

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



**Agenda of:** March 13, 2025

**Staff:** Cameron Welch

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

**FILE NUMBER:** TM24-0001/Z24-0001/PD24-0001/Serrano Village M5

**APPLICANT:** Serrano Associates, LLC

**REQUEST:**

The project consists of the following:

1. Subdivision of an existing 8.42-acre lot 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) with multiple phases presented for final map filing;
2. Rezone from Single-Unit Residential, minimum lot size 20,000 square feet (R20K) 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;
3. Planned Development to add the -PD overlay to the requested Rezone and establish modified development standards for the Village M5 site; and
4. Design Waivers requested 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).

**LOCATION:** West side of Appian Way, at the intersection with Sangiovese Drive, in the El Dorado Hills area, Supervisorial District 1 (Exhibits A and B).

**APN:** 123-020-023 (Exhibit C)

**ACREAGE:** 8.42 acres

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

**EXISTING ZONING:** Single-Unit Residential (R20K) (Exhibit E)

**PROPOSED ZONING:** Single-Unit Residential-Planned Development (R1-PD) and Open Space (OS) (Exhibit N)

**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 forward a recommendation to the Board of Supervisors to 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 TM24-0001, Rezone Z24-0001, Planned Development Permit PD24-0001, and the requested Design Waivers based on the Findings and subject to the Conditions of Approval as presented herein (Exhibits F, G, and N).

## **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), 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 to five dwelling unit/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 4,812 dwelling units will be developed in the Serrano Community at buildout, of which approximately 4,500 have been constructed (Exhibits O and P).

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), consists of residential development totaling 1,954 dwelling units total in the North Uplands neighborhood.

Village M within North Uplands is located along the northern border of the EDHSP (Exhibit O). Upon adoption of the EDHSP in 1988 (Exhibit Q), 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 three (3) 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	176	139
<b>Total</b>	<b>1,954</b>	<b>1,877</b>	<b>(77)</b>

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 (5.0 dwelling units/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/acre) and net (3.05 dwelling units/acre) densities of the Specific Plan.

The projected buildout for Village M has increased from 37 dwellings units to 176 dwelling units at this time, though the total projected buildout of the North Uplands Villages, combined, has decreased from 1,954 dwelling units to 1,877 dwelling units as of this writing, as demonstrated in Table 1 above.

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

A Large Lot Tentative Map TM01-1381 was approved in 2006 (Exhibit Q). A Tentative Subdivision Map for Phase 5 of Village M (Village M5) was approved on July 12, 2007, resulting in a total of 10 residential lots. The applicant requested a different configuration than what was approved, which would have segregated the wetland protected area into a unique open space lot (now, Lot C). A final map was not recorded. Slope and drainage easements were incorporated into M5 with a revised Large Lot in 2014. Lot lines were then revised with a 2019 map revision request, which adjusted the overall M5 acreage. Table 2 on the following page shows the approval timeline for Village M.

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

Village M5	Phase	Approval Date	Notes
Contemplated by the El Dorado Hills Specific Plan (Exhibit O)	Pre-phasing	1988	N/A
TM01-1381 Large Lot (Approved by Planning Commission) (Exhibit Q)	M5	2006	37 Large Lot Areas; an undetermined number of Open Space lots
TM01-1381R/ PD01-009R (Approved by Planning Commission, but not Recorded) (Exhibit R)	M5	2007	10 Residential lots proposed
TM01-1381R Merger and Re-subdivision (Exhibit T)	Village M	2014	Incorporates slope and drainage easements for M5 (Parcel 1)
Lot Line Adjustment (Exhibit U)	M5 (Parcel 1)	2019	Change to lot line for M5 Large Lot
TM24-0001/ Z24-0001/PD24-0001 (Exhibit F)	M5	Pending this review	20 Residential (~1.99 acres open space) Two Phases

A Project Status Map was produced by the applicant in 2012, 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.

