



THE CITY OF SAN DIEGO

## Report to the Planning Commission

DATE ISSUED: November 27, 2024 REPORT NO. PC-24-057

HEARING DATE: December 5, 2024

SUBJECT: EL CAMINO REAL ASSISTED LIVING FACILITY, Process Five Decision

PROJECT NUMBER: [PRJ-675732](#)

REFERENCE: Previously approved St. John Garabed Armenian Apostolic Church – Project No. 240283; [PC-14-066](#)

OWNER/APPLICANT: PMB Carmel Valley, LLC, Owner / Atlantis Group Land Use Consultants, Applicant

### SUMMARY

Issue: Should the Planning Commission recommend that City Council approve a Conditional Use Permit and Site Development Permit to amend Conditional Use Permit No. 862494 and Site Development Permit No. 862495, a Neighborhood Use Permit and Ordinance to construct a three-story, 105,568 square-foot nursing facility with 105 rooms consisting of 87 assisted living rooms and 18 memory care rooms for a total of 124 beds, surface parking and supporting amenities at 13860 El Camino Real in the [North City Future Urbanizing Area Subarea II](#) area?

### Staff Recommendation:

1. Recommend to the City Council to ADOPT Subsequent Environmental Impact Report (EIR) No. 675732/SCH No. 2013071043, a Mitigation Monitoring and Reporting Program and EIR Findings of Fact; and
2. Recommend to the City Council to APPROVE Conditional Use Permit No. PMT-2475043 and Site Development Permit No. PMT-2475049 to amend Conditional Use Permit No. 862494 and Site Development Permit No. 862495, a Neighborhood Use Permit No. PMT-2475050, and Ordinance.

Fiscal Considerations: None with this action. All costs associated with the processing of this application are recovered through a deposit account funded by the applicant.

Code Enforcement Impact: None

Housing Impact Statement: The El Camino Real Assisted Living Facility will consist of a nursing facility with 105 rooms to include 87 assisted living rooms and 18 memory care rooms for a total of 124 beds.

Community Planning Group Recommendation: On June 22, 2023, the Carmel Valley Community Planning Board voted 5-1-1 to recommend approval with conditions (Attachment 7).

Environmental Impact: A [Final Subsequent Environmental Impact Report \(Project No. 675732/SCH No. 2013071043\)](#) was prepared in accordance with the California Environmental Quality Act, and a Mitigation Monitoring and Reporting Program for Biological Resources, Historical Resources, Noise and Tribal Cultural Resources will be implemented to reduce impacts to below a level of significance.

## BACKGROUND

### Location

The proposed El Camino Living Assisted Living Facility (Project) is located on a graded 3.97-acre site at 13860 El Camino Real (Attachments 1-3). The Project site is located approximately two miles east from the Pacific Ocean, and over a half mile east of Interstate 5.

### Existing Land Uses

Surrounding land uses include the El Camino Real public right-of-way and the San Dieguito lagoon to the north, undeveloped lands to the east, residential uses to the south, and the Evangelical Formosan Church to the west.

### Zoning

The Project is in the AR-1-1 Base Zone in Proposition A Lands, Coastal Overlay Zone (Deferred-Certification Area), Very High Fire Hazard Severity Zone, Fire Brush Zone, and includes Environmental Sensitive Lands (Multiple Habitat Planning Area, sensitive biological resources, special flood hazard area) within the [North City Future Urbanizing Area Subarea II](#).

### Planned Land Use

The Project site is located on land intended for residential uses (Framework Plan Diagram, Figure 3-3) in the North City Future Urbanizing Area Framework Plan. The subject site allows for residential uses at very low densities, equivalent to one dwelling unit per ten acres.

### Previous Approvals

The Project is an expansion of the adjacent St. John Garabed Church (Church), a 51,680 square-foot Church with a seating capacity of 350 located on a 13.37-acre site. The Church was approved by the City's Planning Commission in October 2014 (Conditional Use Permit No. 862494, Site Development Permit No. 862495, and MHPA Boundary Line Adjustment No. 1132003) and the environmental impacts were identified in a certified Final Environmental Impact Report (Project No. 240283 / SCH No. 2013071043). Subsequent to the Church approval, the congregation acquired the adjacent 3.97-acre parcel to develop a nursing facility.

