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TO: Board of Supervisors Agenda of: May 14, 2013

FROM: Roger Trout, Director

DATE: April 24, 2013

RE: Pre-Application PA12-0002/El Dorado Hills Retirement Residence

Request

The Lennity Group is requesting conceptual review by the Board of Supervisors of Pre-Application PA12-0002 to consider the feasibility of amending the land use designation of the El Dorado Hills Specific Plan from commercial to multi-family residential and to modify PD95-0002 to allow residential development. The purpose of the amendment would be to develop a 130-unit retirement residence. The site is located in Town Center West. The primary issue is whether to amend the specific plan to locate a residential use in an area designated for commercial office and light manufacturing.

Project Description

The project consists of a three-story, 114,000 square foot building comprised of 130 studio, one bedroom and two bedroom senior suites with dining and recreation facilities. All daily meals, housekeeping, and recreation activities are provided by in-house staff 24 hours a day. Services also include private bus transportation which will shuttle residents to recreational activities and appointments, since fewer than 20 percent of the residents will be driving their own cars. The project is designed for ambulatory residents with an average age of 82. The facility will not provide medical or nursing care. Applications necessary to accomplish the project would be a specific plan amendment, zone change from CG-PD to R2-PD, a revision of the development plan, and a parcel map.

Background

Development in Town Center West (Village U) is regulated by the El Dorado Hills Specific Plan and approved Development Plan PD95-0002. Under the Specific Plan, the zoning for Village U is General Commercial — Planned Development (CG-PD) allowing research and development and light industrial uses with a development plan. Along with Village T, the two villages "are intended to provide for commercial uses of greater variety and at a higher intensity than provided elsewhere in the Specific Plan area or in the greater El Dorado Hills/Cameron Park area" (Section 3.2.1). In Village U, the types of uses include, but are not necessarily limited to, a hotel/convention center, restaurants, medical facilities, highway commercial, and office parks.

Senior care facilities were identified in the specific plan as "likely to locate primarily within the Village Green/Community Center, but other locations within the Plan Area also may be suitable" (Section 4.4).

The Development Plan was adopted by the Board in May 1995, which divided Town Center West 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: Light Manufacturing (LM), Research and Development (RD), Business and Professional (BPO), and Commercial Service and Retail (C). Residential uses are not included in any of the land use categories. Table 2 of the Development Plan indicates the maximum square footage allowed for each land use within the five planning areas:

Planned Square Footage by Use and Planning Area LM RD **BPO** TOTAL C 250,000 200,000 10.000^{1} 477,000 Planning Area A 27,000 300,000 47,000 347,000 Planning Area B -----237,000 237,000 Planning Area C ----------250 room hotel Planning Area D 150,000 194,000 $15,000^{1}$ 344,000 ----- $35,000^{-1}$ 60,000 Planning Area E -----(60.000)397,000 Total 550,000 $60,000^1$ $1,465,000^2$ 458,000

TABLE 2

Under the Development Plan, the Director or the Planning Commission could determine that a transfer of square footage within or between Planning Area(s) would be appropriate. However, an added footnote to the table states that in no event could the allowed square footage of commercial uses exceed 60,000 square feet for all five Planning Areas combined.

Discussion

In order to move the project forward for review and approval, the applicant will need to submit the following applications:

- 1. Revisions to the Specific Plan allowing:
 - a. multi-family residential zone and uses in Village U;
 - b. an increase in density for multi-family development from 20 to 24 dwelling units/acre: and
 - c. an increase in building limitations to allow a three-story structure.
- 2. Revisions to Planned Development PD95-0002. Based on whether the proposed project is to be considered residential as a retirement residence or commercial as a senior care facility, either revision 2a or 2b would be required:
 - a. Revise Table 2 to include a residential land use with a residential square footage threshold determined for Planning Area A; or
 - b. Revise Table 2 to increase the commercial square footage threshold to allow for development of the project as a senior care facility, as it exceeds the 60,000 square foot threshold for commercial and service uses; and
 - c. Increased building height in Planning Sub-area A-1 from 35 feet to 50 feet to accommodate the proposed facility.

- 3. Parcel map application to subdivide the existing parcel.
- 4. Revision to Development Plan PD95-0007 redefining the property boundaries for the existing manufacturing/warehouse facility and providing for the proposed senior retirement residence.

Issues to Consider

Due to the additional time and cost of processing the amendments and revisions, the applicant is requesting the pre-application be conceptually reviewed and commented on by the Board of Supervisors, so that the applicant can assess the feasibility of moving forward with the proposed project. As part of the review, the Board should consider the following:

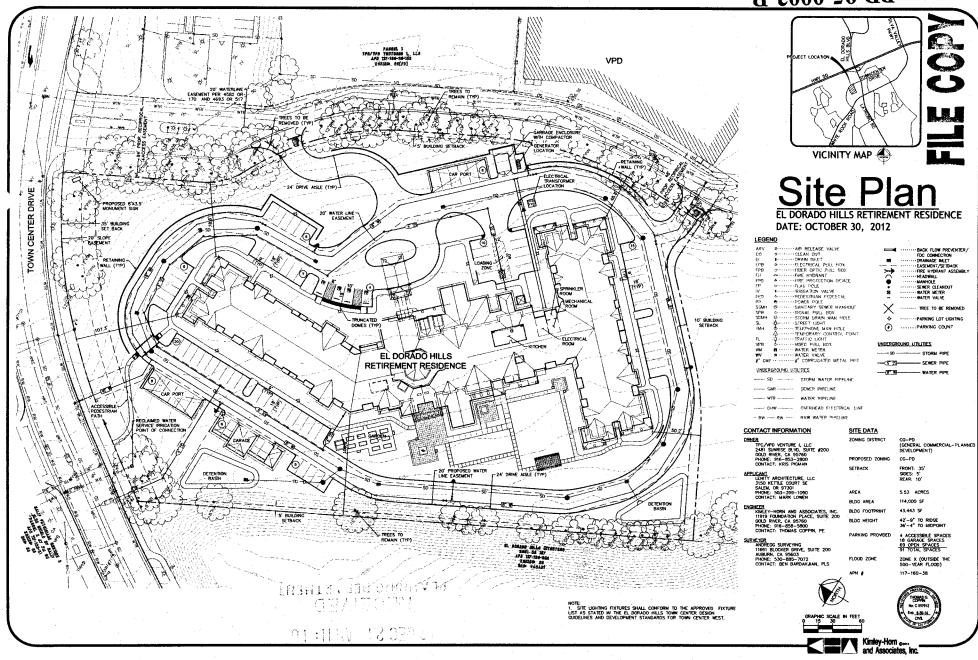
- 1. Consistency with identified goals and policies of the General Plan implemented through the Specific Plan and Development Plans: Would senior housing and its ancillary services create the type of jobs that were envisioned under the Specific Plan zoning of CG-PD for Village U?
- 2. **Conversion of commercial land to residential:** If adding a residential zone to Village U is appropriate, is senior housing the best use? What about workforce housing?
- 3. **Compatibility of uses:** By placing residential uses within an area of light industrial and research and development uses, future surrounding development will be held to a stricter standard than currently exists in Village U of the EDHSP. As a "sensitive receptor", would the retirement residence restrict future commercial development in the surrounding area? Should we be willing to place sensitive receptors in an area where there could be potential impacts from the surrounding light industrial and research and development uses, such as excessive noise, light, and potentially hazardous materials?
- 4. **Effect of increased density and intensity of use in Village U:** Would the residential/congregate care facility have a greater impact on infrastructure in the vicinity than considered in the Specific Plan?
- 5. Objectives of the Land Use Policy Programmatic Update (LUPPU): Would residential uses be consistent with the objectives of job creation, construction of moderate-income housing, and retention of sales tax in the Targeted General Plan Amendment process under LUPPU?
- 6. **Job creation:** Would the creation of service jobs in senior housing/congregate care be a fair trade-off for the loss of manufacturing/research and development jobs envisioned in Village U?
- 7. **Senior housing:** Would the proposed project provide housing opportunities for a growing senior population, meet a potential demand for this type of congregate senior housing, and provide affordability to an income-restricted population?

