

**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

Project Description: 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.

Site Description: 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 borders 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.

Project Issues: 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 finalized on October 18, 1996 for a 66,605 square foot manufacturing plant. Building Permit No. 100932 was issued on August 15, 1996 and was finalized 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 re-allocated to BPO within Planning Area E.

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.

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.

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

Existing Square Footage by Use and Planning Area				
	LM	BPO	C	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.

Items for Consideration: 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 than 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