## DISCUSSION

### Project Description

The El Camino Assisted Living Facility (Project) consists of the construction of a three-story, 105,568 square-foot nursing facility with 105 rooms consisting of 87 assisted living rooms and 18 memory care rooms for a total of 124 beds, surface parking and supporting amenities (Attachment 11 – Project Plans). The Project will serve as the residence for senior citizens that require 24-hour nursing care. The Project will be licensed by the California Department of Social Services as a Residential Care Facility for the Elderly (RCFE) to provide varying levels and intensities of care and supervision, protective supervision, or personal care based upon varying needs, as determined in order to be admitted and remain in the facility. The Project focuses on persons with disabilities with an average age over 80 years old requiring assistance with at least two activities of daily living. Many of the senior residents will require memory care and will be treated for dementia.

Senior citizens with limited physical abilities are deemed a protected class under the Fair Housing Amendments Act (FHAA). The FHAA requires that jurisdictions provide a process for consideration of reasonable accommodations to afford persons with disabilities the equal opportunity to use and enjoy a dwelling. Pursuant to SDMC Section 131.0466, a request for Reasonable Accommodations, including waiver of regulations, policies, or procedures to afford persons with disabilities an equal opportunity to use and enjoy a dwelling may be approved at the staff level through a Process 1 provided certain findings be made.

In April 2024, staff reviewed and approved a Reasonable Accommodation request (Attachment 10) due to the special need and benefit of providing persons with disabilities an equal opportunity to use and live in a nursing facility on the Project site. The approval of the Reasonable Accommodations request allows the processing of a Conditional Use Permit for the proposed nursing facility in an agricultural zone in Proposition A Lands without requiring a Municipal Code amendment despite SDMC Section 141.0423, which prohibits nursing facilities in Proposition A Lands. Project approval will also require adoption of an Ordinance to authorize a nursing facility in the AR-1-1 Zone in Proposition A Lands.

### Zoning Compliance/Deviations

The Project complies with the AR-1-1 Zone requirements for lot coverage (10 percent), building height (40-feet), setbacks, and parking. A comprehensive sign program will be implemented for proposed deviations to the sign regulations. The intent of the City sign regulations (SDMC Section [142.1201](#)) is to provide a set of standards, which optimize communication and quality of signs while protecting the public and aesthetic character of the City. A comprehensive sign plan (SDMC Section [141.1103](#)) may be approved through a Neighborhood Use Permit to modify applicable sign requirements if the proposed signs, as a whole, are in conformance with the intent of the sign regulations, and if the exceptions result in an improved relationship among the signs and building facades on the premises.

Staff has reviewed and recommends approval of the following requested deviations to the sign regulations (SDMC Section [142.1201](#)):

### REQUESTED DEVIATIONS

Description	Required	Proposed
Ground sign for each street frontage	One (1)	Two (2)
Size of each ground sign	12 square feet	Not to exceed 25 square feet

**Ground Signs:** Deviation to SDMC Section [142.1275](#) to allow two ground signs where the sign regulations allows one ground sign for each street frontage, and allow the size of ground signage to not exceed 25 square feet in area where the sign regulations limit the sign area to not exceed 12 square feet.

**Justification:** The deviations to the sign regulations will facilitate the identification of the nursing facility and the adjacent Church site by guiding employees and visitors through the site in an efficient manner. The larger ground signage will allow visibility for both establishments which gain access at a common driveway but are not easily visible from the El Camino Real public right-of-way. Additionally, the sign program provides for a unifying theme (i.e., materials, colors, type) that is compatible with the design and scale of the adjacent buildings and surrounding neighborhood.