8. **Timing:** Is this an appropriate time during the LUPPU for decisions on project-specific amendments to be made or would it be in the public interest to delay consideration until a more comprehensive review process can be undertaken?

Attachments

Exhibit A	Location Map
Exhibit B	Proposed Site Plan
Exhibit C	Project Description for PD95-0002-R, PD95-0007-R, and P12-0004
Exhibit D	J. Wiley Letter; April 4, 2013
Exhibit E	Planning Commission Staff Report; August 9, 2012
Exhibit F	Planning Commission Minutes of August 9, 2012
Exhibit G	El Dorado Hills Area Planning Advisory Committee Letter; July 13, 2012

PD 95-0007-R / P 12-0004



I. INTRODUCTION & PROJECT SUMMARY

El Dorado Hills Retirement Residence

The El Dorado Hills Retirement Residence project proposes to construct a 130suite, congregate care facility (Community Care Facility) on the south side of Town Center Blvd., approximately 400 feet west of Latrobe Road in El Dorado Hills, CA. This project will create a 5.5 acre parcel (a portion of APN 117-160-38) within Planning Area A of the Town Center West Planned Development (95-0002). The parcel is bounded by Town Center West and Blue Shield to the north, by a private drive to the east that serves the VDP warehouse facility, and by undeveloped property to the south and west. The site has been mass graded creating a relatively flat parcel which drops steeply to the properties to the south and west. Town Center Blvd. (public right-of-way controlled and maintained by El Dorado County) has been completely improved, including all roadway and utility improvements. Town Center Blvd. currently extends west to a signalized intersection at White Rock Road; however, a barricade currently prevents vehicle access west of this proposed project. Access to this project will be from two driveways which connect to the private drive to the east which will be shared with the VDP facility. A private onsite drive aisle will loop the building to provide onsite circulation and emergency vehicle access.

The project will consist of a three story, 114,000 SF building, comprised of 130 studio, one bedroom and two bedroom senior suites, dining and recreation facilities. Meals, housekeeping and recreation activities are provided by in-house staff 24 hours a day. Services also include private bus transportation which will shuttle residents to recreational activities and appointments.

This project application is requesting <u>approval of a Parcel Map</u> to create a second parcel from the existing VPD parcel (APN 117-160-38); and the <u>amendment of Planned Development Agreements (PD95-007 and PD95-002)</u> to include the retirement residence (Community Care Facility) in the list of approved uses within Planning Area A.

Please note that this project is <u>proposing to reduce the number of onsite parking stalls to 91</u>. This is based on the owner's experience developing similar facilities nationwide, as well as the fact that the age and physical limitations of the residents dramatically reduces the need for additional parking of personal vehicles. The project will provide an onsite shuttle which is intended to transport residents to appointments, activities and meet other needs.

As previously described, the parcel consists of a graded pad covered by native grass. Ornamental trees have been planted along the perimeter of the site along with a landscape strip and sidewalk along Town Center Boulevard. The trees will be maintained and augmented by additional onsite plantings. All proposed

PD 95-0002-R PD 95-0007-R / P 12-0004

1

landscaping on the site will be maintained with an automatic irrigation system which will conform to the State of California's Water Efficient Landscape Ordinance. Only six trees are intended to be removed to accommodate driveway construction along the east property line. Initial site review by the owner's environmental consultant, Dudek, has indicated that this site does not possess native trees, vegetation or habitat that warrant the need for additional studies or protection due to the previously disturbed nature of the site. Additional technical studies related to traffic generation, acoustical, archeological, wetlands and air quality have been prepared and are submitted as part of this application for the County's review.

Background: Community (Congregate) Care Facility Concept:

The Congregate Care concept is designed for residents with an average age of 82 who are still ambulatory. The facility does not offer medical or nursing care. This development is privately funded and operated and will not receive government subsidies.

Each private suite offers the advantages of independent living while the services included provide support, security and friendship. The private suites in the main building include studio, one and two bedroom versions. Suites do not contain kitchens, therefore they are not considered dwelling units, all resident meals are served in the main dining room.

Services for residents include three prepared meals daily, housekeeping, laundering, private van transportation, various social and physical activities. The Management Team lives on the premises and is available to residents 24 hours a day. The residents monthly rent payment covers the cost of their private suite, all meals, services and utilities, no "buy in fee" is required.

Our typical resident is a single woman in her late 70's or 80's who lives within 10 miles of the site. Approximately 10% of the rooms will be rented by couples making a total building population of approximately 143.

Fewer than 20% of the residents will be driving their own cars. Because most of our residents prefer not to drive, we provide private van transportation for their use. Van service is included in the monthly rent, available 24/7 and offers residents independence and mobility while providing the families peace of mind.

This type of use does not create the problems typically associated with higher density developments, such as traffic, noise or increased demand on public services.

Building Design

The 3 story building is designed with neighborhood compatibility as a major goal. This is achieved in the site planning and building design. The wing ends and the building center steps down from three to two to one story. This arrangement provides for privacy and a gentle change of scale. Care is taken to minimize the impact to the existing community as well as to complement the surrounding local architecture. Exterior siding materials will include horizontal siding and brick. The roof will be architectural composition shingle.

The retirement residence building features common areas for a variety of uses; a dining room and kitchen for shared meals, multi-purpose room, beauty shop, crafts room, TV room, media/computer room, movie theater, lounges and an exercise room. The circulation is organized around a central atrium. The common areas are the "social hub" and an essential part of the residents' lifestyle.

Residents will be able to contact the manager with both emergency pull cords and voice communications in each suite.

