

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



Agenda of: April 13, 2017

Staff: Mel Pabalinas

**SPECIFIC PLAN AMENDMENT/REZONE/
PLANNED DEVELOPMENT/TENTATIVE SUBDIVISION MAP**

FILE NUMBER: SP13-0002/Z13-0002/PD13-0001/TM13-1511/Serrano Village J5/J6

**APPLICANT/
AGENT:** Serrano Associates, LLC

ENGINEER: REY Engineers

- REQUEST:**
1. Specific Plan Amendment (SP13-0002) changing the El Dorado Hills Specific Plan Land Use Map and Zone Map reducing the commercial acreage required in the Village J area from 15.95 acres to approximately 11.68 acres;
 2. Rezone (Z13-0002) of approximately 4.27-acre portion of APN 123-570-03 from Community Commercial-Planned Development (CC-PD) to Single-Unit Residential-Planned Development (R1-PD);
 3. A phased Tentative Subdivision Map (TM13-1511) of 36-acre property creating a total of 148 residential lots, revising the approved Serrano Village J6 Tentative Subdivision Map/Planned Development (TM08-1479/PD08-0019) and Serrano Village J5, Phase 2 Commercial Planned Development/Tentative Parcel Map (PD08-0020/P08-0029).

The map includes the following Design Waivers modifying the El Dorado County Design and Improvement Standard Manual (DISM) road and improvement standards for the subdivision:

- A) Modification to Standard Plan 101B for the reduction of the Right-of-Way, and road improvement widths, and for the

construction of reduced sidewalks (six feet width to four feet in width) on one side of the street:

- 1) Right-of-Way width from 50-feet to 36-feet: A Street- station 1+49 to 3+42; C Street- station 9+37.84 to station 15+33.79, A Court, C Court, D Court, E Court, and F Court.
 - 2) Right-of-Way width from 50-feet to 42 feet: A Street- station 3+70 to station 12+50, B Street, C Street- station 3+38.44 to station 9+37.84, D Street, and G Street.
- B) Construction of cul-de-sac within reduced right-of-way radius from 60-ft to 45.5-ft and a road width (edge of pavement) radius from 50-ft to 40-ft;
 - C) Construction of modified Type 1 and 2 curb gutter as shown on the Tentative Map. The gutter pan will be reduced to 12” from face of curb to edge of pavement;
 - D) Construction of road encroachment under Standard Plan 110 with modification to allow for an entry gate and landscape median as shown on the Tentative Map;
 - E) Construction of A Street (at Lots 13 and 14), C Street (at Lot 96), and D Street (at Lot 116) with reduced 100-foot centerline curve radii to 41-ft as shown on the Tentative Map;
 - F) Exceed 3:1 lot length-to-width ratio for Lots 13, 14, 110, and 114; and
 - G) Exceed standard street gradient of 12% for C and E Courts with maximum grade of up to 15 % grade; and
4. Planned Development (PD13-0001) establishing an official Development Plan for Serrano Village J5/J6 Tentative Subdivision Map with modification to Single-Unit Residential (R1) minimum development standards including lot area, lot width, and yard setbacks

LOCATION: On the east side of Bass Lake Road, immediately east of the intersection with Sienna Ridge Drive, in the El Dorado Hills area, Supervisorial District 1. (Exhibit A)

APNs: 123-570-03, -04 (Exhibits B)

ACREAGE: 36.03 acres

GENERAL PLAN: Adopted Plan (AP) – El Dorado Hills Specific Plan (EDHSP) (Exhibit C)

ZONING: APN 123-570-03: Single-Unit Residential–Planned Development (R1-PD) (7.69 acres) /Community Commercial–Planned Development (CC-PD) (4.27 acres)
APN 123-570-04: Single-Unit Residential–Planned Development (R1-PD) (CC-PD) (Exhibit D) (24.07 acres)

ENVIRONMENTAL DOCUMENT: Statutorily exempt pursuant to CEQA Guidelines Section 15182 (Residential Projects Pursuant to a Specific Plan with a certified Environmental Impact Report; State Clearinghouse No 86122912).

