



Planning Commission Hearing Report

Date:	March 22, 2019	Case/File No.:	Rebecca's Retreat Senior Group Care Major Use Permit; PDS2018-MUP-18-016, PDS2018-ER-18-14-012
Place:	County Conference Center 5520 Overland Avenue San Diego, CA 92123	Project:	Senior Group Care Facility
Time:	9:00am	Location:	9307 Tropic Drive, La Mesa
Agenda Item:	#1	General Plan:	Village Residential (VR-4.3)
Appeal Status:	Appealable to the Board of Supervisors	Zoning:	Single Family Residential (RS)
Applicant/Owner:	Rebecca Chong	Community:	Valle De Oro Community Plan Area
Environmental:	CEQA §15301 Exemption	APN:	499-510-78

A. EXECUTIVE SUMMARY

1. Introduction

The purpose of this staff report is to provide the Planning Commission with the information necessary to consider the proposed Major Use Permit (PDS2018-MUP-18-016) and environmental findings prepared in accordance with the California Environmental Quality Act (CEQA).

Rebecca's Retreat Senior Group Care project, is a proposed expansion to a Senior Group Care Facility from six daytime patients (no overnight care) to 14 daytime patients (no overnight care) within an existing single-family home in the Valle De Oro Community Plan area. Currently, the single-family home is being operated as a six-person Senior Group Care Facility, allowed as a by-right use per the County's Zoning Ordinance. The project will be limited to senior group care by the Major Use Permit.

The sections contained in this report describe in detail the following: development proposal, analysis and discussion, community planning group and public input, and the Planning & Development Services (PDS) recommendation.

The Planning Commission is asked to consider the project and either approve the project as submitted, approve the project with modifications, or deny the project. PDS conducted a detailed analysis of the project for consistency with the General Plan, Zoning Ordinance, and other applicable regulations, policies and ordinances. Based on this analysis, PDS has found the project to be consistent with the General Plan, Zoning Ordinance, and other applicable regulations, policies and

ordinances with the inclusion of conditions in the Major Use Permit (MUP) decision. PDS made the required findings and recommends adoption of the Notice of Exemption, and approval of the MUP with the conditions explained in the report and incorporated in the attached Form of Decision (Attachment B). The Community Planning Group, Valle De Oro, also recommends approval.

2. Requested Actions

This is a request for the Planning Commission to evaluate the proposed Major Use Permit (MUP) for a Senior Group Care Facility, determine if the required findings can be made and, if so, take the following actions:

- a. Adopt the Environmental Findings included in Attachment D, which includes a finding that the project is exempt from the California Environmental Quality Act (CEQA).
- b. Grant MUP PDS2018-MUP-18-016, make the findings, and impose the requirements and conditions as set forth in the Form of Decision (Attachment B).

3. Key Requirements for Requested Actions

- a. Is the proposed project consistent with the vision, goals, and policies of the General Plan?
- b. Does the project comply with the policies set forth under the Valle De Oro Community Plan?
- c. Is the proposed project consistent with the County's Zoning Ordinance?
- d. Is the project consistent with other applicable County regulations?
- e. Does the project comply with CEQA?

B. DEVELOPMENT PROPOSAL

1. Project Description

The applicant requests a MUP to expand from a six-person Senior Group Care Facility to a 14-person Group Care Facility for seniors within an existing single-family home. The subject site is situated on 0.41 acres and is located at 9307 Tropico Drive in the Valle De Oro Community Plan area (Figure 1). Pursuant to Section 7602.d.1 of the County of San Diego Zoning Ordinance, processing and application fees are waived for Group Care uses with an occupancy of not more than 14 persons.

The existing single-family residence is being operated as a six-person Senior Group Care Facility with four full-time staff members, which is allowed as a by-right use per the County's Zoning Ordinance.