Proposed vehicle access is provided from a single shared access point onto Town Center Blvd. Since our residents prefer not to drive and van service is available at all times, the traffic impact is minimal. Peak hour traffic impact is very low as our resident's meal time and activities take place on site during those hours. See results of traffic analysis prepared by Kimley-Horn and Associates, Inc. and included with the submittal packet.

II ZONING, LAND USE

Purpose of the proposed amendment of the PD95-002 & PD-9507

Per PD95-0002 El Dorado Hills Town Center Design Guidelines and Development Standards "Uses Not Specified" we respectfully request that the use of "Community Care Facility (EDC 17.06.050 P.1) be included as an additional allowed use. Within Development Area "A"

Additionally we respectfully request that the uses permitted within PD95-07 be amended to include the not specified use of "Community Care Facility (EDC 17.06.050 P.1) as an additional allowed use.

III. DESIGN STANDARDS

Access

A shared access driveway onto El Dorado Hills Blvd with 2 access points off of the shared drive provides access to the facility (See site plan)

Building Height

Proposed Building Height not to exceed 50 feet, per Commercial General District standards under El Dorado County Zoning Ordinance 17.32.040 (E)

Traffic

The Retirement Residence will generate approximately 264 trips per day with less than 10 trips during the AM peak-hour and approximately 22 new trips occurring during the PM peak-hour.

These numbers are based on the results of the Traffic Impact Study prepared for this project by Kimley-Horn And Associates, Inc., which was prepared based on the scoping letter provided by El Dorado County's traffic engineering consultant and dated November 5, 2012.

The Traffic Impact Study confirms that the retirement residence will generate significantly lower trips than a conventional residential or commercial development.

Parking: Administrative Relief Request

Current parking to service this site is:

Proposed:

91 parking spaces

69 open spaces

18 covered spaces

4 accessible spaces

This creates a parking space to suite ratio of 0.7 spaces per suite.

With the assumption that the use of Community Care Facility parking standards apply under use #5 of 17.10.060 Schedule of off-street vehicle parking requirements, "one space per bedroom", administrative relief will be necessary under 17.18.040(D)(2).

Rational for administrative relief is based on the following:

Hawthorn Retirement Group has developed over 300 retirement residences in North America. Experience from this extensive portfolio has shown that 0.6 parking space per suite ratio is an ideal parking space standard for our residents, staff and visitors. In part the reason for this parking ratio is because most of our residents do not drive, (less than 20%) therefore we provide private van transportation for their use. The van is available to take the residents to places they need to visit, such as church, banks, medical offices, shopping areas, etc.

Additionally this parking ratio allows us to increase landscaping and open space areas on the site to create a better residential environment for our residents and adjacent property owners.

Dedications

Any additional easements, rights of ways or agreements to accommodate rights of way, utilities and services to the site will be accommodated as needed.

Fences & Screening

Fences and screening will be provided per the Eldorado County Standards and Ordinances.

IV. Overview and Summary

Existing Zoning: CG-PD - Commercial General District with

amendment of Planned Development

Amendments (PD95-007 and PD95-002)

Proposed Zoning Amendment: CG-PD - Commercial General District with

amendment of Planned Development

Agreements (PD95-007 and PD95-002) further amended to allow the use of Community Care

Facility (congregate care facility)

Land Area: 5.5 acres

Existing Use: Undeveloped

Proposed Use: 130-suite of Community Care Facility

(congregate care facility)

91 total spaces:

Proposed Parking Amendment:

(Administrative Relief) 69 open spaces

18 covered spaces

4 handicap accessible

(Ratio of 0.70 spaces per suite)

V. Phasing

This project in intended to be developed in one phase, including the 130 unit retirement residence, the accessory buildings and all utilities, parking and landscaping amenities.

Proposed Development and construction in 2013 - 2014.

VII. JUSTIFICATION

We respectfully request consideration for the approval of a Parcel Map and the amendment of Planned Development Agreements (PD95-007 and PD95-002) to create 5.5-acre site on Town Center Boulevard and to allow the development of a 130 suite, Community Care Facility at the site. This site will provide a positive, quality, low impact addition to the El Dorado Hills community as well as the greater El Dorado County.

This site is ideally suited for our senior housing use. It has close proximity to services such as shopping, recreation and medical needs while still being near established residential uses. Additionally it provides an attractive quiet transitional use.

It is the intent of Hawthorn Retirement Group to utilize the "Uses Not Specified" Provisions within the PD Ordinance to include the use of Community Care Facility (EDC 17.06.050 P.1.) to allow the development of a 130-suite of Community Care Facility Congregate Care Facility for this site within El Dorado Hills, PD95-007 and PD95-002. The approval of the proposed PD amendments provides Hawthorn Retirement with the opportunity to develop a Community Care Facility for seniors on this site. As well as providing assurance to the El Dorado Hills neighbors and El Dorado County as to what will specifically be developed on this site.

This proposed development by Hawthorn Retirement Group is an important component in meeting the changing demands and the current needs of seniors in El Dorado Hills and the surrounding community.

This project offers benefits, which include:

- <u>Large open spaces</u> Approximately 50% of the site will be landscaped open space providing large open spaces and ample setbacks to create a park-like setting, and help buffer neighboring properties.
- Quiet Senior Residential Use The proposed retirement residence has 127 suites, which include studios, one bedroom, and two bedroom types.
- <u>Low Traffic Generation</u> Our project will generate approximately 264 trips per day with less than 30 peak hour trips.

- <u>Low Impact on Public Services</u> Including parks, schools, libraries, utilities and transportation systems.
- Fulfills Need for Retirement Housing Our research has found that there is a high demand for this unique Hawthorn Retirement program in this area. Recent reports by the HGAC have determined that the demand for senior housing outpaces development and will increase in the coming years. This development will complement the other senior housing choices available in El Dorado Hills and the surrounding area while allowing seniors in El Dorado County to remain in or near the neighborhoods that they have enjoyed for many years.

VIII. CONCLUSION

In conclusion, we feel that this site is ideally suited for our use and would be a significant addition to the community of El Dorado Hills.

Thank you for your consideration.

TAYLOR & WILEY

JOHN M. TAYLOR
JAMES B. WILEY
JESSE J. YANG
KATE A. WHEATLEY
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April 4, 2013

Via Hand Delivery

Ms. Lillian MacLeod Project Planner Planning Services, El Dorado County 2850 Fairlane Court, Building C Placerville, CA 95667

Re: Pre-Application Review by the Board of Supervisors of El Dorado Hills Retirement Residence.