SUMMARY RECOMMENDATION: Staff recommends the Planning Commission forward a recommendation to the Board of Supervisors to take the following actions:

1. Find the project to be Statutorily Exempt pursuant to California Environmental Quality Act Guidelines Section 15182;
2. Adopt Specific Plan Amendment SP13-0002 based on the Findings presented;
3. Approve Rezone Z13-0002 based on the Findings as presented;
4. Approve Tentative Subdivision Map TM13-1511 and Planned Development PD13-0001 as the official Development Plan for Serrano Village J5/J6 Tentative Subdivision Map revising and replacing the approved Serrano Village J6 Tentative Subdivision Map/Planned Development (TM08-1479/PD08-0019) and Serrano Village J5, Phase 2 Commercial Planned Development/Tentative Parcel Map (PD08-0020/P08-0029), based on the Findings and subject to Conditions of Approval as presented;
5. Approve Planned Development PD13-0001 as the official Development Plan for Serrano Village J5 and J6 Tentative Subdivision Map, based on the Findings and subject to the Conditions of Approval; and
6. Approve Design Waivers for modification to road and lot design and improvement standards for the subdivision, based on the Findings and subject to the Conditions of Approval as presented;

EXECUTIVE SUMMARY

Serrano Village J5/J6 Tentative Subdivision Map and Planned Development is part of the Serrano Master Planned Development within the adopted El Dorado Hills Specific Plan. The subdivision consists of 148-single-family subdivision lots, served by a private owned and maintained road and one passive park. The proposed development has been designed in conformance with the specific plan.

BACKGROUND

Serrano Village J5 and J6-Existing Approvals

The El Dorado Hills Specific Plan (EDHSP) was adopted and Environmental Impact Report (EIR) was certified by the El Dorado County Board of Supervisors on July 18, 1988 (Exhibit E). The Development Agreement for the specific plan was recorded the following year on March 29, 1989 to be applicable for a period of 20 years eventually expiring on March 29, 2009. The anticipated land uses within the Specific Plan include commercial, open space, and recreational facilities, along with the residential development of 6,162 dwelling units at build-out. Currently, approximately 4,600 dwelling units have been approved in the Serrano portion of the Specific Plan area (Exhibit F).

Serrano Village J5/J6 is located in Village J of the EDHSP. The 36-acre property is surrounded by existing and future residential and commercial development in the specific plan, Bass Lake Hills Specific Plan, and Bridlewood Subdivision (Exhibit G). Village J was originally planned to accommodate 342 dwelling units and 45 acres of commercial development over 117 net acres village area. The 45 commercial acres were to be developed as a neighborhood convenience shopping. The Specific Plan designated the location of the commercial area of Village J to be on either side of Bass Lake Road; however, as a result of the Bass Lake Road relocation and reconfiguration, location of adjacent residential villages within the plan area shifted and its underlying zoning designations changed from Planned Commercial-Planned Development (CP-PD) to Single-Unit Residential-Planned Development (R1-PD) in accordance with Section 1.8 of the Development Agreement where:

“ . . . the Planning Director or other appropriate County personnel (to) modify the El Dorado Hills Specific Plan without compliance with procedural provisions of the zoning ordinance or any notice of public hearing if the Planning Director determines, in a manner consistent with County policy and State law, that the required modification does not substantially alter the term, permitted uses, density or intensity of use, provisions for reservation and dedication of land, conditions, terms, restrictions and requirements relating to subsequent discretionary actions, monetary contributions by developer or any conditions relating to the use of the property, and is otherwise consistent with the El Dorado Hills Specific Plan, the El Dorado Hills/Salmon Falls Area Plan and the County General Plan.”

As a result of these changes, the only area in Village J for potential 45-acre commercial development was limited within Villages J5 and J6. Village J5 was approved for a two-phased planned commercial development: Phase 1 (Planned Development PD07-0008 and Tentative Parcel Map P07-0013) was approved on August 14, 2008 for a 118,842 square feet of commercial within 11.68 acres of land on APN 123-570-01 (Exhibit H) and Phase 2 (Planned Development PD08-0029 and Tentative Parcel Map P08-0020) was approved on March 11, 2010 for 32,584 square feet within 4.27 acres of portion of APN 123-570-03. (Exhibit I). On April 13, 2010, Serrano Village J6 Tentative Subdivision Map/Planned Development (TM08-1479/PD08-0019) was approved for a 204 clustered residential lots within 32.15 acres of land (Exhibit V). Exhibit W is composite map depicting these approvals.

