

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



**Agenda of:** February 27, 2014  
**Staff:** Lillian MacLeod

**SPECIFIC PLAN AMENDMENT/PLANNED DEVELOPMENT  
REVISIONS/PARCEL MAP/SPECIAL USE PERMIT**

**FILE NUMBERS:** SP13-0001/PD95-0002-R/PD95-0007-R/P12-0004/S13-0017/El Dorado Hills Retirement Residence

**APPLICANT:** Lenity Architecture, LLC

**AGENT:** Mark Lowen

**REQUEST:**

1. El Dorado Hills Specific Plan Amendment to allow a residential senior care facility in Village U and to revise applicable development standards;
2. Development Plan amendment for Town Center West to allow a residential senior care facility in Area A, zoned CG-PD and to revise development standards;
3. Parcel map creating one 14.8 acre and one 5.5 acre lot;
4. Development plan revision to the existing commercial facility consistent with lot boundaries under the proposed parcel map; and
5. Special Use Permit for the proposed residential senior care facility comprising a 114,000 square foot, three-story building containing 130 units of studios, one and two bedroom suites, and dining and recreation facilities. Meals, housekeeping, personal services, van service, and recreation activities will be provided 24 hours a day. A total of 18 employees are planned for the facility. No medical or nursing care will be provided.

**LOCATION:** On the south side of Town Center Boulevard, approximately 800 feet southwest of the intersection with Latrobe Road in the El Dorado Hills area, Supervisorial District 1. (Exhibit A)

**APN:** 117-160-38

**ACREAGE:** 20.30 acres

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

**ZONING:** General Commercial – Planned Development (CG-PD) (Exhibit C)

**ENVIRONMENTAL DOCUMENT:** Mitigated Negative Declaration

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

1. Adopt the Mitigated Negative Declaration prepared by staff based on the Initial Study;
2. Adopt Specific Plan Amendment SP13-0001 based on the Findings and subject to the Amendments and Revisions document;
3. Approve Planned Development Revision PD95-0002-R based on the Findings and subject to the Amendments and Revisions document;
4. Approve Planned Development Revision PD95-0007-R based on the Findings and subject to the Conditions of Approval;
5. Approve Parcel Map P12-0004 based on the Findings and subject to the Conditions of Approval; and
6. Approve Special Use Permit S13-0017 based on the Findings and subject to the Conditions of Approval.

## **BACKGROUND**

The El Dorado Hills Specific Plan (Specific Plan) and Environmental Impact Report (EIR) were adopted by the El Dorado County Board of Supervisors (Board) on July 18, 1988. The Development Agreement was recorded the following year on March 29, 1989 to be applicable for a period of 20 years. It has since expired effective March 29, 2009. The anticipated land uses within the Specific Plan include residential, commercial, open space, and recreational facilities. The General Plan designation for the project is Adopted Plan (AP), indicating areas subject to land uses adopted under specific plans. As such, the project is subject to the requirements in the El Dorado Hills Specific Plan.

Under the Specific Plan, the zone district applied to Village U was General Commercial – Planned Development (CG-PD). The existing manufacturing/warehouse facility was approved under PD95-0007. The Town Center West Development Plan (“Development Plan”) was subsequently adopted by the Board in May 1995 regulating the development of the rest of Village U under PD95-0002. The PD Combining Zone requires subsequent development within Village U to be subject to the

provisions of the Development Plan without further need for individual planned development applications.

With approval of the proposed parcel map, revisions to both PD95-0002 and PD95-0007 will be necessary to accommodate the project.

### **STAFF ANALYSIS**

**Proposed Facility:** The proposed residential senior care facility will be a 114,000 square foot, three-story building comprising 130 units of studios and one and two bedroom suites. Dining and recreation facilities will be located within the building. Meals, housekeeping, personal services, van service, and recreation activities will be provided 24 hours a day. A total of 18 employees are planned for the facility, with no less than four staff members to remain on site at all times. Increased staffing will provide the bulk of the services between 6am to 8pm. No medical or nursing care will be provided. The applicant estimates that approximately 20 percent of the tenants will have their own vehicle, but private van service will be provided, as well. The average tenant profile is 82 years old and ambulatory. As proposed, the applicant does not intend the facility to require a state license prior to operation.