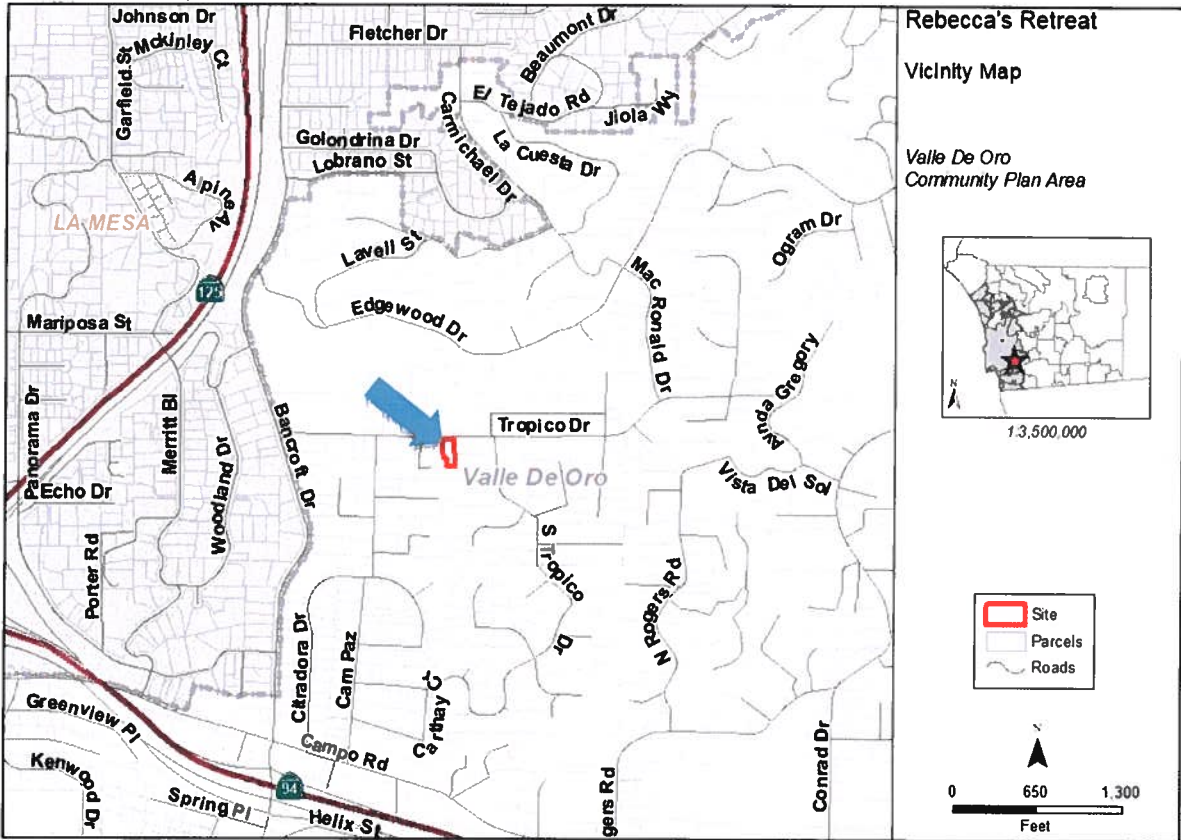
Both Federal and State laws promote the development of housing for all income levels and to accommodate those with disabilities. To address State Law, the County Zoning Ordinance allows Group Care Facilities to operate by-right with a resident population of six, within most commercial zones. Operations with more than six residents require a MUP in most zones.

The request for the expansion from six to 14 patients is a result of high demand for senior care facilities in the region, specifically those that treat patients needing all different levels of care, such as this facility. According to the County of San Diego's Health & Human Services Agency, in 2015, there were 421,787 residents 65 years and over in San Diego County. By 2030, it is expected that the population of seniors over the age of 65 will nearly double in the region (SANDAG). The U.S. Census Bureau (2014) estimated that there were 63,779 San Diegans living with Alzheimer's disease

and other dementias. Of those, there were 2,379 adults diagnosed with Alzheimer's disease and other dementias in the La Mesa area (SANDAG).

There are currently five other adult day-care operations in the surrounding area. The existing six-person facility is currently full. Consistent with the current use, the proposed 14-person facility will not offer overnight accommodations.

Figure 1: Vicinity Map



The existing facility is licensed and certified by the California Department of Social Services as an adult day program with a special designation for dementia care for all patients (License Number 374603306).

The current facility operates from 8:30a.m. to 3:30p.m. Monday through Friday. The project includes the addition of two full-time staff members, for a total of six staff members within the existing operating hours.

An upgraded license and certification from the California Department of Social Services will be required prior to operation of the proposed expanded facility.