With these project approvals, the only remaining area for commercial development is encompassed in Serrano Village J5 Phase 1 and 2, totaling 15.95 acres. Though entitled, the approved Village J5 Commercial Phases 1 and 2 and Serrano Village J6 Tentative Subdivision Map/Planned Development remains undeveloped.

Serrano Village J5/J6- Proposed Application

Serrano Village J5/J6 Tentative Subdivision Map/Planned Development application was originally submitted on February 1, 2013 and was deemed Complete for processing on February 12, 2013. The current version of the project was resubmitted in April 2016. Based on the Completeness determination, and in accordance with the Subdivision Map Act Section 66474.2, the project is vested in the regulations that were in effect on February 12, 2013. New regulations after this date, including the Storm Water Pollution Regulations and the revised General Plan Transportation and Circulation Element Policies resulting from the voter-initiated Measure E (effective July 29, 2016), would not apply to the project. Though the application includes a Specific Plan Amendment and Rezone, these requests are limited to modifications to the land use and zone map necessary to facilitate the proposed residential development in accordance with the EDHSP, and would not intensify the potential development of the site.

ANALYSIS

1. Specific Plan Amendment: The project is proposing an amendment to the El Dorado Hills Specific Plan reducing the commercial acreage in the Village J area from current 15.95 acres to approximately 11.68 acres, which contains the approved Serrano Village J5 Phase 1 Commercial. With this proposal, the 4.27 acres portion of APN 123-570-03 entitled for Serrano Village J5 Phase 2 Commercial would be re-designated as Residential in the specific plan. Justification for the amendment has been provided by the applicant citing three reasons involving high retail inventory with low demand from retailers, low customer base in the surrounding area, and lack of highway visibility and insufficient pass-by traffic that could support retail uses (Exhibit J).

As discussed in the Background section of this report, prior reductions in commercial acreage were approved under Section 1.8 of the Development Agreement that allowed zone modifications, provided density and intensity of uses remained consistent with the Specific Plan. With the expiration of the Development Agreement, the Specific Plan remains the regulating document and is explicit in requiring the commercial acreage pursuant to the following provisions:

Section 2.5.1 provides a description of the intended development pattern within Village J as “45 acres of neighborhood commercial sites on the west and east sides of Bass Lake Road . . . intended to serve the daily shopping needs of future residents in the vicinity.”

Section 3.1 states “Commercial land uses are limited by the Specific Plan to . . . a neighborhood shopping area in Village ‘J’ in the vicinity of Bass Lake Road; . . . It is the intent of the Specific Plan to protect and preserve these designated commercial areas and to avoid a proliferation of commercial uses.”

Section 3.2.2 describes Village J commercial development as “An area totaling 45 acres in this village designated for commercial use (that) is intended to provide for a limited range of consumer goods and services.”

Section 9.4.1.1 states, “Village J (Bass Lake Area) . . . This area shall be zoned Planned Commercial (CP) and shall be subject to applicable provisions set forth in the El Dorado County Zoning Ordinance.”

While the Specific Plan does not explicitly allow reduction in commercial acreage, there remains no possibility of commercially developing 45 acres originally contemplated in the Village J area given that the remaining available lands have already been entitled for residential development and only 15.95 acres remains commercially entitled. The proposed reduction of commercial acreage would remove 4.27 acres of land approved for Serrano Village J5 Phase 2 could result in lesser impacts (e.g. traffic, noise, aesthetic) commonly associated with commercial development and replaced with a generally lesser intense residential use. In spite of this, the remaining commercial area of 11.68 acres would remain entitled for commercial use under the Serrano Village J5 Phase 1 Commercial Planned Development and should sufficiently provide convenient commercial shopping needs in the neighborhood. Therefore, the County must determine if the 15.95 acres currently approved commercial development in Village J5 should be further reduced to 11.68 acres (Serrano Village J5 Commercial Phase 1).

2. **Rezone:** Consistent with the Specific Plan Amendment, the rezone would change the underlying zone of 4.27 acre portion of APN 123-570-03 from Community Commercial-Planned Development (CC-PD) to Single-Unit Residential-Planned Development (R1-PD) (Exhibit K). The rezone would facilitate the proposed Serrano Village J5/J6 subdivision through the elimination of the Serrano Village J5 Phase 2 Commercial and expanding the area of the previously approved Serrano Village J6 Tentative Subdivision Map to include this portion of the property.

