

AGENDA NO. 76



STAFF REPORT

OCEANSIDE HISTORIC PRESERVATION ADVISORY COMMISSION

DATE: June 2, 2009

TO: Chairman and Members of OHPAC

FROM: Development Services Department/Planning Division

SUBJECT: **CONSIDERATION OF A DEVELOPMENT PLAN (D-5-07) AND HISTORIC PERMIT (H-2-07) FOR THE CONSTRUCTION OF A FOUR STORY, 348,896 SQUARE FOOT, 235 UNIT CONTINUING CARE RETIREMENT CENTER ON A 8.01 ACRE SITE WITHIN PLAN AREA 9 OF THE MISSION SAN LUIS REY PLANNED DEVELOPMENT (PD) PLAN. THE PROJECT SITE IS LOCATED IN THE SOUTHWEST CORNER OF THE MISSION PROPERTY (4050 MISSION AVENUE), BOUNDED BY THE MISSION LAVANDERIA TO THE EAST, MISSION AVENUE TO THE SOUTH AND THE SENIORS' COMMUNITY OF MISSION MANOR TO THE WEST, AND WITHIN THE MISSION SAN LUIS REY NEIGHBORHOOD- APPLICANT: SENIOR PARTNERS LLC.**

RECOMMENDATION

Staff recommends that the Oceanside Historic Preservation Advisory Commission adopt OHPAC Resolution No. 2009-H02 recommending approval of a Development Plan (D-5-07) and Historic Permit (H-2-07) to the Planning Commission for final action.

PROJECT DESCRIPTION AND BACKGROUND

Background:

On July 19, 2000, the City Council approved the concept of preparing a master plan for the approximately 55 acres of the Old Mission San Luis Rey property and covered the planning processing fees for this effort. The use of the Planned Development zoning tool is intended to avoid a piece meal approach to future improvements and development contemplated by the Mission in an effort to be economically self-sustaining.

The site is located within the locally designated Mission San Luis Rey Historic Area, and therefore is subject to the Mission San Luis Rey Historic Area Development Program and Design Guidelines.

A series of workshops were held in order to investigate issues pertinent to the plan. The first workshop established a set of principles that would guide the planning process. The principles recognized the following:

- The Mission's primary function is religious
- The Mission is the home environment of the friars
- The Plan should recognize and retain important aspects of the Mission's history and Franciscan culture; religious, agricultural, and commercial
- The Mission has an historical and interpretive function
- The Mission needs to maintain meditative, peaceful environments
- The Mission includes semi-religious grieving space
- The Mission has visual prominence in the San Luis Rey Valley
- The Mission has fixed access points

Objectives

Following development of guiding principles, several plan objectives were identified as follows:

- Create a well-designed campus, which accommodates desired uses and provides adequate infrastructure to protect the health, safety, and welfare of visitors, employees, and facilities
- Create a circulation plan, which provides easy access and adequate parking for long and short-term visitors
- Outline design standards that recognize the importance of preserving the architectural and agricultural heritage of the Mission San Luis Rey. These standards will address the design of streets, buildings, landscape, signage, and open space. They will provide for safe and easy access, sensitive transitions between old and new buildings, adequate open space for meditation, as well as active recreation in plant palettes, which draw from the physical and cultural environment, and will enhance the aesthetic qualities of the facility.

Once the guiding principles were developed and planning objectives identified, the applicant Mission San Luis Rey submitted a request for approval of two discretionary permits, Zone Amendment (ZA-02-01) and Historic Permit (H-7-01) in order to provide a consistent zoning over all 55 acres of the Mission property, and the establishment of a Planned Development plan to guide land use build out strategies over the life of the facility.

On August 5, 2003, the Oceanside Historic Preservation Advisory Commission (OHPAC) approved Historic Permit (H-7-01) to allow a change in zoning designation of a 16.4 acre parcel from Open Space-Historic Overlay (OS-H) to Public & Semi-Public-Historic Overlay (PS-H), and the creation of a Planned Development Overlay for approximately 55 acres of land referred to as the Mission San Luis Rey Historic Area.