#### Soil and Geologic Conditions

A preliminary geotechnical report has been prepared for the site that concluded that the Project adequately addresses the site's soil and geologic conditions. The Project site is located on land characterized as gently sloping to steep terrain, favorable geologic structure and low risk. The development will be limited to the flat-lying to very gently sloping mesa area of the site and outside of the special flood hazard area. The Project complies with the City's drainage regulations and standards and will be required to address storm water and run off by implementing storm water construction best management practices (BMPs) and ongoing permanent BMP maintenance.

#### Public Safety

The Project site is located in a very high fire hazard severity zone and is adjacent to open space areas to the east, northeast, and southeast. The Project includes extensive landscaping of varied heights and species to buffer adjacent uses and a brush management program will be implemented to reduce any potential fire hazards around structures by providing an effective fire break between all structures and contiguous areas of native or naturalized vegetation. A Fire Fuel Load Management Report has also been prepared for the Project that addresses fire safety goals and results in reduced fire hazards. Site access including road widths and connectivity will comply with the City's code requirements and the California Fire Code. Additionally, an adequate water supply and approved paved access roadways will be installed prior to any combustibles being onsite.

The Police Department has reviewed the Project and concluded that there are no policing issues or response type concerns at the site related to the protection of the public health, safety and welfare. The Project permit also contains specific requirements to ensure compliance with the regulations of the Land Development Code, including those adopted to protect the public health, safety and welfare. The Permit includes requirements that address fire safety, storm water and runoff, landscaping and maintenance, public improvements, private water and sewer facilities, signage, lighting, and parking.

### Community Plan Analysis

The Project is located in the AR-1-1 Zone (agricultural) within Proposition A Lands. Pursuant to SDMC Section 141.0413, nursing facilities are prohibited in Proposition A lands. Nursing facilities were a permitted use through the processing of a conditional use permit at the time of Proposition A (1985) passage. The prohibition of nursing facilities in the AR-1-1 Zone was added to the SDMC after Proposition A was approved. The objectives of Proposition A include precluding premature development and guiding urbanization; conserving agricultural land; prevent loss of natural resources; and addressing the threat to quality of life from continued urban sprawl.

The Project does not adversely impact Proposition A objectives nor the North City Future Urbanizing Area Framework Plan (Frame Plan). The Project will be located on a graded site adjacent to developed uses and will not result in an increase in residential density. The Project proposes to develop on land intended for residential uses and will be designed to be non-urban in character and scale which is consistent with the Framework Plan. Architectural details and style provide a non-urban character by implementing a historical style of mission and ranch-style architecture reminiscent of historic Rancho Santa Fe. The architectural design includes light colors, stucco clad exteriors, natural materials, red tiled roofs, and balconies which is compatible with the surrounding neighborhood.

The Project is consistent with the Framework Plan's recommendation for sites east of El Camino Real that are public and semi-public which would ideally be uses where buildings take up a relatively small portion of the site, and where architecture can be in harmony with surrounding open space. The Project will be located on a plain and set back into the slope to reduce its visibility from the flood plain. The Project will also be set back from El Camino Real by approximately 180 feet and includes extensive landscaping of varied heights and species to buffer adjacent uses. Approximately 10 percent of the site is covered by structures and the Project design is consistent with the bulk and scale of the surrounding neighborhood. Access will be shared with the adjacent Church site avoiding residential areas nearby.

The adjacent Multiple Species Conservation Plan (MSCP) area serves as a buffer between the development and the river park. The Project avoids developing within the Multi Habitat Planning Area (MHPA) and the MHPA will be conserved in perpetuity through a covenant of easement in accordance with the City's Environmentally Sensitive Lands regulations. The Project's extensive landscaping throughout the site visually screens and softens the buildings, gradually transitions development into the natural environment and provides access/connection to outdoor spaces which is consistent with the San Dieguito River Park Concept Plan. Additionally, the Project will comply with

the MSCP/MHPA Land Use Adjacency Guidelines (LUAG) to avoid potential impacts to the resources in the MHPA related to grading/land development, drainage and toxics, lighting, public access, barriers, invasive species, brush management, and noise. LUAG compliance is consistent with the Framework Plan's policy of protecting and preserving natural resources throughout area.