Dear Ms. MacLeod:

We are submitting this letter for inclusion in your staff report to the Board of Supervisors regarding the Pre-Application Review of the proposed El Dorado Hills Retirement Residence. We are writing on behalf of the applicant, Lenity Architecture, to describe the merits of an independent living senior residence project that would be owned and operated by Hawthorn Development LLC. As you are aware, the proposed project site consists of approximately six acres located in El Dorado Hills on Town Center Blvd. This site is within Village U of the Town Center West portion of the El Dorado Hills Specific Plan. Although the Specific Plan provides language indicating that the uses to be included in the area where the project site is located "include, but are not necessarily limited to: hotel/convention center, restaurants, medical facilities, highway commercial, and office parks," it does not specifically address senior independent living residences as a permitted use. Pursuant to our discussion with staff, we are accordingly seeking the Board members' views on the proposed senior project so as to determine whether to proceed with an application for the project at this site. In that effort, we are providing below a description of the proposed project and its benefits, as well as attaching exhibits that depict the projects location and design.

PROJECT DESCRIPTION

Concept

The El Dorado Hills Retirement Residence is a 130-suite facility for seniors. Our senior housing concept is designed for those who are still ambulatory, but in need of some support. Private rooms afford the advantages of independent living while the services included provide support, security and friendship. The private suites include studio, one and two bedroom versions. Each is similar to a conventional dwelling unit except <u>a</u> <u>kitchen is not included</u>.

Services include three prepared meals daily, housekeeping, laundering, private bus transportation and various activities. Staff is "in house" 24 hours a day. The monthly rent payment covers the private room, all services and utilities. This will be month to month tenancy, not a "buy in."

Typically our resident will be a single person in their late 70's or 80's. Approximately 10% of the rooms will be rented to couples, making a total building population of approximately 143. Fewer than 25% of the residents will be driving their cars.

Traffic

The Retirement Residence will generate approximately 250 trips per day with less than 30 peak hour trips.

These numbers are based upon the "Congregate Care Facility (25)" classification from the Institute of Transportation Engineers "Trip Generation" report, which states a 2.02 average Trip Generation per suite per day. This report concludes that the Retirement Residence would generate only 8 weekday morning and 22 weekday afternoon peak hour trips. This is significantly lower than a conventional residential or commercial development.

To help you understand the traffic loadings, we have provided examples of the types of traffic existing facilities generate:

Service trips

5 deliveries per day

Van trips

3 or 4 excursions with around 20 residents each time

Resident trips

under 25% of residents may have cars

Resident visitors approximately 20% have visitors per day

Staff trips 18-20 staff members to and from work

Parking

Because most of our residents do not drive, we provide private van transportation for their use. The van is available to take the residents to places they need to visit, such as banks, medical offices, shopping areas, etc.

Normally we request a parking ratio of .60 parking spaces per suite. The principals of Hawthorn Development LLC have developed over 250 retirement residences. Experience from this extensive portfolio has shown that .60 parking space per suite is adequate for our residents, staff and visitors.

The parking ratio allows us to increase landscaping and open space to create a better environment for our residents and adjacent property owners.

Site Design

Neighborhood compatibility is achieved in the site planning and building design. The wing ends and building center step down from three to two and one story. This arrangement provides for privacy and a gentle change of scale. Care is taken to minimize the impact to the existing community.

Building Design

The exterior siding materials will include stucco, brick/stone with horizontal siding. The roof will be architectural composition shingle.

The building interior design has common areas for a variety of uses. There will be a common dining room and kitchen for shared meals. There will be a multi-purpose room, beauty shop, crafts room, TV room, media/computer room, movie theater lounges and an exercise room. The circulation will be organized around a central atrium.

Residents will be able to contact the manager with both emergency pull chords and voice communications in each room. The building will be fully fire sprinklered.

The site is to be extensively landscaped. Usable outdoor spaces include extensive lawn and partially covered patio off the craft/exercise room. There will be paths which connect all exits from the building to provide walking areas for the residents.

PROJECT BENEFITS

- <u>Established Community.</u> The project site is located within an established community with existing infrastructure.
- <u>Provision of Senior Housing.</u> The provision of senior housing at this site will help the County meet a growing need for senior housing. The project will also help the County accomplish general plan goals to accommodate senior housing.
- Opportunity to Age In Place. The project provides an opportunity for County residents to age in place.
- <u>Service for Families with Aging Parents.</u> The project provides a needed service for County residents with aging parents by providing a housing opportunity with senior services for their parents in close proximity to their homes.
- <u>Support for Local Economy.</u> The project will help support the local economy with the senior residents shopping at local retail shops, eating at local restaurants, partaking in local entertainment opportunities, and using local services such as banking, doctors, dentists, and attorneys.
- Proximity to Services for Seniors. The project is located in very close proximity to shopping and service providers located in the Town Center Shopping Center, Montano, CVS, El Dorado Hills Business Park, Raley's Shopping Center, La Borgata Shopping Center, Park Oaks Village, Walgreens and the Shops. As an example, the Regal El Dorado Hills Movie Theater is within ½ mile of the project site.
- <u>Disposable Income</u>. The project will help maintain senior resident disposable income within the County and add new disposable income from senior residents moving to the County to live at the project.
- <u>Jobs.</u> The project will generate short term construction jobs and long term service jobs.
- <u>Low Traffic Generation</u>. The trips generated by the project are limited and offpeak.

Thank you for the opportunity to provide the Board of Supervisors with this information. We look forward to receiving comments from the Board members regarding what we believe is a very positive project for the County.

Very Truly Yours,

James B. Wilev



LOCAL SERVICES

TOWN CENTER

THEATER

RETAIL

TARGET (INCLUDING PHARMACY)

POST OFFICE

DINNING

DENTAL

MEDICAL

NUGGET GROCERY

PROFESSIONAL SERVICES

TOWN CENTER WEST

FUTURE RETAIL

FUTURE COMMERCIAL

EL DORADO HILLS BUSINESS PARK

DENTAL

MEDICAL

CHURCHES

PROFESSIONAL SERVICES

RALEY'S SHOPPING CENTER

RALEY'S GROCERY' (INCLUDES PHARMACY)

