

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



Agenda of: May 14, 2015

Staff: Rob Peters

**REZONE/PLANNED DEVELOPMENT/
SPECIAL USE PERMIT REVISION**

FILE NUMBER: Z14-0011/PD14-0009/S94-0002-R/Green Valley Mortuary and Cemetery

APPLICANTS: Paul Phipps and Dennis Hamilton

AGENT: Greg Balderree – GBS Architecture, Inc.

REQUEST: The proposed project consists of the following requests:

1. Rezone the approximately 7-acre portion of the 8.6-acre lot from One-Acre Residential (R1A) to One-Acre Residential-Planned Development (R1A-PD);
2. Development plan to allow for design flexibility in the development standards of the One-Acre Residential zone to allow encroachment into the required front yard setback for the proposed addition and to legitimize the existing porte cochere; and
3. A special use permit revision to allow alteration of the existing mortuary chapel, crematory, and administration structure; alteration of existing monument sign; a 3,604 square-foot addition including reception center, kitchen, dressing room, two unisex ADA compliant bathrooms, storage, office, vestibule, and 1,712 square-foot covered patio; and reconfiguring of the required parking.

LOCATION: West side of Alexandrite Drive at the intersection with Green Valley Road in the Rescue Area, Supervisorial District 4. (Exhibit A)

APN: 102-030-28 (Exhibit B)

ACREAGE: 8.6 acres

GENERAL PLAN: Medium-Density Residential (MDR) (Exhibit C)

ZONING: One-Acre Residential/Single-Family Two-Acre Residential (R1A/R2A)
(Exhibit D)

ENVIRONMENTAL DOCUMENT: Categorically Exempt pursuant to Section
15301(e)(2) of the CEQA Guidelines

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

1. Find that the project is Categorically Exempt pursuant to CEQA Guidelines Section
15301(e)(2);
2. Approve Rezone Z14-0011 based on the Findings as presented;
3. Conditionally approve Planned Development PD14-0009, as the official Development
Plan, based on the Findings and subject to the Conditions of Approval as presented; and
4. Conditionally approve Special Use Permit Revision S94-0002-R based on the Findings
and subject to the Conditions of Approval as presented.

STAFF ANALYSIS

Project Description:

Rezone: A request to rezone the approximately 7-acre portion of the 8.6-acre lot from One-Acre
Residential (R1A) to One-Acre Residential-Planned Development (R1A-PD).

Development Plan: The Development Plan would allow flexibility in the development standards
of the R1A to allow encroachment into the required front yard setback by approximately 14 feet
for the proposed addition and to legitimize the existing porte cochere (see Exhibits F and G).
Only the mortuary, cemetery, and associated uses would be allowed under the Development
Plan.

Special Use Permit Revision: A special use permit revision to allow alteration of the existing
mortuary chapel, crematory, and administration structure (mortuary) (see Exhibits I-1, I-3, and
L-1); alteration of existing monument signage (see Exhibits K and L-2); a 3,604 square-foot
addition including reception center, kitchen, dressing room, two unisex ADA compliant
bathrooms, storage, office, vestibule, and 1,712 square-foot covered patio (see Exhibits G, H-2,
and I-2); and reconfiguring of the required parking (see Exhibits G and H-1). The total additional
square footage would equal approximately 5,312 square feet.

Site Description: The 8.6-acre site is located at approximately 1,320 feet above mean sea level. The site has been previously developed with a cemetery and ancillary uses including an existing approximately 7,970 square-foot mortuary chapel, crematory, and administration structure; mausoleums; associated parking and landscaping improvements; and a monument identification sign. Mature landscaping exists throughout the site. The bulk of the site sits approximately 10 and 15 feet above the adjacent Green Valley Roadway. The site takes primary access from an existing paved encroachment onto Alexandrite Drive to the east and includes 65 existing parking spaces. A secondary, gated maintenance encroachment exists off Green Valley Road at the southwest corner of the property that is used intermittently for access to cemetery related activities (see Exhibit E-1 and E-2).