#### Environmental Analysis:

A [Final Subsequent Environmental Impact Report \(Project No. 675732/SCH No. 2013071043\)](#) has been prepared by the City as lead agency, pursuant to the California Environmental Quality Act (CEQA) (California Public Resources Code 21000 et seq.) and CEQA Guidelines (California Code of Regulations [CCR], Section 15000 et seq.). The FSEIR evaluated the change in environmental impacts associated with incorporating the Project with the adjacent Church site (Project No. 240283/SCH No. 2013071043) that was approved in October 2014. A Mitigation Monitoring and Reporting Program for Biological Resources, Historical Resources, Noise and Tribal Cultural Resources will be implemented for the Project to reduce impacts to below a level of significance.

#### Required Actions

The following discretionary actions have been consolidated under this application and processed concurrently, pursuant to the Consolidation of Processing regulations. Before the project is considered by the City Council, the request shall be presented to the City's Planning Commission for a recommendation, pursuant to SDMC Section [112.0509](#). The Project will also require a Coastal Development Permit to be considered by the California Coastal Commission at a future date since the Project site is located within the Deferred Certification Area of the Coastal Overlay Zone, pursuant to SDMC Section [126.0702\(b\)](#).

- A Process 4 Conditional Use Permit to amend Conditional Use Permit No. 862494 and for development of Intermediate Care Facilities and Nursing Facilities, pursuant to SDMC Section [141.0423](#).
- A Process 5 City Council decision for an Ordinance to authorize a nursing facility in the AR-1-1 Zone (agricultural) within Proposition A Lands, which is prohibited in Proposition A lands by SDMC Section 141.0423.
- A Process 4 Site Development Permit to amend Site Development Permit No. 862495 and for development that contains environmentally sensitive lands, pursuant to SDMC Section [126.0502](#).
- A Process 2 Neighborhood Use Permit to modify applicable sign requirements, pursuant to SDMC Section [141.1103](#).

Conclusion:

Staff has reviewed the proposed Project and all issues identified through the review process have been resolved in conformance with the adopted City Council policies and regulations of the Land Development Code. Staff has provided a draft Ordinance, resolutions and conditions of approval and recommends that the Planning Commission recommend to the City Council approval of the El Camino Real Assisted Living Facility.

ALTERNATIVES

1. Recommend to the City Council to ADOPT [Final Subsequent Environmental Impact Report \(Project No. 675732/SCH No. 2013071043\)](#) (EIR), a Mitigation Monitoring and Reporting Program and EIR Findings of Fact, and APPROVE Conditional Use Permit No. PMT-2475043 and Site Development Permit No. PMT-2475049 to amend Conditional Use Permit No. 862494 and Site Development Permit No. 862495, a Neighborhood Use Permit No. PMT-2475050 and Ordinance, with modifications; or
2. Recommend to the City Council to NOT ADOPT [Final Subsequent Environmental Impact Report \(Project No. 675732/SCH No. 2013071043\)](#) (EIR), a Mitigation Monitoring and Reporting Program, and EIR Findings of Fact and DENY Conditional Use Permit No. PMT-2475043 and Site Development Permit No. PMT-2475049 to amend Conditional Use Permit No. 862494 and Site Development Permit No. 862495, a Neighborhood Use Permit No. PMT-2475050 and Ordinance, if the findings required to approve the Project cannot be affirmed.

Respectfully submitted,



Lara Gates  
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Development Services Department



Xavier Del Valle  
Development Project Manager  
Development Services Department

Attachments:

1. Location Map
2. Aerial Photograph
3. Community Plan Land Use Map
4. Ordinance with Findings
5. Permit with Conditions
6. Environmental Resolution
7. Planning Commission Resolution
8. Community Planning Group Recommendation

9. Ownership Disclosure Statement
10. Request for Reasonable Accommodations Application
11. Project Plans
12. [Final Subsequent Environmental Impact Report \(Project No. 675732/SCH No. 2013071043\)](#)