DINNING

SALONS

SHOPPING

PARK OAKS VILLAGE

OPTOMETRY

URGENT CARE

PROFESSIONAL SERVICES

BANKING

THE SHOPS

WALLGREENS

FUTURE DINNING

FUTURE RETAIL

LA BORGATA SHOPPING CENTER

BANKING

DINNING

PROFESSIONAL BUSINESS

RETAIL

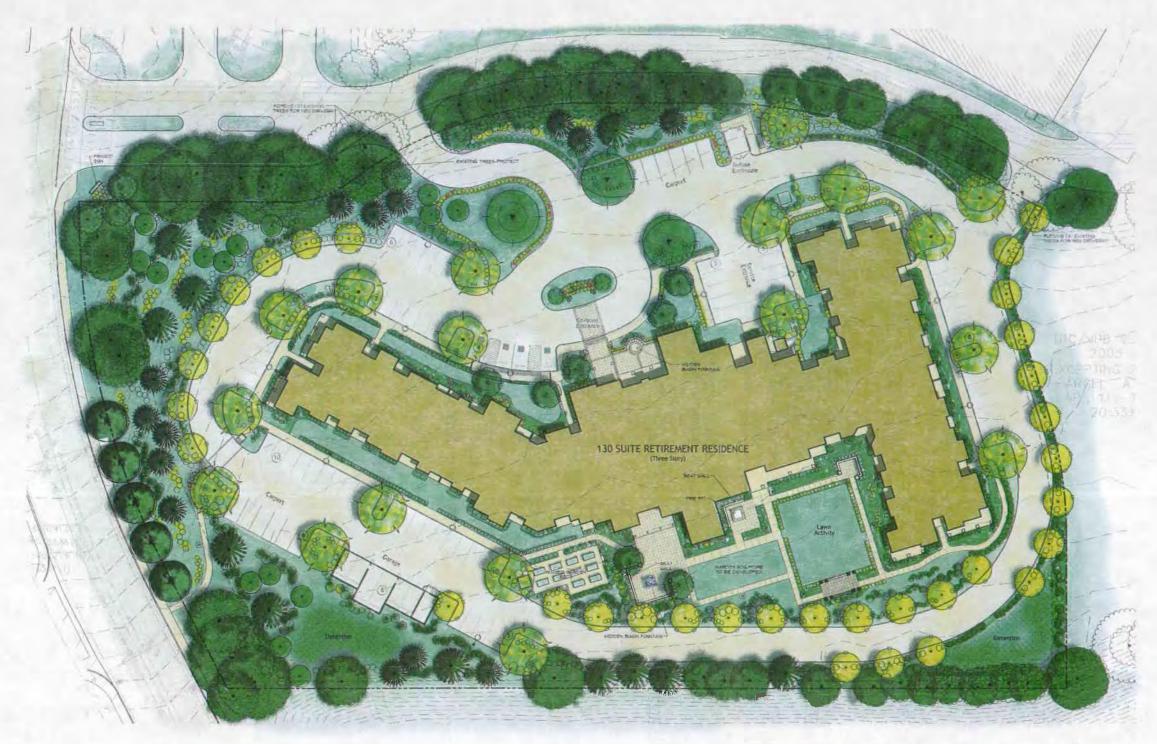
MONTAÑO

BANKING DINNING RETAIL



Not to Scale





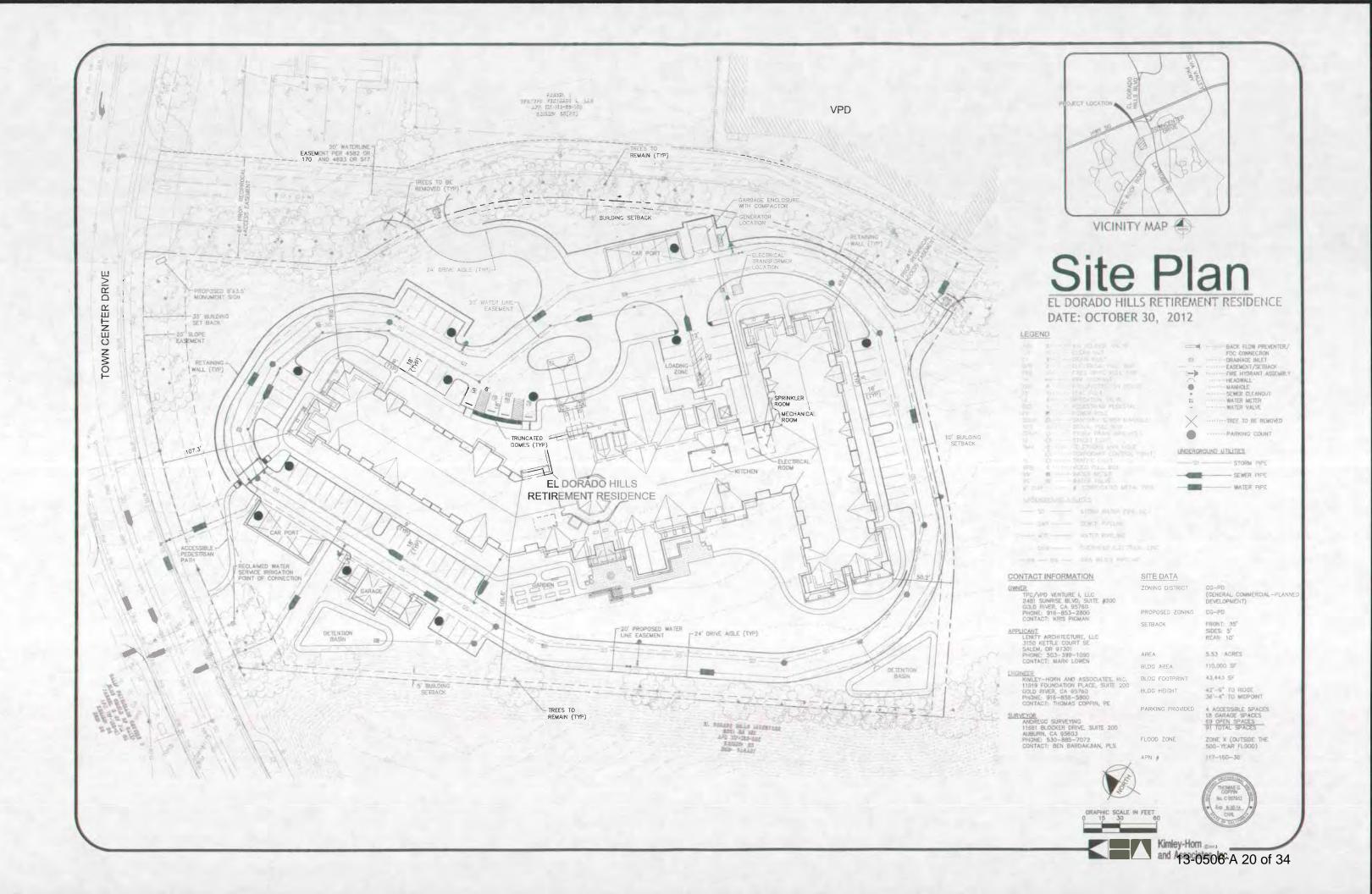




El Dorado Hills Retirement Residence

El Dorado Hills, California









ABCRITECTURE PROVIDED BY BANIEL BOACH, ARCHITEC

El Dorado Hills Retirement Residence

El Dorado Hills, CA



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13-0506 A 22 of 34

COUNTY OF EL DORADO DEVELOPMENT SERVICES PLANNING COMMISSION STAFF REPORT

Agenda of:

August 9, 2012

Item No.:

9

Staff:

Gina Paolini

Pre-Application/Conceptual Review

FILE NUMBER:

PA12-0002/Georgetown Retirement Facility

APPLICANT:

Lenity Architecture LLC

OWNER:

TPC/VPD Venture 1 LLC

ENGINEER:

Lenity Architecture LLC

REQUEST:

Conceptual Review with the Planning Commission for the

development of a Congregate Care Facility within Planning Area A in

the Town Center West Development.