Background: The project lot was originally created by Parcel Map (P89-0195) on August 1, 1991. The original special use permit S94-0002 to establish the cemetery and mortuary uses was reviewed and approved by the Planning Commission on July 14, 1994. At that time, and in accordance with the El Dorado County Ordinance section 8.20.10 (now 8.20.110.A), no person could establish or operate a cemetery, mausoleum, or columbarium within the County unless the person obtains a permit authorizing the same from the Board of Supervisors. Therefore, the original special use permit was reviewed and approved by the Board of Supervisors on August 09, 1994. The original mortuary structure was approved for development under building permit number 94088843-1. However, during review and approval of the original building permit the existing porte cochere was constructed within the 30-foot setback at approximately 16 feet from the 20-foot Road and Public Utilities Easement along the southern property line adjacent to Green Valley Road (see Exhibit G). Since that time, the Green Valley Mortuary and Cemetery has been operating at the site and minor additions and modifications to the mortuary and the project site in conformance with the original special use permit have been processed.

Adjacent Land Uses:

	Zoning	General Plan	Land Use/Improvements
Site	R1A/R2A	MDR	Existing Mortuary and Cemetery
North	RE-10	RR	Bass Lake Golf Course
South	CPO	C	Undeveloped
East	R1/OS	HDR	Residential Development and Open Space
West	R2A	MDR	Single Family Dwelling

General Plan: The project is located within the Cameron Park Community Region. The General Plan designates the project site as Medium-Density Residential (MDR) (See Exhibit C). The MDR land use designation is considered appropriate within Community Regions. General Plan Policy 2.2.1.2 identifies the appropriate range of land use types and densities for the MDR land use designation. Cemetery uses are not specifically identified in the MDR land use designation. However, Policy 2.2.5.10 recognizes the need to allow for certain types of extended family support services and institutional uses in residential areas identified on the General Plan

land use map. Uses that are consistent with the policy provide a direct service to families and/or communities and include cemeteries. Since cemeteries are specifically listed in the policy, the use is considered consistent with the MDR land use designation.

Policy 2.2.5.10 protects surrounding residential areas by only allowing the establishment of support services with a special use permit, and requires a finding that the establishment of the uses will have no significant adverse effect on surrounding properties. The existing cemetery was approved through Special Use Permit S94-0002. The mortuary use was also approved under S94-0002 as an ancillary use to the cemetery. The proposed alteration of the existing mortuary chapel, crematory, and administration structure; alteration of existing monument sign; and reception center addition would not result in a significant adverse effect on surrounding residential properties as outlined in the findings section of the staff report below.

Policy 2.2.5.21 directs that development projects be located in a manner that avoids incompatibility with adjoining land uses. The existing cemetery and mortuary uses were established and have been in operation for many years. The applicant is proposing an alteration to the existing mortuary structure, alteration to an existing monument sign, and a reception center addition that together provide an aesthetically pleasing design (see aesthetics section below). The project has been designed to cluster the development to the southeastern portion of the site where the existing mortuary is located. The area identified for the proposed addition currently sits approximately 10-15 feet above the existing Green Valley Road alignment and is screened by fully mature landscaping. Water and sewer facilities are available through the El Dorado Irrigation District. The reception center would be an amenity for groups already utilizing the site for services. Therefore, the proposed project would not result in additional traffic or patronage above what is already typical. Use of the proposed addition would be limited to the existing hours of operation. The project, as conditioned, would not change the character of the surrounding area and would not be incompatible with adjoining land uses.

The proposed use of the reception center addition would not create excessive noise. Policy 6.5.1.7 states that noise created by new proposed non-transportation noise sources shall be mitigated so as not to exceed the noise level standards of Table 6-2 for noise-sensitive uses. Noise levels would not be significantly higher than activities already conducted on the site. No outdoor amplified music has been proposed or would be approved by this special use permit revision. The nearest residential structure is greater than 250 feet east of where the proposed reception area addition would be located. The project has been conditioned to be consistent with Table 6-2 of this policy.

Zoning: The project site is located within the R1A/R2A zones with approximately seven acres of the lot falling within the R1A zone, including the portion of the site where the existing mortuary and proposed addition is located (see Exhibit D). Both the R1A and R2A zone districts are consistent with the sites MDR General Plan land use designation. Section 130.28.070.B allows cemetery land uses within the R1A zone with approval of a special use permit. The existing cemetery use was approved through Special Use Permit S94-0002 with the mortuary use also approved as an ancillary use to the cemetery.