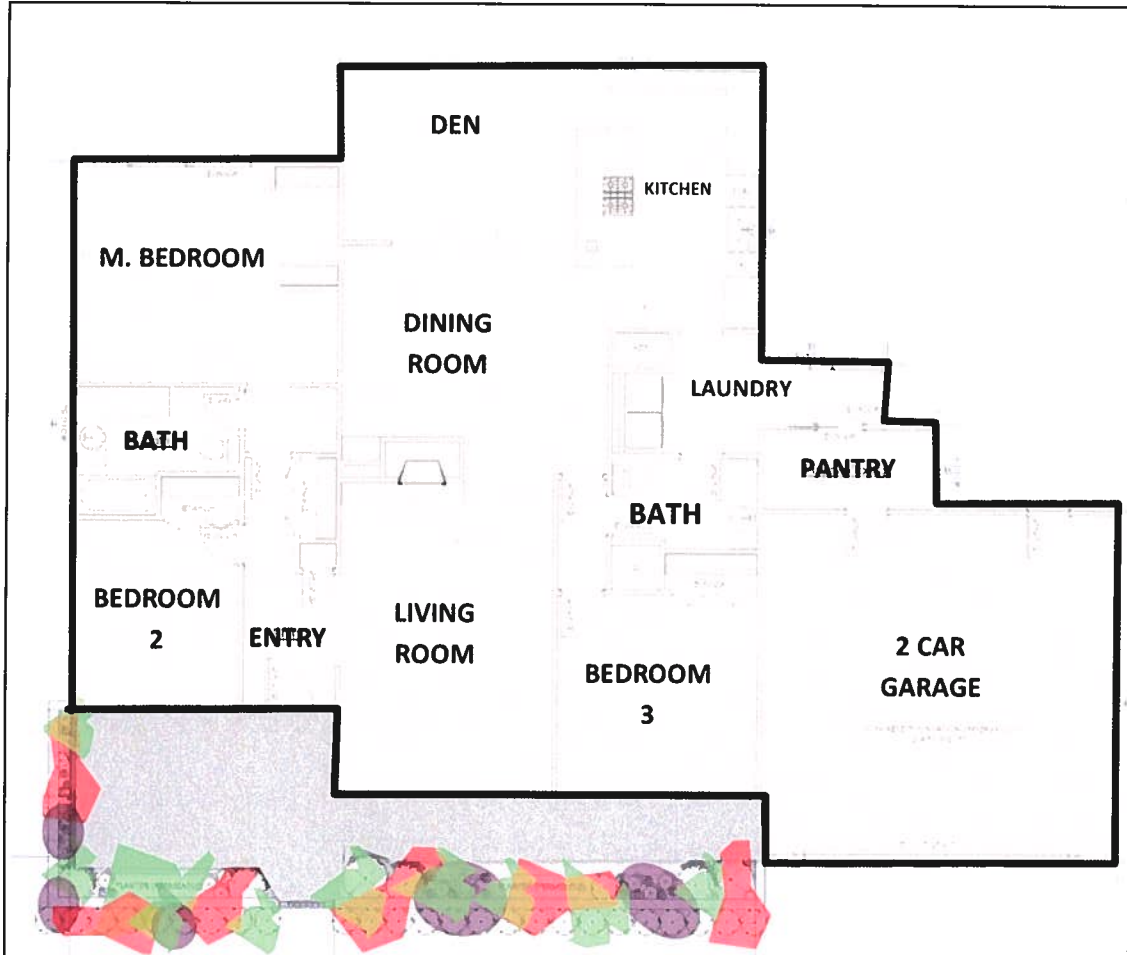
Below is a summary of the existing operation compared to the proposed expanded operation.

Table 1-1: Operation Summary

Operating Characteristics	Existing	Proposed
Number of Clients	6	14
Number of Staff	4	6 (two shifts of 3)
Total Number of People	10	20
Operating Characteristics	Existing	Proposed
Vehicle Trips Per Day	24	56
Number of Company Vans	0	0
Delivery Trips Per Week	0	0
Overnight Accommodations	0	0