LOCATION:

Located on the south side of Town Center Boulevard, approximately

400 feet west of the intersection with Latrobe Road, in the El Dorado

Hills area, Supervisorial District 1. (Exhibit A)

APN:

117-160-38 (Exhibit B)

ACREAGE:

20.329 acres

GENERAL PLAN:

Area Plan (AP) - El Dorado Hills Specific Plan (Exhibit C)

ZONING:

General Commercial-Planned Development (CG-PD) (Exhibit D)

RECOMMENDATION

Staff recommends that the Planning Commission receive the submitted information and provide feedback and comments to the applicant.

BACKGROUND

The Board of Supervisors adopted Resolution 043-2009 (Parameters of Conceptual Review Workshops) on February 24, 2009 creating a process in which a project could be brought

forward to the Planning Commission or Board of Supervisors for early feedback in a workshop setting without the requirement of a vote. For these meetings, staff prepares a report summarizing the request of the applicant which assists the decision-makers in identifying issues to improve a conceptual project. Projects can also receive comments on preliminary project design to ensure conformance with county policy and ordinances.

A pre-application for conceptual review with the Planning Commission was submitted on May 18, 2012 for the development of a congregate care facility within Planning Area A in the Town Center West Development, located in El Dorado Hills. The project was routed to the various county agencies for early comment and consideration.

STAFF ANALYSIS

<u>Project Description</u>: The Georgetown Retirement Facility is requesting a potential amendment to Planned Development 95-0002 (Town Center West) and Planned Development 95-0007 (Atlanta Precision Molding/California Precision Molding) in order to allow for the development of a three-story, 114,000 square foot, 130-suite congregate care retirement residential facility. The retirement facility would offer studios, one and two bedroom units, without kitchens. Services would include three daily meals, housekeeping, laundering, private bus transportation and various activities. Staff would be "in house" 24 hours a day. The facility would house up to approximately 143 seniors.

The project would include subdividing the 20-acre parcel identified as Assessor's Parcel Number 117-160-38 to allow the project to be developed on 6 acres of the site. A detailed description of the project proposal has been attached (Exhibit E), including a site plan and project elevation (Exhibit's F and G).

The entitlements necessary to accomplish the project would include Planned Development Amendments to both the project site (PD95-0007) and the overall Town Center West (PD95-0002) Development Plans and a Parcel Map to subdivide the property. The project level Initial Study would determine the CEQA document that would be required for analyzing the associated development impacts.

<u>Site Description</u>: The site has an elevation from approximately 560 to 670 feet. The topography is relatively flat, with grassland vegetation. There are no trees on the site. Latrobe Road boarders the site on the east, White Rock Road on the south and Town Center Boulevard on the north. An 89,470 square foot light manufacturing business was developed on the site and is now being utilized for a warehouse and distribution facility.

Adjacent Land Uses:

	General Plan Designation	Zoning Designation	Existing Improvements/Use
Project Site	AP	CG-PD	Developed-VPD
North	AP	CG-PD	Developed-Blue Shield
East	AP	CG-PD	Developed-Town Center East
South	R&D	R&D-DC	Developed-CVS
West	AP	CG-PD	Undeveloped

Discussion: Town Center Boulevard fronts the project site, with some sections of sidewalk developed. Blue Shield has developed the site to the north considered Planning Area C. CVS Pharmacy has developed the site to the south considered Planning Area E. A portion of Planning Area E is considered a wetland and is not developable.

<u>Project Issues</u>: The primary discussion items for this project include the Town Center West Development Plan, the Atlanta/California Molding Development Plan, the allowable uses within the Plan Area, existing improvements, and General Plan and Zoning consistency.

Town Center West Development Plan (PD95-0002): All parcels (except APN 107-180-12) within Town Center West are located within Village U of the El Dorado Hills Specific Plan (EDHSP). The development of Town Center West is governed by Development Plan PD95-0002. The Development Plan and Design Guidelines and Development Standards for Town Center West were approved by the Board of Supervisors on May 23, 1995 (Exhibit H). Town Center West is divided into five distinct Planning Areas, A through E. Staff has updated the Planning Area Map to best reflect the parcel configurations today (Exhibit I). The following table shows the allowed building areas within the Planning Areas:

TABLE 1

Planning Areas and Planned Building Square Footage			
	Area Acreage	Planned Building Square Footage	
Planning Area A	36.3	477,000	
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	
Totals	131.1	1,465,000	

The subject site is located within Planning Area A.

Atlanta Precision Molding/California Precision Molding Development Plan (PD95-0007): A Phased Development Plan creating a light manufacturing multi-media center for up to 280,000 square feet of light manufacturing use was approved for the 20 acre site by the Planning

Commission on April 27, 1995 and was received and filed by the Board of Supervisors on May 9, 1995. The Conditions of Approval have been attached (Exhibit J). Building Permit No. 55046 was issued on August 31, 1995 and was finaled on October 18, 1996 for a 66,605 square foot manufacturing plant. Building Permit No. 100932 was issued on August 15, 1996 and was finaled on November 25, 1996 for a 22,865 square foot warehouse for Phase II of the Atlanta Molding business. The manufacturing business has since ceased operation. Video Products Distributors (VPD) currently occupies the building, warehousing and distributing dvd's.

Development Plan Uses: The Development Plan for Town Center West included uses consistent with the EDHSP and the CG zone district. It was recognized at the time of approval that not all appropriate and viable uses could be listed. Additional uses could from time to time be found to be consistent with the intent and purpose of the Town Center West Planned Development. The Development Plan categorized the site uses in four distinct land use categories, Light Manufacturing (LM), Research and Development (RD), Business and Professional (BPO) and Commercial Service and Retail (C), as further detailed in Exhibit H, pages 3 to 5.

Planning Area A was allocated 250,000 square feet of light manufacturing, 200,000 square feet of research and development, 27,000 square feet of business and professional office and 10,000 square feet of commercial use. Upon request of any project proponent, the Development Services Director could determine, based on the information requested and submitted through the Planned Development Site Plan Process, that a re-allocation of uses within or between Planning Area(s) would be appropriate. In no event would the allowed square footage of commercial uses exceed 60,000 square feet throughout the Planning Areas. See table below for clarification:

TABLE 2

Planned Square Footage by Use and Planning Area					
	LM	RD	BPO	C	TOTAL
Planning Area A	250,000	200,000	27,000	10,000 ¹	477,000
Planning Area B	300,000	47,000		*******	347,000
Planning Area C			237,000	250 room hotel	237,000
Planning Area D		150,000	194,000	15,000 ¹	344,000
Planning Area E			(60,000)	35,000 ¹	60,000
Total	550,000	397,000	458,000	60,000 ¹	$1,465,000^2$

¹ The total planned square footage of Category C use throughout all the Planning Areas shall not to 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 shall be deducted from Category BPO from that designated Planning Area and reallocated to BPO within Planning Area E.