On August 25, 2003, the Planning Commission reviewed and adopted PC Resolution 2003-P47 recommending approval of a Zone Amendment (ZA-2-01) and Historic Permit (H-7-01) to the City Council for final action.

On September 17, 2003, the City Council introduced Ordinance No. 03-OR610-1 amending the Official Zoning Map Zone Amendment (ZA-2-01) from Open Space-Historic Overlay (OS-H) to Public & Semi-Public-Historic Overlay (PS-H) on a 16.4 acre parcel, and creating a Planned Development Overlay for approximately 55 acres of land referred to as the Mission San Luis Rey Historic Area.

On October 1, 2003 the City Council adopted said Ordinance approving Zone Amendment (ZA-02-01) and Historic Permit (H-7-01) that created a Planned Development Plan overlay and the associated Comprehensive Planned Development Plan Land Use Document that guides future development of the property.

On January 2, 2008 the Mission San Luis Rey de Francia submitted a Specific Plan Amendment (S-1-08) and Historic Permit Revision (H-7-01 Rev08) application to amend the Planned Development Plan established in order to provide a long range build out strategy for establishing appropriate land uses, needed infrastructure, and design guidelines for the 54.5 acre parcel located at 4050 Mission Avenue. Amendments to the original Planned Development Plan generally maintain the uses originally identified, but rather deal with relocation of certain uses to other areas of the property, modification of the plan area sizes, correction of actual acreage sizes (i.e. entire Mission SLR property is 54.5 acres not 55 acres), modification of the development standards to allow four stories in Plan Area 9, and creation of Plan Area 14 to accommodate an envisioned Retreat Center previously approved for Plan Area 2, thus leaving Plan Area 2 for development of the Mission SLR Friary; as well as, to correct language associated with infrastructure improvements and need relocations to accommodate the Plan Area changes.

On August 12, 2008 the Oceanside Historic Preservation Advisory Commission adopted resolution 2008-H03 recommending approval of a Planned Development Plan Amendment and revision to Historic Permit (7-01 REV08) to the Planning Commission.

On September 8, 2008 the Planning Commission adopted resolution 2008-P53 approving Specific Plan Amendment (S-1-08) and Historic Permit Revision (H-7-01 Rev08) application to amend the Planned Development Plan established in order to provide a long range build out strategy for establishing appropriate land uses, needed infrastructure, and design guidelines for the 54.5 acre parcel located at 4050 Mission Avenue.

Site Review:

The proposed project site is located in the Planned Development–Historic Overlay (PD-H) zone district and is regulated by a Planed Development Plan (PD19-Plan) that guides and regulates development of land uses on site, identifies infrastructure needs, and establishes design guidelines to ensure that any development will compliment the significant historical uses and resources on the property. The proposed area identified as Plan Area 9, and designated for development with a Retirement Center currently exist as a vacant undisturbed, relatively flat area located in the southwest corner of the Mission Property (4050 Mission Avenue), and is bounded by the Mission Lavanderia to the east,

Mission Avenue to the south, and the seniors' community of Mission Manor to the west within the. Other land uses established in close proximity and leading into the historic Mission San Luis Rey Plan Area include: The San Luis Pioneer Cemetery on a knoll just south of the open space lot/detention basin, and the Ivey Ranch Park located directly east of the detention basin and developed with a day-care center, community garden, and a training center for Canine Companions.

Project Description:

The project application is comprised of two components: a Development Plan (D) and Historic Permit (H) as follows:

Development Plan D-5-07 represents a request for the following:

- (a) A request for development of a 8.01 acre site referred to as Plan Area 9 of the Mission San Luis Rey de Francia Planned Development Plan with a 348,896 sq. ft., four story, 235 unit Continuing Care Retirement Community. The retirement community would be broken down into 55 Healthcare units and 180 Independent Living units. Site improvements and overall design of the Retirement Center would include 227 parking spaces (74 covered via carports), 9 courtyards dispersed throughout the irregularly shaped buildings, and pedestrian connectivity throughout the site and leading to other portions of the larger Mission property.

