

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



**Agenda of:** December 14, 2017  
**Staff:** Mel Pabalinas

**PLANNED DEVELOPMENT**

**FILE NO.:** PD16-0003/El Dorado Hills Memory Care (The Pavilions)

**APPLICANT:** Family Real Property

**AGENT:** JDA Architects

**REQUEST:** Planned Development permit for the construction and operation of a 64-bed, single-story, 38,784 square-foot memory care facility. The project includes a maximum of 42 parking stalls (including 12 reserve stalls), landscaping, and three monument signs. The facility will be accessed from Francisco Drive and Cambria Way.

**LOCATION:** Southwest corner of Green Valley Road and Francisco Drive, in the El Dorado Hills area (Exhibit A); Supervisorial District 1.

**APN:** 124-140-33 (Exhibit B)

**ACREAGE:** 6.85 acres

**GENERAL PLAN:** Commercial (C)

**ZONING:** Community Commercial-Planned Development (CC-PD) (Exhibit D)

**ENVIRONMENTAL DOCUMENT:** Mitigated Negative Declaration

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

1. Adopt the Mitigated Negative Declaration based on the Initial Study prepared by staff;
2. Adopt the Mitigation Monitoring Reporting Program in accordance with California Environmental Quality Act (CEQA) Guidelines Section 15074(d);

3. Approve Planned Development PD16-0003 based on the Findings and subject to the Conditions of Approval as presented; and
4. Adopt a map amendment removing a portion of a vehicular access restriction recorded along Francisco Drive.

## **EXECUTIVE SUMMARY**

The Planned Development (PD) Permit for El Dorado Hills Memory Care would authorize the construction and operation of a memory care facility providing for the long-term medical care of seniors with Alzheimer's and dementia condition in a fully-staffed and monitored environment. The 24-hour facility would house a total of 64 beds within a 38,784 square foot building served by off-street parking, landscaping, and monument signs.

## **BACKGROUND**

The original version of the facility was filed in June 2015 under Planned Development Permit PD15-0003. The 64-bed facility encompassed a total 40,677 square feet and had driveway accesses off of Green Valley Road and Cambria Way. Due to constraints in preserving the oak canopy in accordance with General Plan Policy 7.4.4.4 Option A (Oak Canopy Retention/Replacement), the entitlement for the facility was separated into two phases with only Phase 1 portion of the facility able to meet the required oak canopy retention. The permit was approved on June 9, 2016 for Phase 1 consisting of 36 resident beds encompassed within 27,613 square feet. (Exhibit E-Approved Phase 1 Project Plans and Final Conditions of Approval). Mitigation Measure BIO-6 was applied as a project condition of approval to ensure compliance with the policy. The entitlement for the Phase 2 portion of the facility was anticipated to be analyzed under a separate Planned Development Permit application for conformance with General Plan Policy 7.4.4.4 Option A or an alternative oak tree program that provided different provisions in mitigating oak tree impacts. Despite the phasing of the project entitlement, the applicant intends to build the facility in its entirety upon securing all necessary permit approvals.

This new Planned Development application was filed on July 1, 2016 with a proposal to entitle the remaining Phase 2 of the facility as well as modify specific components of the entitled Phase 1. The Phase 2 portion of the facility would encompass the remaining 28 beds within 11,171 square feet area of the overall facility and construction of additional 12 reserved parking stalls, as needed, while Phase 1 revisions consist of installation of two additional monument signs, relocation of the trash enclosure to the northeast of the facility, and relocation of the approved site access from Green Valley Road to Francisco Drive (Exhibit F-Project Narrative). As a result of a re-design, the overall building footprint area has decreased to 38,784 square feet.

At the time of application filing, the County was processing the Oak Resource Management Plan (ORMP) which provides an alternative to the oak canopy retention/replacement requirements under General Plan Policy 7.4.4.4 Option A and the ability to pay in-lieu fee as a form of mitigation of oak tree impacts. With the ORMP's recent approval and anticipated effective date of the ordinance on November 23, 2017, the applicant is requesting that the project's oak tree impacts as a whole to be subject to the provisions of the ORMP, thereby allowing for the entire facility to be entitled and constructed at one time.