Project Discussion Items: The following sections of this staff report will address the primary discussion items for the project and potential impacts to the surrounding neighborhood. The primary discussion items for this project include the Special Use Permit revision requirement, Planned Development (-PD) Combining Zone, R1A Zone development standards, aesthetics, secondary site access to Green Valley Road, signage, landscaping, parking, and lighting.

Special Use Permit Revision Requirement: Condition of approval No. 8 of S94-0002 allows minor revisions to the special use permit by the Planning Director but major revisions require approval through a public hearing by the appropriate approving authority. The alteration of the existing mortuary and signage, along with the proposed additions were determined to constitute a major revision to the existing special use permit. Therefore, the proposed revisions require subsequent planning commission review. The conditions of approval from the original special use permit have been included within this staff report. However, conditions of approval that are specific to the establishment of the cemetery and mortuary uses or the original construction of the facility have been modified or removed as applicable.

Planned Development (-PD) Combining Zone: General Plan Policy 2.2.3.1 requires the Planned Development (-PD) Combining Zone be implemented through the Zoning Ordinance and allow commercial uses consistent with the density specified by the underlying zoning district with which it is combined. The policy emphasizes furthering use and/or design that provide a public or common benefit, both on and off-site, by clustering intensive land uses to minimize impacts on various natural resources, avoid cultural resources where feasible, minimize public health concerns, minimize aesthetic concerns, and promote the public health, safety, and welfare.

The project is commercial in nature but is a support service to communities both in and outside of the Cameron Park Community Region. The majority of the project site, including the existing mortuary area where the proposed reception center addition would be located is guided by the development standards of the R1A Zone. The subject property was previously developed with the mortuary, cemetery and associated uses found on the site. As discussed in the background section above, the existing mortuary structures porte cochere was built approximately 14 feet within the existing 30-foot front yard setback along Green Valley Road.

Addition of the -PD Combining Zone would allow the flexibility in required setbacks to approve the proposed reception addition, would not impact natural or cultural resources, and would not cause additional concern for public health, safety and welfare. The requested modifications would be acceptable due to the proposed rezone to the -PD combining zone and development plan as discussed above and as outlined in the findings section of the staff report below.

R1A Zone Development Standards: The project site is located within the R1A/R2A zones with the majority of the parcel falling within the R1A zone, including the portion of the site where the existing mortuary and proposed addition are located. The R1A zone permits a minimum parcel size of one acre, maximum building coverage of thirty-five percent, minimum parcel width of one hundred feet, and maximum building height of forty-five feet. The project site and the existing and proposed structures are consistent with these development standards.

In addition, Section 130.28.080 of the Zoning Ordinance establishes the following Development Standards for the R1A zone that are applicable to this project; subject to flexibility provided by the –PD combining zone:

D. Minimum Yards;

The R1A zone requires the following setbacks: front, thirty feet; sides, fifteen feet, except the side yard shall be increased one foot for each additional foot of building height in excess of twenty-five feet; rear thirty feet. The project site is adjacent to and takes access from Alexandrite Drive and meets the 30-foot front setback requirement to that existing right-of-way easement. The site is also adjacent to Green Valley Road, which would also be considered a front yard and would require a 30-foot setback. However, the existing structure currently sets at approximately 16 feet from the existing 20-foot right-of-way and public utilities easement that parallels Green Valley Road, and the proposed addition has been designed so the covered patio would match this existing setback. A variance to reduce the setback would not be appropriate because the specific findings outlined in the Zoning Ordinance Section 130.22.630 cannot be made. The proposed rezone to the –PD combining zone and the development plan would allow for flexibility in the minimum requirements for setbacks and allow the proposed reduction in setback for the proposed addition and to legitimize the existing structure.

Aesthetics: The applicant is proposing an alteration to the existing mortuary structure (Exhibit I-1, I-3, and L-1), alteration to an existing monument sign (see Exhibit K and L-2), and a reception center addition. These improvements together provide an aesthetically pleasing design utilizing colors that are neutral or earthen toned, including new stone work, matching existing roofing, utilizing red cedar doors and window casings, iron latticing, and including bronze dark sky LED wall lanterns and bronze gooseneck down-lighting (see Exhibits I-2, I-3, J).