Historic Permit H-2-07 represents a request for the following:

- (a) A Historic Permit is required in order to permit the development of Plan Area 9 of the Mission San Luis Rey de Francia Planned Development Plan and located within the boundaries of the Historic Overlay District pursuant to Article 21 Section 2111.

The project is subject to the following Ordinances and City policies:

1. General Plan
2. Mission San Luis Rey Historic Area Development Program and Design Guidelines
3. Zoning Ordinance
4. California Environmental Quality Act

ANALYSIS

KEY PLANNING ISSUES

1. General Plan Conformance

The project site is designated as Open Space (OS) on the Land Use Map, and the proposed development of a Continuing Care Retirement Community in accordance with

the Planned Development Plan (PD19-Plan) for Plan Area 9 is consistent with the goals and objectives of the City's General Plan, as follows:

A. Land Use Element I. Community Enhancement

Goal: The consistent, significant, long term preservation and improvement of the environment, values, aesthetics, character, and image of Oceanside as a safe, attractive, desirable, and well-balanced community.

1.33 Historic Areas and Sites

Policy A: The City shall utilize adopted criteria, such as the "Mission San Luis Rey Historic Area Development Program and Design Guidelines," to preserve and further enhance designated historic or cultural resources.

Staff has reviewed the request to construct a four story, 348,896 square foot, 235 unit Continuing Care Retirement Center on a 8.01 acre site within plan area 9 of the Mission San Luis Rey Planned Development (PD) Plan, and has determined that the overall development of the site is consistent with the Open Space (OS) land use designation, because the Public and Semi-Public-Historic Overlay Zone on the site was originally envisioned in the overall build out of the Mission San Luis Rey property, and in order to provide for private uses; such as, institutions associated with the medical arts in park like settings. Furthermore, the proposed land use would serve as a continuous funding source for the preservation and enhancement of the designated cultural and historical resource of Mission San Luis Rey.

2. Zoning Compliance

This project site is located in the Planned Development–Historic Overlay (PD-H) zone district and is regulated by a Planed Development Plan (PD19-Plan) that guides and regulates development of land uses on site, identifies infrastructure needs, and establishes design guidelines to ensure that any development will compliment the significant historical uses and resources on the property. The following table summarizes proposed and applicable development standards for the project site, as identified within Plan Area 9:

	MINIMUM REQUIRED PLAN AREA 9	PROPOSED PLAN AREA 9
PARKING SPACES	1Per 3 Beds 439 Total Beds = 146 Spaces	227 Spaces 74 Covered by Carports
SETBACK FROM PROPERTY LINE	20'-0" ⁽¹⁾	40'-0" Minimum
SETBACK FROM MISSION AVENUE	50'-0" ⁽³⁾	85'-0" Minimum
BUILDING HEIGHT	4 Stories/ 50'-0"	45'-6" Maximum ⁽¹⁾

⁽¹⁾ The maximum structure height shall be measured from finished grade pursuant to Section 3017.A and applicable exceptions to height limits (i.e. bell towers, chimneys, etc.) set forth in Section 3018 Article 30 of the Zoning Ordinance apply.

⁽³⁾ Setback measurements apply to primary structures/buildings, not accessory structures such as carports. Maximum setback requirement applies to mausoleums in Plan Area 4. Carport structures along western boundary of Plan Area 9 shall have vine pockets against the back wall and landscaped breaks shall be provided in between parking bays with greater than 10 parking stalls in a row.

Staff has reviewed the subject development proposal against the Planned Development (PD) Plan, and has determined that the proposed development standards to be implemented into the Continuing Care Retirement Center site design and proposed architectural design are consistent with the intent of the original objectives to create a quiet and peaceful environment for the elderly to reside, while maintaining the overall vision for the 55+ acre Mission property. Furthermore, it was noted that the 235 unit care facility will allow for a maintained level of revenue, necessary to fiscally sustain the activities of the Mission while integrating and enhancing the new development into the surrounding built environment in a manner that does not detract from the Historical Significance of the Mission San Luis Rey.