In summary, PD16-0003 is a new application subject to the current standards in effect at the time the Planning Commission hears the project, including the recently adopted Oak Resources Management Plan and Oak Conservation Ordinance (Section 130.39 of the Zoning Ordinance).

## **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**

Project Location and Surrounding Land Uses: The vacant site is located at the southwest corner of Green Valley Road and Francisco Drive within the El Dorado Hills area (Exhibit G-Aerial Photo). Cambria Way, which is partially a County maintained road, borders the southern perimeter of the site and intersects with Francisco Drive to the east. The site is bordered by existing commercial development to the north, east, and west and residential development to the south.

Facility Siting and Design: As illustrated in Exhibits H (Preliminary Site Plan) and I (Preliminary Elevation Plan), the proposed facility building is made of stucco construction depicting a Craftsman architectural style exterior with roofing and siding of earth tone colors. The building will be sited in excess of the minimum building setbacks to the property lines required by the zone district (135 feet front yard along Green Valley Road, 119 feet secondary front yard along Francisco Drive, 87 feet internal side yard to the western property line, and 154 feet along Cambria Way).

At a finished pad elevation of 615 feet, the 24.5 foot-tall building would have a maximum elevation height 639.5 feet. The building would be visible along Green Valley Road (elevation range of 584-614 feet) and partly visible along Francisco Drive (elevation range of 625-645 feet) and Cambria Way (elevation range of 619-640 feet). Installation of landscaping containing a variety of ornamental plants and replacement oak tree plantings along the perimeter of the facility, within the planter areas of the parking lot, and undeveloped portions of the site would provide additional vegetative screening for the building (Exhibit J- Preliminary Landscape Plan).

Exhibit K (Preliminary Floor Plan) illustrates the interior layout of the facility depicting the individual resident room, kitchen and dining area, and interior activity courtyard area. Main access into the facility is along the northern perimeter.

Exhibit L (Preliminary Photometric Plan) illustrates the proposed site lighting installed within the parking lot area and along the walkways, and driveway aisles. The site lighting has been prepared in accordance with the lighting provisions of the zoning ordinance.

Exhibit M (Monument Sign Plan) depicts three monument signs for the facility. The entitlement for Phase 1 portion of the facility was previously approved for one monument sign at the original Green Valley Road entry access; however, with the relocation of the access, the sign program has been modified to include two additional signs. The signs are designed to match the exterior theme and materials of the facility in conformance with the Sign Ordinance standards. The signs at the corner of Green Valley Road and Francisco Drive and at the entrance off Francisco Drive

are proposed to be externally illuminated, while the third sign at the access off Cambria Way may be optionally illuminated.

A trash and recycle enclosure will be constructed at a relocated site northeast of the facility and an on-site emergency generator south of the facility.

Access, On-site Circulation, and Parking: As shown in Exhibit H, the facility would have two points of access. Primary site access along Francisco Drive, which is Right-On only, proceeds into the internal drive aisle connecting to the southerly secondary all-way access at Cambria Way. To secure formal access along Francisco Drive, the project has been conditioned to modify an existing recorded access restriction along the eastern perimeter of the property through a map amendment or Certificate of Correction prior to issuance of Building Permit for the facility (Exhibit N). This Francisco Drive access was relocated from its previously approved location along Green Valley Road in Phase 1 in order to avoid environmental impacts associated with the construction of concrete span over a wetland feature and relocation of utility infrastructures along the road.

A total of 30 parking stalls would serve the facility, of which 16 stalls were previously approved in Phase 1. This amount of parking stalls exceeds the required 16 stalls required by the ordinance. The stalls are strategically located along the northern and eastern perimeter of the facility away from the residential subdivision to the south and to minimize additional oak tree impacts. The applicant intends to only construct the required 30 stalls; however, if deemed necessary once the facility is in full operation, an additional 12 reserve standard parking stalls, which are located west of the facility, maybe constructed resulting in a maximum total of 42 parking stalls. Construction of these stalls has been considered as part of project analysis.

The site amenities include a 4-foot wide internal walkway around the facility providing pedestrian circulation. Six-foot wide sidewalks along Francisco Drive and Cambria Way frontages would be constructed connecting to the existing 6-foot wide sidewalk along Green Valley Road and to the internal walkways.