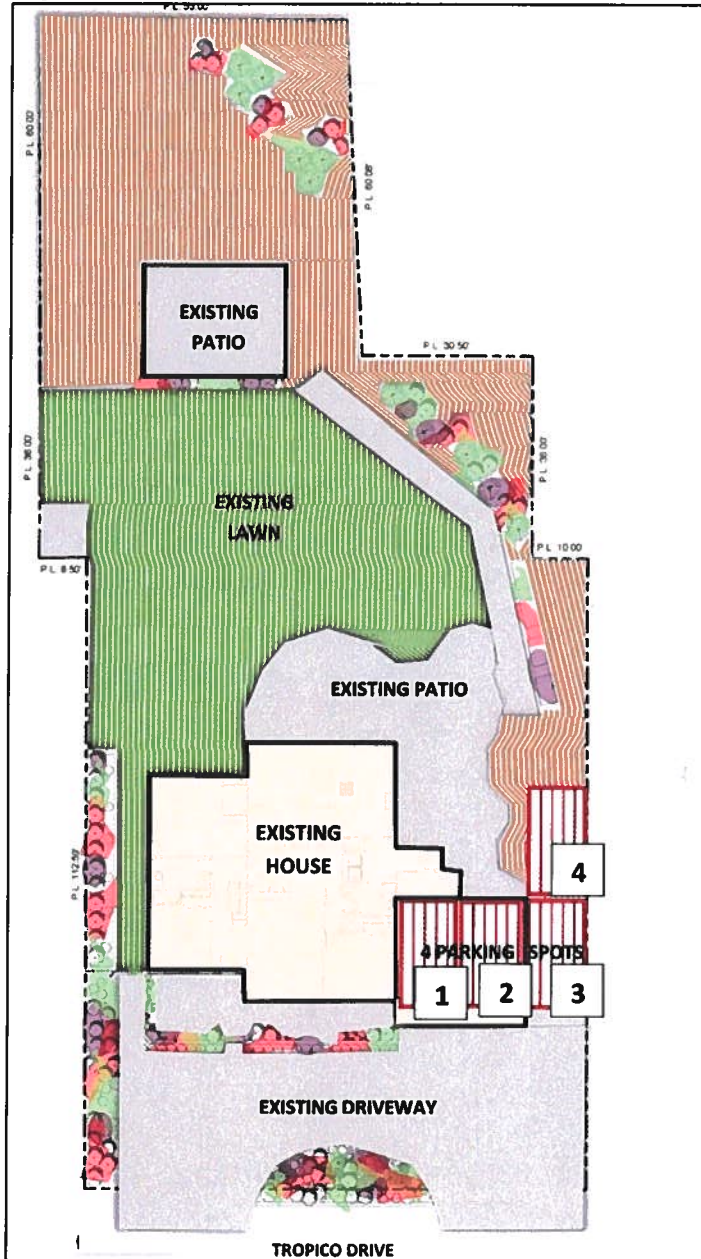
The existing single-family residence is 1,661 square feet with three bedrooms and two bathrooms. The single floor residence includes a living room, dining room, den, and kitchen. An existing covered patio extends into the backyard from the kitchen and den. There is an existing 400 square-foot attached two-car garage that will remain and be utilized for staff and visitor parking.

Figure 2: Existing Layout – No Changes Proposed



The 14 patients will share the common areas and no additions or modifications are proposed to the existing residence. Staff members will not reside on-site and will leave the facility upon conclusion of their specified shift. Patients will leave the site no later than 3:30p.m. each day and no overnight uses are allowed.

Figure 3: Plot Plan



Patients are proposed to remain on-site approximately three hours each day for a minimum of two days each week. Transportation of patients is not provided by staff. Patients are typically dropped off by family members or via a ride-sharing service, such as Uber or Lyft. To prevent overlap during drop-offs and pick-ups, a drop-off and pick-up schedule shall be created, maintained, and adhered to for the life of this permit. The applicant shall adhere to a maximum drop-off/pick-up schedule of

three cars every 15 minutes on Tropico Drive from the project driveway openings to prevent congestion/backups during drop-offs and pick-ups.

Pursuant to the County Zoning Ordinance parking requirements, four spots are required for the project. The project includes four parking spaces (Figure 3), two of which in the attached garage and two are adjacent to the attached garage. The provided parking spaces comply with the County Zoning Ordinance and fire code. Vehicles will be required to be parked within the designated parking spaces on the property.

The facility provides daily activities such as small group discussions, chair exercise, ball toss, and other games to promote hand eye coordination, painting, woodwork, arts and crafts, crossword puzzles, word scramble games, card games and more. Patients are not allowed to go outside the project boundaries unless they are supervised.

Access will be provided by an existing public road (Tropico Drive). The project will be served by the San Diego County Sanitation District for sewer and water from the Helix Municipal Water District. Emergency services for the project will be provided by San Miguel Fire Protection District and the San Diego County Sheriff's Department. The San Miguel Fire Protection District has no issues with access or evacuation.