3. Land Use Compatibility with surrounding developments

LOCATION	GENERAL PLAN	ZONING	LAND USE
Subject Plan Area 9:	Open Space (OS)	Planned Development-Historic Overlay PD-19--H	Religious/ Institutional
North of Subject Plan Area 9:	Public & Institutional(PI)	Planned Development-Historic Overlay PD-19--H	Religious/ Institutional
East of Subject Plan Area 9:	Public & Institutional(PI)	Planned Development-Historic Overlay PD-19--H	Religious/ Institutional
South of Subject Plan Area 9:	Civic Institutional (CI) Special Commercial (CS) Open Space (OS)	Special Commercial (CS) Public Semi-Public (PS) Open Space (OS) All with an Historic Overlay (H)	Commercial Retail/ Drainage Basin Open Space w/Cemetery
West of Subject Plan Area 9:	Medium Density – A Residential (MDA-R) Special Commercial (CS)	Medium Density Residential (RM-A) Special Commercial Limited (CS-L) Both with an Historic Overlay (H)	Mobile Home Park General Commercial

The proposed development of Plan Area 9 of the previously approved Planned Development (PD) Plan has been determined to be consistent with, and compatible to, the surrounding built environment and the original Master Plan vision for the area; as well as, with their respective General Plan and Zoning Ordinance designations. Staff has concluded that the construction of a four story, 348,896 square foot, 235 unit continuing care retirement center on the 8.01 acre site, and the type of modifications to infrastructure improvements proposed will not result in any serious public safety or health issues due to the proximity of the site and the types of uses immediately adjacent to the site. It should also be noted that the establishment of a Continuing Care Retirement Facility within the central valley of Oceanside will provide an additional asset for the citizens of Oceanside to benefit from in their retirement years without the need to look outside of the City boundaries.

DISCUSSION

Issue: Planned Development (PD) Plan Consistency and Compatibility with the Historic Mission San Luis Rey and the Long Range Goals of the Missions Ministry

The primary issue of compatibility with the Historic Mission San Luis Rey is derived from the fact that the Mission San Luis Rey remains a National Historic Landmark, with preservation and protection of the resource being the primary objective to be considered in all development within the Historic Core Area, and more specifically upon the grounds of the Mission San Luis Rey. Staff has reviewed the conceptual development proposal to construct a four story, 348,896 square foot, 235 unit continuing care retirement center on an 8.01 acre portion of the larger 55 acre Mission San Luis Rey property, and have determined that the overall design that integrates a California Mission Revival Style Architectural design into the overall architecture, coupled with a finish grade approximately 46'-0" below the finish grade of the Mission San Luis Rey will provide for a development that is in alignment with the Franciscan fundamental ethic of caring for the elderly on site and that will not detract from the historic significance of the Mission San Luis Rey.

Recommendation

Staff recommends that OHPAC concur with staffs findings and conclusions that the development of a four story, 348,896 square foot, 235 unit continuing care retirement center within Plan Area 9 of the Mission San Luis Rey 55 acre parcel will not negatively impact surrounding land uses, or significantly alter the historical significance of the Mission San Luis Rey, and supports the applicant's request based upon the determination that the Retirement Center is a significant benefit to the community of Oceanside and its residents and will assist in fulfilling the site development originally envisioned within the Mission San Luis Rey Planned Development (PD) Plan. Furthermore, the proposed development will assist in ensuring fiscal sustainability of the Mission San Luis Rey property, and will promote continued rehabilitation and preservation of one of Oceanside's most intriguing assets.