**1. SP13-0001.** Under Section 4.4 of the Specific Plan, “Day care, senior care, and similar uses are likely to locate primarily within the Village Green/Community Center, but other locations within the Plan Area also may be suitable.” The project is being proposed in Village U due to its adjacency to commercial retail and service uses that the applicant feels will benefit the tenants of the facility. However, the placement of a senior population, considered ‘sensitive receptors’, in the middle of a general commercial zone will potentially constrain existing and future light industrial, commercial, and research and development uses allowed by right in Village U. The impacts to future, potentially greater job-generating uses must be considered when making a determination for approval of the project. Ultimately, the Board of Supervisors will need to determine whether the residential project is compatible in use with the existing and future general commercial development that has been adopted for Village U of the Specific Plan. As part of a determination to approve the project, the Board must also approve the following amendments to the Specific Plan:

#### **AMENDMENT 1.**

The Specific Plan limits buildings to two stories in height unless the topography is such as to allow a higher building that will not create a visual impact to the surrounding area. The proposed three-story facility will be sited on a filled pad and will be elevated approximately 48 feet above finished grade at its highest point. As such, it will not comply with the Specific Plan unless the following amendments are adopted:

##### **“Section 1.4.2.1 Architecture**

The policies set forth in this section are intended as guides to the general architectural style and appearance employed in the construction of all residences in the Plan area. The objective is to provide for building design and placement in a manner that reflects the natural character of the Plan Area and the particular village.

- a. Buildings generally shall be limited to ~~two~~ three stories in height except in instances where topography reasonably allows higher structures that would not detract from visual amenities.”

**“Appendix B, Section 2.1.a**

- “a. Buildings in general shall be limited to ~~two~~ three stories except where topography allows higher structures to be built without causing a significant visual impact.”

**AMENDMENT 2.**

Village U has been designated for commercial development, so that no residential dwelling units are proposed under the Specific Plan in the Table 1 below, without an amendment. The following amendment to this table will be required in order to approve the project in Village U:

“Table 1  
 Summary of Residential Use by Development Neighborhood”

Specific Plan Area	Dwelling Units	Gross Acres	Gross Density/Ac	Net Acres	Net D.U./Ac
<b>Commercial Neighborhood</b>					
Village T	0	126		126	
Village U	<del>0</del> <u>130</u>	130		130	<u>1</u>
Subtotal	<del>0</del> <u>130</u>	256	<del>0.0</del> <u>0.51/Ac</u>	256	
Grand Total	<del>6,162</del> <u>6,292</u>	3,896	<del>1.58</del> <u>1.62</u>	3,896	<del>1.58</del> <u>1.62</u>

However, an increase in the Specific Plan’s total dwelling units and densities is prohibited in Section 2.2 that states “. . . nor shall the total units, gross and net densities for the total Specific Plan exceed the totals given in Table 1.” Table 1 has been informally updated to reflect the number of actual units developed or currently in process, so that the adjusted grand total for dwelling units has been reduced by 1,219 to 4,826 units and net dwelling units per acre by 0.69 (Exhibit P). The amendment should reflect the updated Table 1 along with the addition of the project’s dwelling units to reflect the actual development that is projected in the Specific Plan at build-out and its consistency with Section 2.2, as follows:

“Table 1  
 Summary of Residential Use by Development Neighborhood”

Specific Plan Area	(a) Dwelling Units	(b) Net Acres <sup>(2)</sup>	(c) Net D.U./Ac
<b>Commercial Neighborhood</b>			
Village U	<del>0</del> <u>130</u>	<u>5.5</u>	<u>24</u>

Subtotal	<del>0</del> <u>130</u>	<del>5.5</del>	<u>24</u>
Grand Total	<del>6,162</del> <u>4,956</u>	<del>2,021</del> <u>2,048.5</u>	<del>3.05</del> <u>2.42</u>

In turn, the 5.5 project acres should be subtracted from the 130 acre total in the “Miscellaneous” section of Table 1, so that Village U reflects 124.5 acres remaining for general commercial development with project approval, as follows:

“Table 1  
 Summary of Residential Use by Development Neighborhood

Specific Plan Area	(a) Dwelling Units	(b) Net Acres <sup>(2)</sup>	(c) Net D.U./Ac
<b>Miscellaneous</b>			
Village T (by others)		126	
Village U (by others)		<del>130</del> <u>124.5</u>	
Subtotal		<del>256</del> <u>250.5</u>	

In addition to this project, there are currently two projects proposing to remove commercial acreage in lieu of residential development in the Specific Plan area: 250 multi-family units conceptually reviewed by the Board of Supervisors in Village T and a reduction of 5.5 acres zoned Planned Commercial in Villages J5 and J6 under TM13-1511.