## **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, Rezone, and Planned Development includes the following:

1. Subdivision of an existing 8.42-acre lot 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), with multiple phases presented for final map filing;
2. Rezone from R20K to R1-PD on 6.42 acres and OS (Open Space) on 1.99 acres;
3. Planned Development to add the -PD overlay to the requested Rezone and establish modified development standards for the Village M5 site; and
4. Design Waivers requested 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. Reduction of standard lot frontage width of 60 feet to a minimum width of 36 feet.
  - d. 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).
  - e. Creation of a flag lot for Lot 1 per DISM Volume II, Section 2:B)7).

The proposed modifications for Village M5, via the Planned Development request, are described in the Tables on the following pages, according to each standard as it is defined by the County's Zoning Ordinance (Title 130) for the R1 zoning designation.

**Table 3. Proposed Modifications for Planned Development Request**

Standard	Required by Zoning Ordinance	Proposed Modifications	Notes
Lots 1 and 2 Designation of Property Lines (PLs) or Yards	<p>Front Yard: An area extending across the full width of a lot between the edge of any road easement or right-of-way and the front setback line for the zone</p> <p>Side Yard: Area(s) across the full length of a lot between the front and rear PL(s) that extends between the side PL(s) and the side setback line(s) for the zone</p> <p>Rear Yard: An area extending across the full width of a lot between the rear lot line and the rear setback line for the zone.</p>	<p>Front: South PL                      Rear: North PL                      Sides: East &amp; West PLs</p>	N/A
Minimum Lot Width	60'	As shown on Tentative Map	N/A
Front Yard Setback	20'	15' for side-load garage.	N/A
Side Yard Setback	5', plus 1' for certain additional building height	5' on one side, 0' on the other side, regardless of building height	N/A
Setback for AC/ Pool Equipment	Up to 50% encroachment, but not less than 3' from any property line	Side: 2.5' Rear: 2.5'	Shall be screened by solid fence
Setback for Solid Fences and Walls over 40" tall	Solid Fences and Walls not to exceed 40" in height within front yard	Solid fence/wall allowed when at least 5' from front yard property line.	No fence or wall shall be placed within the Cross Visibility Area (CVA)

Standard	Required by Zoning Ordinance	Proposed Modifications	Notes
Setback for Open Fences and walls (50% or more) and over 40" tall and less than 7' tall	Front Yard with fence/wall 50% open or more, below 7' tall: 10'.	Front, Side, and Rear; 0'	No fence or wall shall be placed within the Cross Visibility Area (CVA)
Setback for any accessory structure 30 to 40 inches high	Front: 20' Rear: 15' Side: 5'	Front: 0' Side and Rear: 2.5'	Subject to Building Code
Setback for Pergola (Arbor)	Side: 5' Rear: 15'	Side: 2.5' Rear: 5'	N/A
Setback for any structure over 30 inches high.	Rear: 15'	Rear: 5'	N/A
Minimum Side and Rear Yard Setback: Swimming pool (underground)	Side and Rear: 5' measured to the back edge (non-water side) of the bond beam and their accessory water features, such as manmade waterfalls, if 30" in height or less:	Side and Rear: 5', measured from edge of waterline	N/A
Setback for architectural extensions of the dwelling (uninhabitable space)	Up to 50% encroachment, but not less than 3' to side property line	Side and Rear: 2.5'	N/A
Setback for chimneys – attached or detached	Front and Rear: 3' into the setback(s); Side: 3' into setbacks, but remainder setback not less than 3'.	Rear: 7' Side: 3'	N/A

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 (Exhibits H – L). Landscape Lots A, B, D and E are located at the entrance to the subdivision while open space Lot C is located within the northeast portion of the tract. Open Space Lot C contains a deed-restricted riparian area that has been set aside as an open space lot on the subject Tentative Subdivision Map, whereas the prior approved Tentative Subdivision Map included a non-development area within Lots 1 and 2 (Exhibits F and G).



