M. The resulting Village M dwelling units (166) and net density (1.82 dwelling units per acre) are within the total residential units (6,162 dwelling units) projected for the entire Specific Plan and do not exceed the net (3.05 dwelling units per acre) density of the total Specific Plan. Therefore, the proposed Tentative Subdivision Map is found to be consistent with the EDHSP. The number of residential lots for M Plats are listed in Table 4 according to the dates that Final Maps were recorded.

Table 4. Recorded Village M Final Maps by Phase

Plat	# Res. lots	Recorded	Type
M, Unit 1	17	2004 – Subd. J-36	Custom
M2, Unit 1	11	2015 – Subd. J-138	Custom
M2, Unit 2	38	2015 – Subd. J-139	Production
M2, Unit 3	24	2020 – Subd. K-38	Custom
M3	28	2020 – Subd. K-39	Custom
M4	38	2023 – Subd. K-66	Custom
Subtotal	156		
M5 (this project)	10	Future	Custom/Production
Total Buildout	166		

The proposed Tentative Subdivision Map includes two (2) phases for filing a Final Subdivision Map for the M5 Plat. Multiple Final Subdivision Maps may be completed for this project. The applicant has stated that this phasing plan is approximate only, and the subdivider will not be required to define the number or configuration of the proposed multiple Final Subdivision Maps, according to the subdivision Map Act 66456.1.

Zoning

The project site is zoned R20K-PD. The proposed residential lots meet the required height, setback, lot width, and minimum parcel size of 20,000 square feet.

Subdivision Ordinance

As detailed in the Subdivision Map Findings for this entitlement request, the proposed Tentative Subdivision Map is found to be consistent with the County Subdivision Ordinance (Title 120).

Planned Development Permit

The Planned Development Permit has been reviewed pursuant to Section 130.52.040 of the County's Zoning Ordinance (Development Plan Permit). Since the previous Development Plan expired, a new Planned Development Permit with a new number, PD25-0005, was obtained for this proposal. In accordance with Section 130.52.040.E of the County's Zoning Ordinance, a Planned Development Permit cannot be approved unless the Planning Commission can make six (6) specific findings. As further discussed in the Findings, staff concludes that the required findings can be made to support the proposed Planned Development Permit.

Design Waivers

Design Waivers have been requested for the following standards:

- a. Modification of Standard Plan 101B for roadway right-of-way and improvement widths (including sidewalks, curbs and turnarounds) as shown on the Tentative Subdivision Map.
- b. Modification of the standard road encroachment under Standard Plan 110 to allow for an entry gate and landscaping median.

As further discussed in the Findings, staff concludes that the required findings under Chapter 120.08.020 of the County's Subdivision Ordinance can be made to support the Design Waivers.

Parkland Dedication Requirements Satisfied

The EDHSP parkland dedication requirements were specified based upon the overall Specific Plan area and the 6,162 approved dwelling units. Compliance with the EDHSP, DA, and Public Facilities Financing Plan (PFFP) requirements has been verified with each Tentative Subdivision Map application and annual DA reviews and deemed satisfied as found with Table 5.

Table 5. Parkland Dedication Status

PFFP Section	Park Category	Requirement	Developer Status
IV.E.1	Community and District Parks	Village Green – 10 acres	Complete. Developer constructed 10 acres and dedicated to the EDHCSD.
		School – 8 acres	Complete. Developer constructed 5.5-acre Allan Lindsey Park adjacent to Oak Meadow School and dedicated to the EDHCSD. 2.5 acres transferred to the Village J Lot H site in consultation with the EDHCSD.
		School – 10 acres	Complete. Developer dedicated 12.5-acre Village J Lot H site to EDHCSD pursuant to a 2020 Parkland Dedication Agreement.
PFFP Section	Park Category	Requirement	Developer Status
IV.E.2	Neighborhood Parks	1-2-acre neighborhood park in each residential Village containing 200+ DUs. Villages with 500+ DUs shall have a second park of equal size or a single park double in size.	Not required. Village M, at 166 DUs, does not meet the required threshold for a neighborhood park.

Additionally, Section 7.6.2.1 (Recreation and Parks, Current Service) of the Specific Plan anticipated a minimum of 25 acres of neighborhood parks, and the project developer has exceeded that requirement by providing 29 acres. Notwithstanding the reduced Specific Plan buildout to approximately 4,800 dwelling units, the project developer has satisfied all parkland dedication requirements based on the 6,162-dwelling units Specific Plan approval. In an agreement dated August 4, 2020, between the project developer, the EDHCSD, and the County (Exhibit L), the EDHCSD acknowledges that Serrano has fulfilled all parkland dedication and parkland improvement obligations imposed upon it in connection with the EDHSP. Therefore, additional parkland dedication is not required for the proposed project.

ENVIRONMENTAL REVIEW

The project is a residential project and a part of an adopted Specific Plan; therefore, this project is Statutorily Exempt from the requirements of CEQA pursuant to Section 15182 Projects Pursuant to a Specific Plan, stating that a residential project is exempt where a public agency has prepared an Environmental Impact Report (EIR) on a specific plan after January 1, 1980. No impacts have been identified which were not discussed and mitigated in the EIR. No further environmental analysis is necessary.

SUPPORTING INFORMATION

Attachments to Staff Report

Findings

Conditions of Approval

Exhibit A.....	Location Map
Exhibit B.....	Aerial Map
Exhibit C.....	Assessor's Map
Exhibit D.....	Specific Plan/General Plan Map
Exhibit E.....	Zoning Map
Exhibit F.....	Tentative Subdivision Map
Exhibit G.....	Tentative Subdivision Map with Aerial Photo
Exhibit H.....	Tentative Grading and Drainage Plan
Exhibit I.....	Tentative Utility Plan
Exhibit J.....	Slopes Map
Exhibit K.....	Drainage Memorandum
Exhibit L.....	Lot H Park Agreement Fully Executed
Exhibit M.....	El Dorado Hills Specific Plan Map
Exhibit N.....	El Dorado Hills Specific Plan
Exhibit O.....	2004 Plat of Serrano Village M Large Lot
Exhibit P.....	2007 Approved M5 TM - Not Recorded
Exhibit Q.....	2014 Approved M5 Re-subdivision
Exhibit R.....	2019 Approved M5 (Parcel 1) Lot Line Adjustment
Exhibit S.....	2026 Project Status Map (Applicant)