**2. PD95-0002-R.** Town Center West is divided into five distinct Planning Areas signified by the letters A through E. The proposed project is located within Planning Area A, subgroup A-1. The Development Plan contains four distinct land use categories for each Planning Area: Light Manufacturing (LM), Research and Development (RD), Business and Professional (BPO), and Commercial Service and Retail (C).

The project is a residential senior care facility (“facility”), a sub-category of Community Care Facility, as defined in Chapter 17.06.050 of the Zoning Ordinance. As the facility will require a special use permit, said permit will serve to restrict the use to the project site, so that staff recommends revising Figure 2 by adding Community Care Facility (CCF) as a separate land use category for each Planning Area, as follows:

**REVISION 1.**

**“Figure 2: Planned Square Footage by Use and Planning Area**

	LM	RD	BPO	C	<u>CCF<sup>2</sup></u>	Total
Planning Area A	250,000	200,000	27,000	10,000 <sup>1</sup>	<u>114,000</u>	<del>477,000</del> <u>591,000</u>
Planning Area B	300,000	47,000				347,000
Planning Area C			237,000	250rm Hotel <sup>1</sup>		237,000
Planning Area D		150,000	194,000	15,000 <sup>1</sup>		344,000
Planning Area E				35,000 <sup>1</sup>		60,000 <sup>1</sup>
Total	550,000	397,000	458,000	60,000 <sup>1</sup>	<u>114,000</u>	<del>1,465,000</del> <u>1,579,000</u>

Note <sup>1</sup>: The total Planned Square footage of Category C use shall not exceed 60,000 square feet. When allocated to a Planning Area other than Planning Area E, the number of square feet of Category C uses allocated shall be deducted from Category BPO.”

Note <sup>2</sup>: Community Care Facility (CCF)

The following revisions will also be required for internal consistency:

**REVISION 2.**

Page 2:

**“Town Center West**

**Planning Area A** is located on the southeast quadrant of Town Center West with access provided by Town Center Boulevard. Planning Area A consists of approximately 36 acres. Planned building square footage is ~~477,000~~ 591,000 square feet.

**REVISION 3.**

**“Figure 1: (Planning Areas and Planned Building Square Footage)**

	Area Acreage	Planned Building Square Footage
Planning Area A	36.3	<del>477,000</del> <u>591,000</u>
Planning Area B	29.7	347,000
Planning Area C	24.4	237,000
Planning Area D	22.7	344,000
Planning Area E	7.1	60,000
Roads	10.9	
Totals	131.1	<del>1,465,000</del> <u>1,579,000</u>

The final revision relates to the Specific Plan Amendment regarding building height as discussed previously in this staff report, and the project’s location in Planning sub-Area A-1 of the Development Plan, as follows:

**REVISION 4.**

**“2. The Development Standards**

(Refer to the Improvements Phasing Plan for Planning sub-Areas.)

**2.1 Planning Area A**

**2.1.1 Building Height** – Buildings situated in Planning sub-Area A1 shall be limited to 50 feet in height, and A2 shall be limited to 35 feet in height, whereas buildings in Planning sub-Area A3 shall have a maximum height of 65 feet.”

**3. P12-0004.** Under the tentative parcel map (Exhibit E), the applicant is proposing to split the project parcel into two lots, as follows:

- a. One 14.8 acre lot containing the existing manufacturing/warehouse facility; and
- b. One 5.5 acre lot to be developed as the residential senior care facility.

**Roadways:**

Access will be provided to the 5.5 acre lot through a shared driveway easement off Town Center Boulevard with two ingress/egress points off of this easement. Internal circulation will consist of a 24 foot wide roadway that circles the perimeter of the facility providing a connection between the two ingress/egress points, a circular drop-off area at the main entrance, and access to the multiple parking lots.

**Utilities:**

Potable water and wastewater treatment will be provided by the El Dorado Irrigation District’s (EID) Assessment District #3. The *Facility Improvement Letter* of 10/26/12 (FIL) indicates the ability of

EID to serve the project at this time. Water and sewer main lines are located adjacent to the project site within Town Center Boulevard's public utility easements (Exhibit K). Extensions from these lines to the facility will be required that meet fire flow requirements. They must be located within easily accessible dedicated easements. The applicant has requested recycled water; however, the FIL indicates it is not available at this time. EID has provided the applicant the option of constructing a recycled water compliant system that could be converted when and if recycled water becomes available.