In the last 12 months, there has been one 911 call, on November 11, 2018 for medical aid due to a fall. La Mesa Engine 13 and an ambulance were dispatched to the scene. In this area, the fire department that is closest to a call will respond, regardless of jurisdiction.

Project Facility Availability Forms have been provided for all necessary services and are included in Attachment F – Service Availability Forms.

2. Subject Property and Surrounding Land Uses

The project site slopes up from Tropico Drive. The existing structures on-site include the existing residence and attached garage, covered patio, and a lawn area with a concrete patio (Figure 4). All structures will remain, and no new structures or modifications are proposed.

The General Plan Regional Category for the site is Village Residential (VR), and the General Plan Land Use Designation is VR-4.3 which allows 4.3 dwelling units per acre. Surrounding land uses consist of single-family residential units on lots 10,000 square feet and larger. Zoning for the site is Single-Family Residential (RS), which allows the operation of a group care facility upon issuance of a MUP. Surrounding parcels are zoned Single-Family Residential or Rural Residential (RR).

Table C-1: Surrounding Zoning and Land Uses

Location	General Plan	Zoning	Adjacent Streets	Description
North	Semi-Rural (SR-0.5)	RR	Tropico Drive	Residential
East	Village Residential (VR-4.3)	RS	South Tropico Drive	Residential
South	Village Residential (VR-4.3)	RS	Laser Lane	Residential
West	Village Residential (VR-4.3)	RS	None	Residential

Figure 4: Aerial



C. ANALYSIS AND DISCUSSION

The applicant has proposed the expansion of an existing six-person Senior Group Care Facility with four staff members, to include 14 patients and six staff members, for a total increase of ten people within an existing single-family home. Operation of a Senior Group Care Facility in a residential zone with more than six residents requires the approval of a MUP, which requires an analysis of potential impacts of the proposed expanded use.

The project has been reviewed for conformance with all relevant ordinances and guidelines, including, but not limited to the San Diego County General Plan, the Valle De Oro Community Plan, the County Zoning Ordinance, and CEQA Guidelines. A detailed discussion of the project's technical analysis and consistency with applicable codes, policies, and ordinances is described on the following pages.

1. Project Analysis

Major Use Permit (MUP) Findings

In accordance with Section 7358 of the Zoning Ordinance, findings must be made relating to scale, bulk, and coverage, effects upon neighborhood character, availability of services, and suitability of the site for the type of proposed use. Staff has analyzed the proposed expansion of the Senior Group Care Facility in relation to each of these findings.

As further detailed in the Form of Decision included in Attachment B, each of these findings have been made.

Scale, Bulk, and Coverage

The proposed MUP consists of the use of an existing single-family residence for a 14-person Senior Group Care Facility. The exterior of the existing residence will not be altered or expanded, and no new visual elements will be introduced. The proposed project will not have a harmful effect upon the neighborhood character. The project would not result in coverage that is out of character with the surroundings. The subject property is approximately 0.41 acres and contains a single family residence, with a coverage of approximately 23 percent. The surrounding area is characterized as rural residential and agricultural. Surrounding land uses include residential and rural residential on larger lots. Coverage of the surrounding properties ranges from 7.7 percent to approximately 28.4 percent. The coverage of the site would not change with the approval of the project, as there is no new construction proposed. Existing landscaping is conditioned to remain in place of the property (Figure 6).

Neighborhood Character

Operational hours will only be conducted from 8:30am to 3:30pm. The addition of six patients would be harmonious with the character of the area because there will be a staggered drop-off/pick-up to mitigate potential congestion; the operation is limited to daytime hours; and all patients are supervised at all times. The existing operation of the six-person Senior Group Care Facility as a by-right use, are consistent with neighboring uses because they are typically found in residential areas and there are ten other existing senior care facilities within a two-mile radius (Figure 5).

Group care facilities are an allowed use under the Zoning Ordinance (RS- Single Family Residential) with the approval of a MUP. The existing visual character and quality of the project site and surrounding area can be characterized as single-family residential lots. There is an existing commercial corridor approximately 0.4 miles south of the project, which includes a gas station, a grocery store, a bar, and an elementary school. In terms of other senior group care facilities in the area, approximately 0.6 miles northwest of the proposed project are two other senior care facilities (located in the City of La Mesa jurisdiction) that are also located within primarily residential neighborhoods. There is an existing church approximately 0.4 miles south of the project that is also adjacent to a residential neighborhood.