3. **Tentative Subdivision Map and Planned Development:** The proposed Serrano Village J5/J6 Tentative Subdivision Map would create a Class I residential subdivision with a 148 single-family detached residential lots. (Exhibit L). The subdivision includes a 2.83-acre passive recreation park, nine landscape lots, and private residential streets. A total of 77 lots are anticipated to be constructed in Phase 1 and 71 in Phase 2. The subdivision density is 4.11 dwelling unit/acre which is consistent with the density of provisions of the specific plan.

Revision to Approved Serrano Village J5 and J6 Entitlements: The Serrano Village J5/J6 Tentative Subdivision Map would revise and replace the underlying current entitlements in the J6 and J5 Phase 2 areas. The proposed map would result in the overall reduced quantity of residential lots from 204 to 148 establishing a new timeline for the map.

Planned Development: The project would establish the official Development Plan for the Serrano Village J5/J6 Tentative Subdivision Map that incorporates subdivision design elements from the specific plan while preserving open space and resource areas. The residential development includes approximately 2.83 acres of a passive park located in the center of the development where a grove of oak trees have been identified for preservation (Exhibits L and

M). This park area is in addition to the overall 1,211 acres of open space preserved within the specific plan area.

Consistent with the specific plan and provisions of Planned Development, the Development Plan includes specific modified Single-Unit Residential (R1) zone development standards that would regulate lot design and construction standards for the subdivision (Exhibit N). These modified standards include reduction in minimum lot size, lot width, maximum building height, and yard setbacks.

Circulation: The subdivision would be accessed at two gated entrances off Sienna Ridge Drive and Bass Lake Road. Internal road circulation would be constructed according to County design standards with modification to improvements (e.g. curb and gutter, sidewalks, Right-of-Way) subject to requested Design Waivers and as conditioned of the project (Exhibit L). Secondary accesses would be provided at the southwestern terminus of A Street connecting to Sienna Ridge Drive and at the southeastern terminus of C Street, which also provides mutual secondary access to Serrano Village J7 residential development from the east. The internal road circulation would be privately owned and maintained by the Master Homeowner's Association.

As conditioned, the project will be required to perform frontage improvements along Bass Lake Road (Exhibits O). Construction of the required improvements, which include the northerly extension of two lanes along Bass Lake Road with a median, curb and gutter, and a 6-foot wide sidewalk, shall be verified with the first Final Map application for the subdivision.

Utilities: The subdivision would receive potable and recycled water and sewer services provided by El Dorado Irrigation District (EID). According to the Facility Improvement Letter (FIL) issued for the project, EID has sufficient water supply and sewer capacity to serve the project subject to construction of utility lines that would connect to existing district service lines along Bass Lake Road and Sienna Ridge Drive (Exhibits P and Q). Acquisition of EID Meter Award Letter, which formally affirms service, shall be required prior to Final Map recordation.

Grading and Drainage: Class I subdivision improvements for Serrano Village J5/J6 development shall be installed in accordance with applicable County and other agency standards. The improvements includes cut, fill, and installation of retaining walls establish necessary residential pads, construction of encroachment and internal road network, and installation of underground wet and dry utility lines (e.g., power, phone/cable, water, sewer, storm drains and fire hydrant system). A 6-foot tall noise barrier shall be constructed along Bass Lake Road minimizing vehicular noise. Earthwork activity, which is estimated to encompass around 91,000 cubic yards of groundwork, is anticipated to be balanced for both development phases (Exhibit R).

Subdivision design includes a network of a drainage system that conveys storm runoff into existing lines along Bass Lake Road and Sienna Ridge Drive (Exhibit R). The drainage system includes installation of 18" to 24" underground storm drain lines along the private roads and detention ponds within landscape Lots F and G.

CONSISTENCY

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

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

Specific Plan: Serrano Village J5/J6 Tentative Subdivision Map is consistent with the applicable policies of the EDHSP involving site and development design, resource preservation, compatibility. The proposed Tentative Map is consistent with the EDHSP as presented in the Findings below.