Noise:

Interior. Policy 1.4.1.4 requires submittal of an acoustical analysis as part of any residential development which abuts roads with a projected Average Daily Trip (ADT) count of 13,000 or more ADT by 2010. The project is located adjacent to Latrobe and White Rock Roads that currently exceed 13,000 ADT each. In accordance with the Specific Plan, an *Environmental Noise Assessment* (j.c. brennan & associates, 12/6/2012) was prepared indicating noise levels will be exceeded within the facility unless mechanical ventilation systems are installed allowing windows to remain shut on the upper floors. The Specific Plan allows the use of "barriers, reduced vehicle speeds, restriction of truck traffic, increased setbacks, advantageous use of natural topographic barriers, construction materials, or any combination of the above" as a way of reducing excess noise to residential development. The recommendation in the *Assessment* of sound-attenuating windows and ventilation systems as construction materials is consistent with the Specific Plan.

Exterior. The outdoor activity areas are located on the west side of the building that, along with their distance from Latrobe Road, serves to buffer the traffic noise generated. However, these areas will face the remaining undeveloped parcels in Village U that are zoned for future light industrial development. General Plan Policy 6.5.1.8 requires mitigation through project design to reduce below the thresholds in Table 6-1 exterior noise levels on the residential senior care facility, considered a "noise sensitive land use". However, the General Commercial zone allows uses that have the potential to create a "minimal amount of noise" to impact adjacent property. Under Section 3.0.e of the Specific Plan, commercial design guidelines require placement of loading docks and delivery areas to be located away from residential use. The Development Plan also requires application of design criteria under Sections 3.4.5 through 3.4.7 to reduce noise impacts on adjacent development. A condition of approval is recommended requiring future tenants of the facility to be aware of such noise impacts by signing a disclaimer acknowledging the noise potential from its location and surrounding uses.

**4. PD95-0007-R.** The existing development plan permit will be revised to indicate the new boundaries of the existing lot consistent with those created under the proposed tentative parcel map (Exhibit F). No modifications to the existing manufacturing/warehouse facility or the utilities serving it are being proposed or required as a result of parcel map approval.

**5. S13-0017.** As a community care facility, the project is permitted in the General Commercial Zone District under a Special Use Permit, pursuant to Section 17.32.190.N. In order to approve the project, the approving authority must find that the project is consistent with the Specific Plan and



would not be detrimental to the public health, safety, and welfare or injurious to the neighborhood. Adoption of the proposed Specific Plan amendments will ensure project consistency.

**Adjacent Land Uses:**

	Zoning	General Plan	Land Use/Improvements
Site	CG-PD	AP	Warehouse/distribution facility
North	CG-PD	AP	Medical insurance company
South	CG-PD	AP	Commercial services and retail
East	CG-PD	AP	Warehouse/distribution facility, Electric utility substation
West	CG-PD	AP	Undeveloped

Under the special use permit, the applicant will be required to comply with design standards and guidelines of both the Specific and Development Plans as follows:

Parking: The Development Plan defers to the Zoning Ordinance for parking requirements. Section 17.18.060 lists the parking requirements by use. The most applicable use for determining parking requirements would be that of a community care “residential facility” defined as providing “24 hour nonmedical care to persons in need of personal services, protection, supervision, assistance” under Section 17.06.050.P. As there is no explicit parking requirement for that use under the Zoning Ordinance, previous approval of similar facilities were calculated on a case-by-case basis. The project description allows for an additional 10 percent of the units to be occupied by couples for a total of 143 tenants while anticipating only 20 percent of the tenants will have their own vehicle. Visitor parking will be accommodated as one space per four units, as previously approved for multi-unit development of this type. Based on these factors, the proposed residential/senior care facility requires a total of 80 parking spaces, calculated, as follows:

$$\begin{aligned}
 &143 \text{ tenants} \times 0.20 \text{ (tenants with own vehicle)} = 29 \text{ spaces} \\
 &18 \text{ employees} = 18 \text{ spaces} \\
 &\underline{\text{Visitor parking (one space for every four units)}} = 33 \text{ spaces} \\
 &\text{Total} = 80 \text{ spaces}
 \end{aligned}$$

Of these, four must be ADA compliant with one being van accessible in compliance with California Building Code Section 1129B. The project site plan exceeds parking requirements by providing a total of 91 parking spaces with four that are ADA designated; of which all are van accessible.