The proposed project complies with the General Plan as detailed in Table D-1 below. Finally, the project has been found to be exempt from CEQA pursuant to CEQA Guidelines Section 15301; the Notice of Exemption can be found in Attachment C.

Noise

The proposed project was reviewed for compliance with the County General Plan Noise Element and the County Noise Ordinance. The project does not propose any new substantial noise generating equipment (i.e. A/C Unit, speakers, etc.) and/or activities such as small group discussions, painting, arts & crafts, crossword puzzles, and hand/eye coordination activities will not result in impacts to any existing and/or new noise sensitive land uses, and therefore is determined to be consistent with both the Noise Element and Noise Ordinance. Any noise generating activities such as yoga or a painting class would cease by 3:30pm. The project shall comply with the one-hour average sound level limit

property line requirement pursuant to the County Noise Ordinance, Section 36.404. The project has been conditioned to comply with County noise standards throughout the life of the MUP.

Figure 5: Surrounding Group Care Facilities

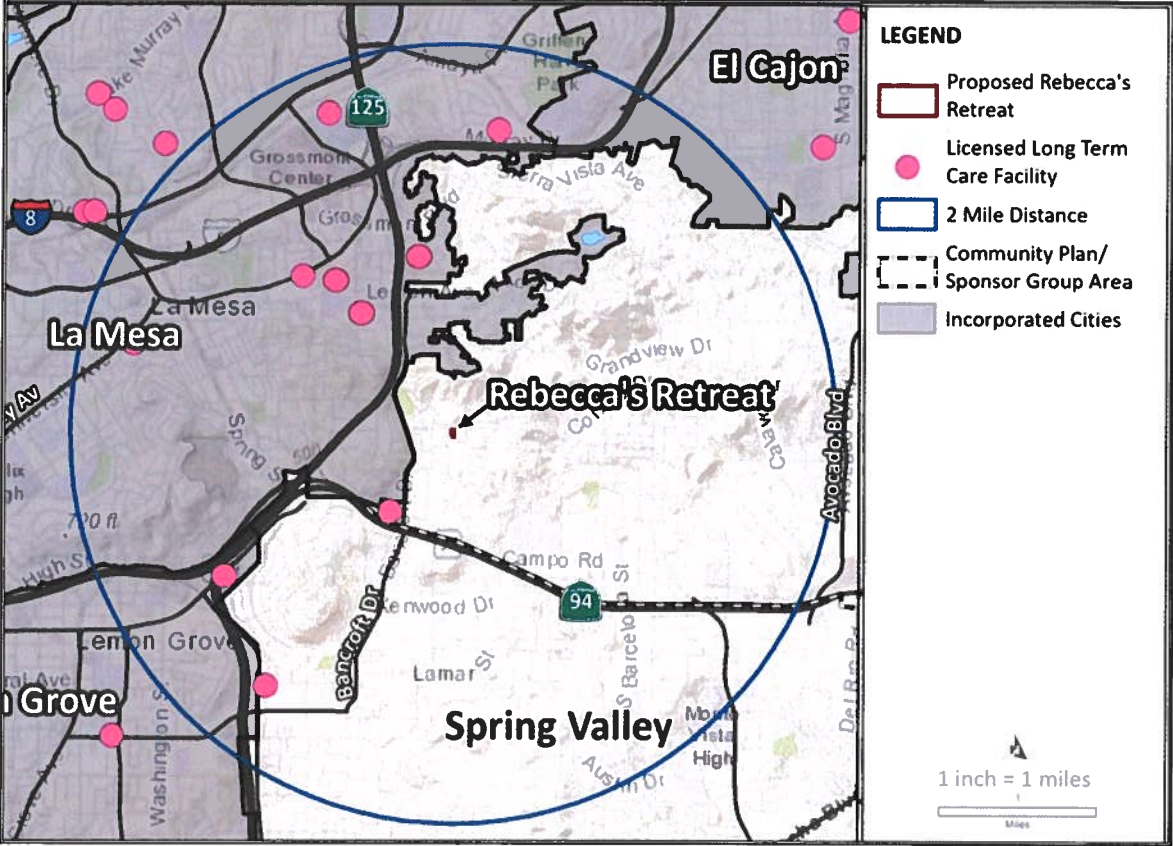


Figure 6: View of existing landscaping along project frontage, not to be removed.