Existing Planning Area Improvements: The following tables demonstrate the estimate of acreage now allocated to the Planning Areas based on the development of Town Center Boulevard, realignment of White Rock Road and the uses currently developed within the Planning Areas within Town Center West.

² The total Planned Square Footage, whether by use or Planning Area (except Category C), may be exceeded provided any project proposing such adheres to all other development standards of the Town Center West Planned Development and the impacts of such a proposed project do not preclude the development of the planned square footage of the remaining Uses or Planning Areas as determined by the Development Services Director.

TABLE 3

Planning Areas and Planned Building Square Footage	
	Area Acreage
Planning Area A	32.86
Planning Area B	28.68
Planning Area C	29.17
Planning Area D	19.98
Planning Area E	4.63
Totals	115.32

TABLE 4

1.500	Existing So	uare Footage by Us	e and Planning Ar	ea
	LM	BPO	С	TOTAL
Planning Area A	89,470			89,470
Planning Area C		267,876		267,876
Planning Area E		*****	16,750	16,750
Total	89,470	267,876	16,750	374,096

There has been no development in Planning Areas B or D, and no research and development uses have been established within the Planning Areas. The light manufacturing use that was initially established has since ceased and now is a warehousing and distribution center.

General Plan Land Use Designation/Specific Plan Consistency: The EDHSP Land Use Map anticipated Village U to be developed as a regional commercial center. The area was to provide for commercial uses of greater variety and at a higher intensity than provided elsewhere in the Specific Plan area or in the greater El Dorado Hills/Cameron Park area. Village U uses were to include but not be limited to hotel/convention center, restaurants, medical facilities, highway commercial, and office parks.

Future developments or amendments within the plan area would be subject to the 2004 General Plan. The following Table details applicable General Plan policies:

TABLE 5

2004 General Plan Policies				
General Plan Policy	Description of Policy	Notes		
2.1.1.7	Development within Community Region	May proceed only in accordance with all applicable General Plan Policies.		
2.2.1.5	Floor Area Ratio (F.A.R)	The maximum F.A.R for commercial development is 0.85, for Research and Development 0.50. There is no maximum F.A.R for residential development.		
2.2.3.1	Planned Development	The Development Plan shall emphasize uses and design that provide a public or common benefit both on- and off-site, minimizing impacts to natural resources, avoiding cultural resources where feasible, minimizing public and		

		aesthetic concerns, while promoting public health, safety and welfare.
2.2.5.2	Project Consistency with General Plan	All development projects are subject to review for General Plan consistency.
2.2.5.16	Level of Planning for Development	The project shall provide an ultimate road circulation plan and provide secondary access.
2.2.5.21	Project Compatibility with adjoining land use	The project shall be located and designed to avoid incompatibility with adjoining land uses.
2.8.1.1	Nighttime light and glare	The project would be required to limit excess nighttime light and glare from parking area lighting, signage and buildings.
Transportation and Circulation Element Goals and Policies	All applicable policies pertaining to Transportation and Circulation in review of projects	Includes evaluation of traffic analysis and required road improvements
HO-4.1, HO-4.2, HO-4.3	Affordable Housing	Requires the County to support affordable housing for Seniors.
HO-1.6, HO-1.7, HO-1.16, HO-1.18	Set-aside Affordable Housing	The County encourages applicants to offer a portion of their developments as affordable.
5.1.2.1, 5.1.2.2, 5.1.2.3, 5.2.1.3, 5.2.1.9, 5.3.1.1, 5.7.1.1	Availability and Adequacy of Public Services and Utilities to serve the development	The applicant shall demonstrate that public water, sewer, fire flow and other require infrastructure can be provided for the development.
6.5.1.1, 6.5.1.2, 6.5.1.3, 6.5.1.6, 6.5.1.7, 6.5.1.8, 6.5.1.12, 6.5.1.13	Noise	The project would be required to mitigate for potential noise impacts as the project would be for a noise-sensitive use adjacent to existing non-residential use.
6.5.1.11	Tables 6-3, 6-4 and 6-5 apply to construction Noise	The hours for construction would be limited in accordance with the General Plan Policy.
6.7.6.1, 6.7.6.2	Air Pollution	Sensitive receptors, such as retirement homes shall be sited away from significant sources of air pollution.

Zoning Consistency: The parcel has a zoning designation of General Commercial-Planned Development (CG-PD). Planned uses were identified within PD95-0002 and PD95-0007. Staff has concluded that neither PD95-0002 nor PD95-0007 contemplated a congregate care senior facility use. After analyzing both Development Plans, staff cannot find that the congregate care senior facility use is similar in nature to the approved uses established within the Development Plans. Amendments to both Development Plans would be required to establish the 114,000 square foot congregate care senior facility within Town Center West.

<u>Items for Consideration</u>: Based on project review, the following information has been identified for consideration of a formal development application.

A. The uses specified for Town Center West were included within the EDHSP. Those uses included hotel/convention center, restaurants, medical facilities, highway commercial, office parks, retail, business and professional and research development. Light manufacturing was also allowed in the Commercial land use category under the 1981 El Dorado County Long Range Plan in effect at the time of adoption of the Specific Plan and the Development Agreement for Town Center West in 1989.

The Town Center in El Dorado Hills was to be developed as a major commercial area, with retail and service commercial uses concentrated within Town Center East and an employment center to be developed within Town Center West. Ancillary uses were expected within Town Center West, including a conference hotel facility and support retail services.

Much of Town Center West has remained undeveloped, while Town Center East has developed as a major commercial area, as both the EDHSP and Development Plan envisioned.

The amendment being considered today would be a deviation from the Town Center West employment center concept. The County has limited employment center areas that offer light manufacturing and research and development opportunities located in an area with convenient highway access. Developing a residential component within the predominantly commercial area could impact future development of the employment center. Congregate care facilities are considered sensitive receptors; therefore, those uses that ordinarily would be permitted within the plan area, may need extra review if locating adjacent to the residential care facility.

An additional item to consider is whether the site in Planning Area A is the most appropriate for a residential care facility, if one were to be considered within Town Center West. Residential uses back-up to Planning Areas B and D. In the past there has been some concern from those residential neighborhoods adjacent to Town Center West that large retailers, with loading docks and other noise generating uses would impact their properties. If a residential care facility is desired, it may be more appropriate to locate the facility adjacent to other residential uses rather than within the core of the plan area, adjacent to non-residential uses.