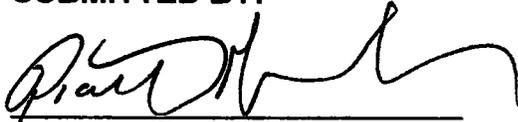
ENVIRONMENTAL DETERMINATION

Pursuant to the California Environmental Quality Act of 1970 and State Guidelines thereto; the City of Oceanside has prepared and intends to adopt a Mitigated Negative Declaration in connection with the Villa at Mission San Luis Rey Development Plan (D-5-07) and Historic Permit (H-2-07). The Mitigated Negative Declaration identifies potential effects with respect to air quality, biological resources, cultural resources, geology and soils, hydrology/water quality, and transportation. The Mitigated Negative Declaration also includes proposed mitigation measures that will ensure that the proposed project will not result in any significant, adverse effects on the environment. The draft MND is currently out for public review, and for the period Wednesday, May 13, 2009 to Monday June 15, 2009. Upon completion of the Public Review Period, staff will gather all public input and prepare a Final MND to be forwarded to the Planning Commission for adoption.

RECOMMENDATION

Staff recommends that the Oceanside Historic Preservation Advisory Commission adopt OHPAC Resolution No. 2009-H02 recommending approval of a Development Plan (D-5-07) and Historic Permit (H-2-07) to the Planning Commission for final action.

SUBMITTED BY:



Richard Greenbauer
Senior Planner

ATTACHMENTS:

1. OHPAC Resolution No. 2009-H02
2. Mitigated Negative Declaration CD (Electronic Copy)

OCEANSIDE HISTORIC PRESERVATION
ADVISORY COMMISSION
RESOLUTION NO. 2009-H02

A RESOLUTION OF THE OCEANSIDE HISTORIC PRESERVATION
ADVISORY COMMISSION OF THE CITY OF OCEANSIDE,
CALIFORNIA RECOMMENDING APPROVAL OF A DEVELOPMENT
PLAN, AND A HISTORIC PERMIT ON CERTAIN REAL PROPERTY
IN THE CITY OF OCEANSIDE

APPLICATION NO: D-5-07 & H-2-07
APPLICANT: Senior Partners West, LLC
LOCATION: 4050 Mission Avenue (Plan Area 9 of the Mission PD Plan)

THE OCEANSIDE HISTORIC PRESERVATION ADVISORY COMMISSION OF THE
CITY OF OCEANSIDE, CALIFORNIA DOES RESOLVE AS FOLLOWS:

WHEREAS, there was filed with this Commission a verified petition on the forms prescribed by the Commission requesting a Development Plan and Historic Permit under the provisions of Historic Preservation Ordinance (82-41) and Articles 17, 21, 30, 31, 40, and 43 of the Zoning Ordinance of the City of Oceanside to permit the following:

construction of a four story, 348,896 square foot, 235 unit Continuing Care Retirement Center on a 8.01-acre site consistent with the Mission San Luis Rey de Francia Planned Development Plan for Plan Area 9 and the Mission San Luis Rey Development Program and Design Guidelines;

on certain real property described in the project description.

WHEREAS, the Oceanside Historic Preservation Advisory Commission, after giving the required notice, did on the 2nd day of June, 2009, conduct a duly advertised public hearing as prescribed by law to consider said application.

WHEREAS, studies and investigations made by this Commission and in its behalf reveal the following facts:

FINDINGS:

1. The Development Plan proposal for the construction of a four story, 348,896 square foot, 235 unit Continuing Care Retirement Center is consistent with the intent of the Planned Development Overlay designation, because all proposed infrastructure improvements and on site development components within Plan Area 9 of the Mission San Luis Rey Planned

1 Development Plan are consistent with the goals and objectives as specified in the Mission
2 San Luis Rey de Francia Planned Development Plan for Plan Area 9, and with the
3 Mission San Luis Rey Development Program and Design guidelines. The site
4 development would further provide for a retirement center that is sensitive to the
5 historical setting of Mission San Luis Rey, and that would provide an economic
6 sustainability asset for the maintenance and preservation of the Mission San Luis Rey
7 Historical Resource.