Traffic and Parking

A trip generation analysis proposed for the project concludes that the facility will generate 32 additional daily vehicle trips, which will not impact Tropic Drive or Bancroft Drive. According to the San Diego Association of Governments, a typical single-family home is estimated to generate an average of 10 to 12 daily vehicle trips. The report identified that the existing facility generates 24 average daily vehicle trips, and the proposed project will increase the average daily trips by 32 to a daily total of 56, which is under the 200 daily vehicle trip impact to require a traffic study. The amount of vehicles would be dispersed throughout the day. In order to provide safety and maintain the residential character of the surrounding area, a drop-off and pick-up schedule shall be created, maintained, and adhered to for the life of this permit. The applicant shall adhere to a maximum drop-off/pick-up schedule of three cars every 15 minutes on Tropic Drive from the project driveway openings to maintain an unobstructed view on the road.

County Zoning Ordinance parking regulations for residential care facilities (Section 6758) require one space per employee during the largest work shift (three employees), and 0.33 spaces per bedroom (0.33 x 3 bedrooms = 1 space), for a total of four required on-site parking spaces. The project's parking plan proposes four on-site parking spaces located within the garage and to the east of the property. Parking for the proposed facility is conditioned to comply with the proposed parking plan.

Availability of Services

The project site is served by the San Diego County Sanitation District for sewer. To increase capacity, the applicant shall obtain a Commercial Wastewater Discharge Permit from the Department of Public Works (DPW) and will be required to obtain all necessary permits through DPW prior to the proposed expansion of use of the residence. All necessary public facilities and services are available to the site as detailed in the service availability letters submitted for the project, and included in Attachment F.

2. General Plan Consistency

The site is subject to the General Plan Village Residential (VR-4.3) Land Use Designation. The proposed project is consistent with the following relevant General Plan goals, policies, and actions as described in Table D-1.

Table D-1: General Plan Conformance

General Plan Policy	Explanation of Project Conformance
GOAL S-2 – Emergency Response. Effective emergency response to disasters that minimizes the loss of life and damage to property, while also reducing disruption in the delivery of vital public and private services during and following a disaster.	The proposed project has been reviewed by San Miguel Fire Protection District and San Diego County Fire Department, and both concluded there is adequate service available to the neighborhood with the addition of the proposed project.

General Plan Policy	Explanation of Project Conformance
Policy S-3.7 – Fire Resistant Construction. Require all new, remodeled, or rebuilt structures to meet current ignition resistance construction codes and establish and enforce reasonable and prudent standards that support retrofitting of existing structures in high fire threat areas.	The proposed project is required to obtain all necessary building permits prior to occupancy of the residence as proposed, which will entail upgrading the building to meet fire code, including the installation of a fire sprinkler system.

3. Community Plan Consistency

The proposed project is consistent with the following relevant Valle De Oro Community Plan goals, policies, and actions as described in Table D-2.

Table D-2: Community Plan Conformance

Community Plan Policy	Explanation of Project Conformance
GOAL LU 1.1 – Retain the unique balance of urban, semi-rural agricultural, and open space land uses within the community, with open space and low-density buffers that separate the community from adjacent cities and unincorporated communities, while new development within the community conserves natural resources and topography.	The proposed project maintains the character of the surrounding neighborhood because it does not involve noise amplification, it operates in normal business hours (M-F from 8a.m. to 3:30pm), patients are not allowed to leave the premises without supervision, and there are no overnight stays permitted. The increase in the amount of people due to the constrained hours and staggering of pick-ups and drop-offs. The proposed use as a Senior Group Care Facility is a compatible use in village and semi-rural neighborhoods, as it is allowed upon approval of a MUP.
GOAL LU 6.1 – Preserve, maintain, and enhance distinct community identities within the Valle De Oro planning area by encouraging quality design and appropriate land use patterns.	The project conforms to this policy because all parking for the proposed facility is contained within the existing garage and side yard. No parking is permitted in the driveway. Existing landscaping, which partially screens the backyard from view is existing and will be conditioned to be maintained, which will help maintain the existing suburban appearance of the neighborhood.

4. Zoning Ordinance Consistency

Group Care facilities are allowed in most zoning use regulations throughout the County. A MUP is required to operate a group care facility with more than six residents in all residential zones, as well as the General Rural zone. The purpose of processing a MUP for this use within these zones is to establish conditions to ensure consistency with community character.

a. Development Regulations

The proposed project complies with all applicable zoning requirements of the Residential (RS) zone with the incorporation of conditions of approval (Table D-3).