Zoning Ordinance: Serrano Village J5/J6 Tentative Subdivision Map is consistent with the objectives of Planned Development under Section 130.28 (Planned Development Combining Zone) of the ordinance, which implements the policies of the specific plan. Based on this consistency, the proposed modifications to the Single-Unit Residential (R1) development standards necessary for the implementation of the subdivision is deemed suitable and appropriate. The proposed Tentative Map is consistent with the Zoning Ordinance as presented in the Findings below.

Subdivision Ordinance: Serrano Village J5/J6 Tentative Subdivision Map is consistent with the provisions of El Dorado County Subdivision Ordinance involving compliance with the EDHSP, application of subdivision design and improvements, and minimizing project environmental effects with application of mitigation measures from the EIR. The proposed Tentative Map is consistent with the Subdivision Ordinance as presented in the Findings below.

ENVIRONMENTAL REVIEW

This project is Statutorily Exempt from the California Environmental Quality Act pursuant to Section 15182 as this residential development is consistent with the adopted specific plan (El Dorado Hills Specific Plan) for which an Environment Impact Report (EIR) has been certified. The EIR (State Clearinghouse No. 86122912) was certified in 1988 with the adoption of the specific plan. The project has been reviewed for consistency with the EIR and determined that no new impacts have been identified that have not been previously analyzed and mitigated in the EIR. Some of the mitigation measures are incorporated as policies to the specific plan involving Air Quality, Noise, Oak Canopy and resource preservation and Aesthetics has been incorporated as part of subdivision design or applied as project conditions of approval. No further environmental analysis is necessary.

A \$50.⁰⁰ processing fee is required by the County Recorder to file the Notice of Exemption. The filing of the Notice of Exemption is optional; however, not filing the Notice extends the statute of limitations for legal challenges to the project from 35 days to 180 days.

PUBLIC COMMENT

The El Dorado Hills Area Planning Advisory Committee (APAC) reviewed the project during its January 17, 2017 meeting (Exhibit U). Though no formal action was recommended, the committee commented on the sufficiency on the modified development R1 zone residential standards and inquired about bike lanes along Bass Lake Road and Sienna Ridge Drive and park facilities

In response, as a Planned Development, the standards modifications are appropriate for Serrano Village J5J6 Tentative Subdivision Map in order implement the goals and objectives of the El Dorado Hills Specific Plan. With regards to bike lanes, the project is conditioned to improve the frontage along Bass Lake Road and Sienna Ridge Drive to include ample width that would accommodate Class II bike lanes. With regards to the passive park, there are potential opportunities for additional accesses that may be considered for the development and the park will be maintained by the Serrano Homeowner's Association.

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.....	Zoning Map
Exhibit E.....	El Dorado Hills Specific Plan
Exhibit F.....	Serrano Map; September 2014
Exhibit G.....	Aerial Map
Exhibit H.....	Approved Serrano Village J5 Phase 1 Commercial Development
Exhibit I.....	Approved Serrano Village J5 Phase 2 Commercial Development
Exhibit J.....	Applicant Supplement Letter; October 23, 2013
Exhibit K.....	Proposed Zone Exhibit
Exhibit L.....	Proposed Serrano Village J5/J6 Tentative Subdivision Map; September 2016
Exhibit M.....	Tree Preservation and Protection Plan; September 2016
Exhibit N.....	Modified Single-Unit Residential (R1) Development Standards for Serrano Village J5/J6 Tentative Subdivision
Exhibit O.....	Bass Lake Road Frontage Improvements at J6; January 6, 2017

Exhibit P.....Facility Improvement Letter (FIL), Serrano Village
J5/J6; March 4, 2016

Exhibit Q.....Tentative Water, Reclaimed Water and Sewer Plan;
September 2016

Exhibit R.....Tentative Grading and Drainage Plan; September
2016

Exhibit S.....Environmental Noise Analysis; Serrano Village
J5/J6; November 22, 2016

Exhibit TEl Dorado Hills Specific Plan, Table 1: Summary of
Residential Use by Development Neighborhood;
January 2017

Exhibit U.....El Dorado Hills APAC Recommendations Letter;
January 17, 2017

Exhibit V.....Approved Tentative Subdivision Map, Alternatives
I and II; June 30, 2008

Exhibit WApproved Land Uses; March 2017