Pedestrian Circulation: While the project will not conflict with implementation of bike and pedestrian facilities identified in the Development Plan, it will be required to provide pedestrian/bicycle paths that will connect to adjacent development or public facilities (*Traffic Impact Analysis*, Kimley-Horn and Associates, Inc., 12/14/12). The project will be subject to circulation improvements, including pedestrian, bikeway, and public transportation accommodations to adjacent

development required under Section 3.1 of the Development Plan and the El Dorado County Bicycle Transportation Plan (EDC Transportation Commission, 2010 Update). Pedestrian pathways shall be designed in compliance with Sections 3.1.12 through 3.1.15 and 3.2.10 of the Development Plan. Architectural Standards: The existing manufacturing facility is a one-story beige stucco building that blends in with the surrounding topography and vegetation (Exhibit H). North of the project site is the Blue Shield multi-story office building, also with neutral stucco finish and plain architecture. The facility will be required to conform to Section 3.2 (Architectural Character) of the Town Center West Design Guidelines that require consistency and compatibility in color and building materials with the surrounding general commercial development. Compliance with these standards, that include but are not limited to building scale, texture, and color, will reduce the visual impacts from a residential facility within a light manufacturing area.

Landscaping: The project is not subject to General Plan Policy 7.4.4.4 as it does not contain oak canopy cover (*Biological Resources Assessment*, Dudek, 12/20/12). Landscaping shall conform to Specific Plan requirements under Section 1.4.1.1.e requiring 20 percent of all roadside and parking lot trees to be native oaks. Oak protection measures shall comply with standards under Appendix B, Section 2.2 where applicable. The remainder of the landscaping shall comply with Appendix 3 – *All Planning Areas* and the Specific Plan Appendix B - *Plant List*, subject to the Model Water Efficient Landscape Ordinance regarding irrigation methods.

Signage: Signage shall comply with the standards under Section 6.2.1 (User Identification Monument Signs) of Appendix 5 – *Town Center West Signage Program* providing for one illuminated monument sign at the primary off-street entry to the building at least 10 feet from the edge of Town Center Boulevard right-of-way and a maximum of four feet high and 40 square feet in area, subject to approval of the Town Center West Design Review and/or Property Owners Association. The proposed 12.5 foot by 6 foot sign (Exhibit O) will require modification to meet these standards prior to building permit issuance. On-site directional and convenience signs shall be provided as part of the sign permit package demonstrating compliance with Section 6.2.2 maximum standards of four signs per lot, four feet in height, and four square feet in area.

Lighting: Exterior lighting shall comply with the design standards under Section 3.5 of the Development Plan where applicable, and shall conform to 17.14.170 by being fully shielded pursuant to the Illumination Engineering Society of North America's (IESNA) full cut-off designation.

At the time of the preparation of this report, staff had not received any comments from the public. New issues may arise as a result of the public notice of the hearing which will be discussed at that time.

## **ENVIRONMENTAL REVIEW**

Staff has prepared an Initial Study (Attachment 3) to determine if the project has a significant effect on the environment. Potentially significant effects of the project on the environment have been mitigated by recommended conditions that avoid or lessen the impacts to a point of insignificance; therefore a Mitigated Negative Declaration has been prepared and a Notice of Determination (NOD)

will be filed. A \$50.00 filing fee for the NOD is required and the NOD must be filed within five working days from the project approval.

The filing of the NOD begins the statute of limitations time period for when litigation may be filed against the County's action on the project. If the NOD is filed the statute of limitations ends 30 days from its filing. If no NOD is filed, it ends 180 days from the date of final action by the County.

In accordance with California Fish and Game Code Section 711.4, the project is subject to a fee of \$2,181.25 after approval, but prior to the County filing the Notice of Determination on the project. This fee plus the \$50.00 filing fee, is to be submitted to Planning Services and must be made payable to El Dorado County. The \$2,181.25 is forwarded to the State Department of Fish and Wildlife and is used to help defray the cost of managing and protecting the State's fish and wildlife resources.

## SUPPORT INFORMATION

### Attachments to Staff Report:

Amendments and Revisions  
Conditions of Approval  
Findings

Exhibit A.....Location Map  
Exhibit B.....Assessor's Parcel Map  
Exhibit C.....General Plan Land Use Map  
Exhibit D.....Zoning Map  
Exhibit E.....Tentative Parcel Map  
Exhibit F.....Site Plan PD95-0007-R  
Exhibit G.....Site Plan S13-0017  
Exhibit H.....Existing Manufacturing/Warehouse Facility  
Exhibit I.....Slope Map  
Exhibit J.....Conceptual Grading Plan  
Exhibit K.....Utility Concept Plan  
Exhibit L.....Preliminary Landscape Plan  
Exhibit M.....Conceptual Exterior Elevations Plan  
Exhibit N.....Color Board  
Exhibit O.....Sign Plan  
Exhibit P.....Table 1 Conceptual Update  
Exhibit Q.....Proposed Mitigated Negative Declaration and Initial Study