Table D-3: Zoning Ordinance Development Regulations

CURRENT ZONING REGULATIONS		CONSISTENT?
Use Regulation:	RS	Yes, upon issuance of MUP.
Animal Regulation:	Q	N/A
Density:	-	N/A
Lot Size:	10,000 sq. ft.	N/A
Building Type:	C	Yes
Height:	G	Yes
Lot Coverage:	-	N/A
Setback:	H	Yes
Open Space:	-	N/A
Special Area Regulations:	C	Yes

Development Standard	Proposed/Provided	Complies?
Section 2705.b of the Zoning Ordinance allows for Group Care use types within the RS zone upon issuance of a MUP.	The project is for a senior daycare facility which is classified in the Zoning Ordinance as Group Care. Therefore, the project will comply with the RS Use Regulations upon approval of a MUP.	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Upon approval of a MUP
Section 4600 of the Zoning Ordinance requires that the project meet the "G" height requirement of 35 feet.	The proposed project is within an existing single-family residence which currently meets the 35-foot height requirement.	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
Section 4800 of the Zoning Ordinance requires that the project meet the "H" setback requirements of a 50-foot front yard setback, 10-foot interior side yard setback, 35-foot exterior side yard setback, and a 25-foot rear yard setback.	The existing single-family residence currently meets all setback requirements of the Zoning Ordinance. No additions or alterations are proposed.	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>

5. California Environmental Quality Act (CEQA) Compliance

The project has been reviewed for compliance with CEQA and qualifies for a categorical exemption under CEQA Section 15301. Section 15301 exempts operation, repair, maintenance, permitting, leasing, licensing or minor alteration of existing private structures such as single family residences. The project is not in an environmentally sensitive location; will not have a cumulative effect on the environment; is not on a hazardous waste site; will not cause substantial change in the significance of an historical resource; and will not result in damage to a scenic highway. The Notice of Exemption prepared for the project can be found in Attachment C – Environmental Documentation.

6. Applicable County Regulations

Table D-4: Applicable Regulations

County Regulation Policy	Explanation of Project Conformance
a. Resource Protection Ordinance (RPO)	The project complies with the RPO because it will not impact any wetlands, floodplains/floodways, sensitive habitat lands, or significant prehistoric or historic sites. The project does not contain any steep slopes. Therefore, it has been found that the proposed project complies with Section 86.604 of the RPO.
b. County Consolidated Fire Code	The project has been reviewed by the County Fire Authority and San Miguel Fire Protection District and has been found to comply with the County Consolidated Fire Code.
c. Noise Ordinance	The project as conditioned will not generate significant noise levels which exceed the allowable limits of the County Noise Element or Noise Ordinance.
d. Watershed Protection Ordinance (WPO)	A Standard Stormwater Quality Management Plan was prepared for the project in compliance with the WPO.

D. COMMUNITY PLANNING GROUP

On August 7, 2018, the Valle De Oro Community Planning Group (CPG) voted to recommend approval of the proposed project by a vote of 11-0-4-0 (11 ayes, 0 noes, 4 absent, 0 vacant). No revisions or conditions of approval were recommended. The Valle De Oro CPG meeting minutes are included in Attachment E.

E. PUBLIC INPUT

The project was noticed to surrounding property owners upon application submittal. Staff received no comments.

F. RECOMMENDATIONS


Staff recommends that the Planning Commission take the following actions:

1. Adopt the Environmental Findings included in Attachment D which include a finding that the project is exempt from CEQA.
2. Grant MUP PDS2018-MUP-18-016, make the findings, and impose the requirements and conditions as set forth in the Form of Decision in Attachment B.

Report Prepared By:
 Nicholas Koutoufidis, Project Manager
 858-495-4329
Nicholas.Koutoufidis@sdcounty.ca.gov

Report Approved By:
 Mark Wardlaw, Director
 858-694-2962
mark.wardlaw@sdcounty.ca.gov

AUTHORIZED REPRESENTATIVE:

A handwritten signature in blue ink, appearing to read "Mark Wardlaw", is written over a horizontal line.

MARK WARDLAW, DIRECTOR

ATTACHMENTS:

- Attachment A – Planning Documentation
- Attachment B – Form of Decision Approving PDS2018-MUP-18-016
- Attachment C – Environmental Documentation
- Attachment D – Environmental Findings
- Attachment E – Public Documentation
- Attachment F – Service Availability Forms
- Attachment G – Ownership Disclosure