- B. The project would require Parcel Map.
- C. Coordinate with the El Dorado Irrigation District (EID) for public water, sewer, fire flow and recycled water infrastructure.
- D. Planning Area A allows for 477,000 square feet of building area, 89,470 square feet has been developed and 114,000 square feet would be proposed with the project. PD95-0007 allocated 280,000 square feet to the subject site. The proposal would not exceed that

square footage; however, the use itself is considerably different then what had been previously contemplated for the site. It is recommended that any proposed Planned Development amendment for PD95-0002 for Planning Area A be coordinated with all the planning area owners so as not to impact their ability to develop within the Planning Area. Staff has also been informed that an update to the overall Town Center West Development Plan by others is in process.

- E. As indicated within the General Plan Policy section above, the proposed use would be considered a sensitive receptor. Due to the project siting (adjacent to a major transportation corridor and non-residential uses) an acoustical analysis and air quality analysis (which shall include the analysis of green house gases) would be required. For the air quality analysis, the preferred method would be the CalEEMod model.
- F. The project would require a Traffic Study. The applicant should work with the Department of Transportation for a project scope of work. See the attached DOT comments and the following website http://edcgov.us/Government/DOT/TrafficStudy.aspx for additional information.
- G. The Housing, Economic Development Program of the County has provided comments on the project encouraging inclusion of affordable units within the project. The County would request that the applicant work with the County program to review funding opportunities along with the incentives for including affordable units within the project.
- H. The applicant should consider a change in the name of the facility, as the facility is not proposed in the town of Georgetown and it may lead to some confusion within the County.

Agency and Public Comments: The project was circulated for review and comments from various affected agencies. The following agencies provided comments for this project:

- a. El Dorado County Air Quality Management District
- b. El Dorado County Department of Transportation
- c. El Dorado County Surveyor
- d. El Dorado Hills Community Services District
- e. El Dorado Hills Fire Department
- f. El Dorado Hills Area Planning Advisory Committee
- g. Housing, Community and Economic Development Program

All comments received from these agencies have been attached (Exhibits K-1 to K-7).

PRE-APPLICATION DISCLAIMER

The preliminary analysis by Planning Services is based upon the documentation provided at the Pre-Application Meeting. While Planning Services makes every attempt to provide a comprehensive review for future formal applications, often the information submitted by the applicant's changes over time. Additional information and studies may be required by the application at the time of submittal. Any re-design of the project or potential impacts not known

at the time of Pre-Application may require additional information in order to process formal applications. A full review of a formal application may present issues and impacts not addressed in the Pre-Application Meeting.

SUPPORT INFORMATION

Attachments to Staff Report:

Exhibit A	Location Map
Exhibit B	Assessor's Map
Exhibit C	General Plan Land Use Designation Map
Exhibit D	Zoning Designation Map
Exhibit E	Project Description
Exhibit F	Site Plan
Exhibit G	Project Elevation
Exhibit H	Town Center West Design Guidelines and
	Development Standards
Exhibit I	Town Center Planning Area Map
Exhibit J	PD95-0007 (Precision Molding/Atlanta Molding)
	Conditions of Approval
Exhibits K-1 to K-7	Agency Comments

FROM THE PLANNING COMMISSION MINUTES OF AUGUST 9, 2012

9. PRE-APPLICATION

PA12-0002/Georgetown Retirement Facility submitted by Lenity Architecture LLC for a Conceptual Review with the Planning Commission for the development of a Congregate Care Facility within Planning Area A in the Town Center West Development. The property, identified by Assessor's Parcel Number 117-160-38, consisting of 20.329 acres, is located on the south side of Town Center Boulevard, approximately 400 feet west of the intersection with Latrobe Road, in the El Dorado Hills area, Supervisorial District 1. *[Project Planner: Gina Paolini]*

Gina Paolini presented the project to the Commission and stated that no formal action would be taken and that the Commission would be providing comment.

Dan Roach applicant with Lenity Architecture LLC stated project is a congregate care facility to serve residents in their 80's and still in good health, single, looking for a different life style. Facility offers three meals per day, seven days per week, movies, exercise room, activities, provides advanced service and housekeeping for residents.

Chair Pratt concerned about the area of the facility.

Mr. Roach stated when formal application is submitted it will include details on the site.

Rusty Everett-Resident and President of Preserve El Dorado Hills requested that the Planning Commission not hear any consideration about changing the plan until a full plan is produced. There will be noise, light pollution and traffic issues and the project will affect residents in Springfield Meadows. Conventional retail was not part of the original model. It was office space, light duty, manufacturing and research and development. Retail has been found twice in the past to not be part of that plan, especially big box retail.

County Counsel-Paula Frantz stated they have an approved Planned Development (PD) and have to be consistent with the plan or needs discretionary review and an amendment to their plan.

Peter Maurer- Stated the unique situation with this is it is within the Specific Plan and an amendment will need to be done. Is change being proposed for this site the best change to the plan?

Chair Pratt – Stated the Specific Plan has a slightly narrow subset as opposed to the rest of the document. If called a residence, does it work any different than a hotel, traffic and accommodations all come in to play. Multi story buildings, lights and a lot of other intrusive elements for residents backed up to the property. Just because it's not a big box does not mean everyone will be happy.

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El Dorado Hills Area Planning Advisory Committee 1021 Harvard Way El Dorado Hills, CA 95762

TC 8/9/12 #9
2012 Board (2 pages)
Chair
John Hidahl
vice Chair

Secretary/Treasurer

Alice Klinger

Jeff Haberman

July 13, 2012

El Dorado County Planning Services Attn: Gina Paolini, Project Planner 2850 Fairlane Court Placerville, CA 95667

Subject: Re- Pre-Application and Conceptual Review Process Assessor's Parcel 117-160-38 (a 6 acre portion)
File # 12-0002 19080 – El Dorado Hills Retirement Residence

Dear Ms. Paolini:

Please accept the final recommendations of our Latrobe/ White Rock subcommittee to our preliminary report of June 15 2012.

After consulting with members of the communities of Four Seasons and Stone Briar we find the following:

- The concept of a retirement residence has been found favorable to surrounding communities.
- The communities of private homes that border the western portion of the Town Center West believe that this retirement residence would make a good neighbor.
- They feel that it would be desirable to have this retirement community be

placed close to their fence line in the North West portion of Town Center West. They believe that this would provide a buffer between their private homes and any future commercial development in Town Center West.

- The area in this section is also below grade and would help to mitigate the planned three story buildings.
- This is not wetland area and would not require a great deal of land fill to accommodate these buildings.
- This new location would separate the retirement community from the factory that dominates the original location.

This follow up report was submitted to APAC and approved at their July 11,2012 meeting.

We ask that you acknowledge the receipt of this final report and that you send any information to APAC that would help in our study of this proposal.

If you have any questions about the comments and concerns expressed here, please contact the subcommittee chairman for this project, John Raslear at: ijrcom@sbcglobal.net or (916) 933-2203

APAC appreciates having the opportunity to comment on this project.

Sincerely,

John Raslear Chair – APAC White Rock /Latrobe Sub Committee

cc: Board of Supervisors Lenity Architecture LLC