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 and 114 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 5.

**Table 4. Adjacent Land Uses**

	<b>Zoning</b>	<b>General Plan</b>	<b>Land Use/Improvements</b>
<b>North</b>	One-Half Acre Residential (R20K)	High Density Residential (HDR)	Single family residential units/Highland View Subdivision.
<b>South</b>	Single Family Residential/ Open Space (R1/OS)	Adopted Plan (EDHSP)	Single family residential units/Open Space
<b>East</b>	One-Half Acre Residential (R20K)	Adopted Plan (EDHSP)	Single family residential units
<b>West</b>	Single Family Residential (R1)/One-Half Acre Residential (R20K)/One-Acre Residential (R1A)	High Density Residential (HDR)	Single family residential units/vacant land

**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 O and P). 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 revision would create 20 residential lots resulting in a total of 176 custom and production residential lots in Village M. The resulting Village M dwelling units (176) and net density (1.72 dwelling units/acre) is within the total residential units (6,162 dwelling units) projected for the entire Specific Plan and does not exceed the net (3.05 du/ac) 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 5 according to the dates that Final Maps were recorded.

**Table 5. Recorded Village M Final Maps by Phase**

<b>Plat</b>	<b># Res. lots</b>	<b>Recorded</b>	<b>Type</b>
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
<b>Subtotal</b>	<b>156</b>		
M5 (this project)	20	Future	Production
<b>Total Buildout</b>	<b>176</b>		

The proposed Tentative Map includes two phases for the filing a final map for the M5 Plat. Multiple final 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 maps, according to the subdivision Map Act 66456.1.

## **Zoning**

The proposed zoning for the project site is R1-PD, and OS (Open Space). The proposed residential lots meet the minimum parcel size of 6,000 square feet. The proposed open space lot requires no minimum lot size.

## **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**

The Planned Development has been reviewed pursuant to Section 130.52.040 of the County's Zoning Ordinance (Development Plan Permit). In accordance with Section 130.52.040.E of the County's Zoning Ordinance, a Development Plan 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 Development Plan.

## **Design Waivers**

Design Waivers have been requested for the following standards:

- 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. Reduction of standard lot frontage width of 60 feet to a minimum width of 36 feet.
- d. Exceedances of 3:1 lot width to depth ratio for Lots 4, 6, 8, 12, 13, and 15-19.
- e. Creation of a flag lot for Lot 1.

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**

In their June 10, 2024, comment letter, the EDHCSD requested 0.33 acre of parkland dedication to support the additional 66 persons anticipated to be generated by the 20 proposed residential lots. However, after examination of the EDHSP, DA, and Public Facilities Financing Plan (PFFP), the EDHCSD has withdrawn its request and concurred in an e-mail to staff on November 26, 2024, that additional parkland dedication is not required for the proposed project.

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 PFFP requirements has been verified with each Tentative Subdivision Map application and annual DA reviews and deemed satisfied as found with Table 6.

**Table 6. 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 176 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 M), 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, 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 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.....	Conceptual Building Elevations and Floor Plans
Exhibit I.....	Tentative Grading and Drainage Plan
Exhibit J.....	Tentative Utility Plan
Exhibit K.....	Slope Map
Exhibit L.....	Drainage Memorandum
Exhibit M.....	Lot H Park Agreement Fully Executed
Exhibit N.....	Zoning Existing and Proposed
Exhibit O.....	El Dorado Hills Specific Plan Map
Exhibit P.....	El Dorado Hills Specific Plan
Exhibit Q.....	2004 Plat of Serrano Village M Large Lot
Exhibit R.....	2007 Approved M5 TM- Not Recorded
Exhibit S.....	2012 Project Status Map (Applicant)
Exhibit T.....	2014 Approved M5 Re-subdivision
Exhibit U.....	2019 Approved M5 (Parcel 1) Lot Line Adjustment