Utilities and Infrastructure: Water and sewer services will be provided by El Dorado Irrigation District (EID). As illustrated in Exhibit O (Preliminary Utility Plan). Water service would be provided via connection existing services lines Francisco Drive and Cambria Way while a new sewer line is proposed to connect to an existing line south of the facility. The Facilities Improvement Letter (FIL) issued by EID indicates of sufficient availability water supply and sewer capacity to serve the facility (Exhibit P).

Exhibit Q (Preliminary Grading and Drainage Plan) illustrate the proposed network of drainage facilities that would be constructed for the conveyance of storm drainage on- and off-site. These facilities would include culverts, retaining walls, inlets and ditches. Construction of these facilities shall be subject to the County's design and improvement manual. No waters of the U.S. on the site would be impacted by the development.

Site Improvements: Exhibit Q also details the construction of necessary improvements frontage improvements such as sidewalks, curb and gutter, encroachment and on-site improvements such as driveway aisles, wet and dry utilities, and the establishment of the building pads. Four retaining walls of various location, height, and length would be constructed in support of the driveway and pad preparation, construction of drainage infrastructure, protection of wetland

features, and stabilizing the existing sloped areas. The anticipated overall earthwork disturbance is 9,900 cubic yard. Despite the phasing of the entitlements, the applicant intends to build the entire facility in its entirety upon securing permit approvals.

Oak Impacts: Development of the proposed facility would involve the removal of a portion of the existing oaks. As discussed above, Phase 1 was approved in accordance with the current retention/replacement requirements under General Plan Policy 7.4.4.4 Option A. Since approval of Phase 1, the County recently approved the Oak Resource Management Plan (ORMP) which supplants the policy and provides for payment of an in-lieu fee as an alternative form of mitigation to the retention/replacement requirements under the above policy. Under the ORMP, the definition of the type of oak resource has been re-defined to be based on “oak woodland” instead of “oak canopy” under General Plan Policy 7.4.4.4 Option A. The effective date of the ordinance for the ORMP is November 23, 2017.

Consistent with the ORMP, a supplemental oak impact analysis has been prepared, and with the availability of in-lieu payment option, the project proposes to mitigate the entirety of its impacted oaks in compliance with the ORMP (Exhibit R- Attachment Q). As evaluated, the project would remove a total of 2.53 acres of the 5.13 acres of *oak woodland*, resulting in an in-lieu fee payment of \$20,961.05 due prior to issuance of building permit.

All unaffected oak trees shall be protected and preserved in accordance with the specific construction measures detailed in the submitted analysis which would be incorporated in the project construction and landscape plans.

## **CONSISTENCY**

Planned Development Permits are required to be consistent with the applicable policies of the General Plan, provisions of the Zoning Ordinance and verified for compliance with the California Environmental Quality Act (CEQA). Details of consistency analysis are provided in the *Findings* section of the staff report. The following is a summary of the consistency analysis.

General Plan: The project is consistent with the applicable policies of the General Plan. The project is located in the El Dorado Hills Community Region and in a Commercial land use designation where this type of facility is anticipated to occur. The facility has been designed to be compatible with the existing uses in the area, would be served by existing public utility services, would minimize unnecessary site disturbance, and preserve existing resources on site. This memory care facility would provide for a specialized medical service which the applicant has determined to be in demand in El Dorado Hills.

Zoning: The project is consistent with the Zoning Ordinance including the provisions under the Community Commercial Zone District (Chapter 130.22), Planned Development (Chapter 130.28) and Parking and Loading (Chapter 130.35). Subject to a Planned Development Permit, the facility is an allowed use under the zone district and meets the minimum development standards including building setbacks, height, coverage, off-street parking, and landscaping.

As discussed in the *Findings*, staff concludes that the required findings can be made to support the Planned Development Permit for the El Dorado Hills Memory Care (The Pavilions).

Environmental Review: An Initial Study has been conducted to determine if the proposed project would have potential significant impacts on the environment, in accordance with the California Environmental Quality Act (CEQA) Guidelines (Exhibit R). The Initial Study analyzes the impacts from the construction of the entire facility.

This Initial Study used various technical studies submitted for the project including an Air Quality Analysis/Greenhouse Gas Analysis, Traffic Impact Analysis, Biological Resources Assessment, and an Environmental Noise Assessment. Based on the Initial Study, a Mitigated Negative Declaration has been prepared as specific impacts to Biological Resources (sensitive bird and raptor habitat) have been identified requiring mitigation measures to minimize the effects to a less than significant level. These measures are included in the Mitigation Monitoring Reporting Program (MMRP) and are also incorporated as Condition of Approval for the project.