8 2. The Continuing Care Facility use proposed and the ancillary criteria are consistent with
9 the Zoning Ordinance, the City Code, the Land Use Element, the Mission San Luis Rey
10 Historic Area Development Program and Design Guidelines that consider deviations
11 from the base zoning district offset by compensating benefits that will allow
12 development that will both preserve, enhance, and promote the heritage of the City.

13 3. The project design and its physical aspects pertaining to height, building area, and location
14 meets or exceeds the applicable zoning criteria and development standards as specified in
15 the Mission San Luis Rey de Francia Planned Development Program and Design
16 Guidelines.

17 4. That the 8.01 acre site denoted in the Development Plan can be adequately, reasonably,
18 and conveniently served by existing and planned public services, utilities, and public
19 facilities, because overall infrastructure improvements and project design components
20 would include current services with added emphasis to increase sewer capacity, storm
21 water site improvements that would ensure collection and discharge of runoff levels do
22 not exceed the existing systems capacity, and improvements through the creation of a
23 public looped water system and public transportation facilities.

24 5. That the site plan and physical design of the project is consistent with the policies
25 contained within Section 1.24 and 1.25 of the Land Use Element of the General Plan, the
26 Development Guidelines for Hillside, and Section 3039 of the Oceanside Zoning
27 ordinance, because the site is relatively flat and Hillside guidelines are not applicable to
28 this site, and the proposed development would be compatible with the surrounding
29 developments of residential uses to the north and west, and with the commercial uses to
the south .

1 6. That the proposed location of the cemetery use is accord with the objectives of the
2 Mission San Luis Rey de Francia and Oceanside Zoning Ordinance, and the purposes of
3 the district in which the site is located.

4 NOW, THEREFORE, BE IT RESOLVED that the Oceanside Historic Preservation Advisory
5 Commission does hereby recommend approval of a Development Plan (D-5-07) and a Historic
6 Permit (H-2-07) subject to the following conditions:

7 1. This Development Plan and Historic Permit approves only the following: construction of
8 a four story, 348,896 square foot, 235 unit Continuing Care Retirement Center on a 8.01
9 acre site within Plan Area 9 of the Mission San Luis Rey Planned Development (PD)
10 plan. Any substantial modification to the Development Plan in the design or layout shall
11 require a revision to the Historic Permit and/or a new Historic Permit.

12 2. The following conditions of approval shall be implemented on the proposed
13 development on the Planning Commission Resolution of approval:

14 a) An archaeological monitor shall be on-site during ground-disturbing activities,
15 such as brushing, scarification, grading, and trenching within the boundaries of
16 the cemetery addition and disposal area due to the potential for encountering
17 cultural features, such as human burials.

18 b) A pre-excavation agreement shall be executed between the applicant and the
19 San Luis Rey Band of Mission Indians, specifying the treatment of human
20 remains and any cultural resources uncovered and requiring Native American
21 monitoring for all ground-disturbing activities.

22 c) Native American monitors shall be present throughout all ground-disturbing
23 activities, such as brushing, scarification, grading, and trenching for the entire
24 project area. The powers of the monitors and the details of their work shall be
25 laid out in the pre-excavation agreement.

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1 d) The archaeological monitors and Native American monitors shall have the
2 authority to temporarily halt or redirect grading, in order to examine any finds
3 made during the course of monitoring. The monitors shall determine the need
4 for further studies to assess unexpected cultural material encountered during
5 monitoring.

6 PASSED AND ADOPTED Resolution No. 2009-H02 on June 2, 2009 by the following
7 vote, to wit:

- 8 AYES:
- 9 NAYS:
- 10 ABSENT:
- 11 ABSTAIN:

Lynn Paul Shoger, Chairman
Oceanside Historic Preservation
Advisory Commission

12 ATTEST:

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16 _____
Richard Greenbauer, Secretary

17 I, RICHARD T. GREENBAUER, Secretary of the Oceanside Historic Preservation Advisory
18 Commission, hereby certify that this is a true and correct copy of Resolution No. 2009-H02.

19 Dated: June 2, 2009

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