Secondary Site Access to Green Valley Road and Existing Storage Structures: A secondary, gated maintenance encroachment exists off Green Valley Road at the southwest corner of the property (see Exhibit E). The Community Development Agency-Transportation Division has required that the existing encroachment be improved to County Standard Plan 103A-2 (Modified) and its use is restricted to maintenance of the cemetery.

Signage: The special use permit revision would include alteration to the existing monument sign at the southeast corner of the site, at the intersection of Green Valley Road and Alexandrite Road. As depicted in Exhibit K, the proposed alteration to the existing monument sign would be aesthetically consistent with the proposed alterations to the mortuary structure. The new reception center would receive identification signage as seen on the north and south elevations of Exhibit I-2.

Landscaping: Mature landscaping exists throughout the site and parking lot areas. The proposed additions would require the removal two trees, a 4” tulip and a 14” alder. The applicant is proposing a new planter area near the entrance to the existing mortuary structure that would receive seasonal plantings (see Exhibit G). Alterations to the existing parking would be located

within the existing parking lot that contains existing landscaping. No other additional landscaping is proposed or would be required.

Parking: Zoning Ordinance Section 130.18.060 outlines the schedule of off-street vehicle parking requirements by use and minimum required off-street parking. The current uses on the site require 59 total parking spaces. The project site currently contains 65 existing parking spaces, including two ADA compliant spaces. The proposed revisions to the site, including the reception center addition, would require a total of 61 parking stalls. Four parking spaces, including the two existing ADA compliant spaces, would need to be removed to construct the proposed reception center addition. The parking spaces adjacent to the front of the existing mortuary entrance would be reconfigured to include three ADA compliant parking spaces, resulting in the loss of one overall space. Two parallel parking spaces have been added to the northernmost portion of the parking lot. Therefore, the project would result in a net loss of 3 parking spaces. However, the parking reconfiguration would result in one additional ADA compliant parking space and a total of 62 parking spaces in conformance with the site's parking requirement. Exhibit H-1 shows the required modification to existing parking and Exhibit G identifies the proposed parking configuration and calculations for the site.

Lighting: Policy 2.8.1.1 directs that excess nighttime light and glare be limited from the parking area lighting, signage and buildings. Existing lighting on the exterior of the mortuary structure is comprised of small motion sensor lighting near the main building entrance and lighting under the porte cochere installed as part of the original building permits. The project proposes to replace the existing exterior lighting, with exception of the lighting under the porte cochere, with bronze dark sky LED wall lanterns and bronze gooseneck down-lighting (see Exhibits I-2, I-3 and J). A condition of approval is recommended to assure that the lights are compliant with Section 130.14.170 of the Zoning Ordinance, be fully shielded pursuant to the Illumination Engineering Society of North America's (IESNA) full cut-off designation. As proposed, the lighting would be compliant with this Policy.

ENVIRONMENTAL REVIEW

This project has been found to be Categorically Exempt from the requirements of CEQA pursuant to Section 15301(e)(2) of the CEQA Guidelines that applies to additions to existing structures that will not result in more than 10,000 square feet in an area where all public services and facilities are available and the project is not located in an environmentally sensitive area.

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.

SUPPORT INFORMATION

Attachments to Staff Report:

Conditions of Approval
Findings

Exhibit A.....	Location Map
Exhibit B.....	Assessor's Parcel Map
Exhibit C.....	General Plan Map
Exhibit D.....	Zoning Map
Exhibits E-1 to E-2.....	Aerial Photo of Project Vicinity; Aerial Photo with Reception Center Addition
Exhibit F.....	Overall Site Plan, Sheet A1.1
Exhibit G.....	Site Plan/Parking Calculations, Sheet A1.2
Exhibits H-1 to H-2.....	Existing Building Floor Plan Demolition, Sheet A2.0; Floor Plan, Sheet A2.1
Exhibits I-1 to I-3.....	Existing Elevations, Sheet A3.0; Existing Elevations with Additions & Alteration, Sheet A3.1; Existing Elevations with Façade Alteration, Sheet A3.2
Exhibit J.....	Conceptual Exterior Architectural Colors and Finishes
Exhibit K.....	Monument Sign Elevation
Exhibits L-1 to L-2.....	Photo of Existing Structure and Proposed Addition Location; Photo of Existing Monument Sign
Exhibit M.....	S94-0002 Project Description; Exhibit G of Original Staff Report