Note: This project is located within or adjacent to an area which has wildlife resources (riparian lands, wetlands, watercourse, native plant life, rare plants, threatened and endangered plants or animals, etc.). In accordance with State Legislation (California Fish and Game Code Section 711.4), the project is subject to a fee of \$2,216.25 after approval, but prior to the County filing the Notice of Determination on the project. This fee plus a \$50.00 administration fee, is to be submitted to Planning Services and must be made payable to El Dorado County. The \$2,216.25 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.

### **AGENCY PROJECT REVIEW**

Based on agency comments, Conditions of Approval have been recommended for the project and are provided below. The list of conditions includes identified mitigation measures from the Initial Study/Mitigated Negative Declaration.

The El Dorado Hills Area Planning Advisory Committee (APAC) reviewed the project and provided the following comments (Exhibit S) which are summarized below along with staff's response.

#### **1. Right-out to Francisco**

APAC commented on the design of the access along Francisco Drive without the ability to make a right turn out. Though the project generates a low volume of vehicular trips, the design of this access was restricted to Right-In only in order to minimize vehicular traffic safety concerns near the intersection of Francisco Drive and Cambria Way. The access design was reviewed and verified by County staff and El Dorado Hills Fire Department for consistency with design and improvement standards, subject to conditions of approval applied on the project.

#### **2. Parking During Construction**

APAC commented that the construction parking should be accommodated on-site and not on Cambria Way. In response, the applicant has indicated that parking may be accommodated on site to the extent possible during construction; however, temporary construction parking along Cambria Way may also occur given that the portion of the road fronting the project site is publicly owned and maintained, and therefore can be used by the general public.

**3. Entry to Francisco Oaks Community**

APAC commented that to prevent project related traffic from using streets within the gated Francisco Oaks subdivision for a turn around and suggested a temporary posting of a “left turn only” sign at the construction site exit onto Cambria Way. The applicant is willing to comply with a project condition of approval requiring the installation of a temporary “left turn only sign”.

**4. Entry from Francisco**

APAC commented that to minimize construction traffic on Cambria that the access off Francisco Drive should be constructed as early as possible and direct suppliers to use this access. The applicant intends to construct both accesses from Francisco Drive and Cambria Way to serve the construction and operational stages of the project. Both Francisco Drive and Cambria way would provide vehicular entry into the facility, but Francisco Drive is designated as the primary entrance.

**5. Pedestrian/bicycle path**

APAC commented that the existing pedestrian and cyclist path be extended from the intersection of Cambria Way/Francisco Drive to intersection of Francisco Drive/Green Valley Road. The project will construct a 6-foot wide sidewalk along its frontage on Francisco Drive and, where a bike lane is deemed necessary by the Transportation Department, it shall be applied to the project.

**6. Crosswalk striping**

APAC commented that the crosswalk along Francisco Drive at its intersection with Cambria Way be extended with the construction of the pedestrian path. This improvement is not a specific requirement of the project; however, if this improvement is deemed necessary by Transportation Department, the County may complete this improvement separately.

## SUPPORT INFORMATION

### Exhibits 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.....	Zone Map
Exhibit E.....	Approved Project Plans for Phase 1-El Dorado Hills Memory Care (The Pavilions)
Exhibit F.....	Project Narrative
Exhibit G.....	Aerial Photo
Exhibit H.....	Preliminary Site Plan
Exhibit I.....	Preliminary Elevation Plan
Exhibit J.....	Preliminary Landscape Plan
Exhibit K.....	Preliminary Floor Plan
Exhibit L.....	Preliminary Photometric Plan
Exhibit M.....	Monument Signs
Exhibit N.....	Certificate of Correction for Modification to Francisco Drive Access Restriction
Exhibit O.....	Preliminary Utility Plan
Exhibit P.....	Facilities Improvement Letter (FIL)
Exhibit Q.....	Preliminary Grading and Drainage Plan
Exhibit R.....	Proposed Mitigated Negative Declaration and Initial Study
Exhibit S.....	El Dorado Hills Area Planning Advisory Committee Letter