

ITEM NO.	4b(4)
MEETING DATE	4-13-10
APPROVED BY	
STAFF AUTHOR	<i>Linda Burke</i>
PLANNING MANAGER	<i>Douglas Dunlap</i>

CITY OF REDDING

REPORT TO THE PLANNING COMMISSION

DATE: March 31, 2010

CODE: L-010-390-750

APPLICANT: Dr. Everett Trevor

APPLICATION: Site Development Permit-Director Application
SDP-D-2-10

LOCATION: 1145 Whiskeytown Court and 2850 Foothill
Boulevard

REPRESENTATIVE: Sharrah Dunlap Sawyer, Inc.

Hearing notices mailed April 2, 2010. Site inspection on various dates by Linda Burke.

RECOMMENDATION

Staff recommends that at the conclusion of the public hearing, the Planning Commission deny the applicant's request to establish off-site employee parking at the Pilgrim Congregational Church (with access via Foothill Boulevard).

PROJECT DESCRIPTION

The applicant is requesting permission to establish off-site employee-only parking at the Pilgrim Congregational Church located at 2850 Foothill Boulevard. The purpose of the off-site parking is to support converting existing storage area to office use in an existing medical-office building located at 1145 Whiskeytown Court. Fifteen off-site parking spaces are proposed.

PARCEL SIZE The medical-office parcel is approximately 36,000 square feet in size (0.84 acre), and the church property is approximately 4 acres in size.

TERRAIN The office property is a sloping lot developed with a two-level building constructed into the hillside. The property is completely developed. The church property is developed with a church and parking lot of approximately 80 spaces located to the west and above the office building. The main parking field is, however, separated from the office property by an undeveloped hillside of native oak trees, natural grasses, and shrubs.

GENERAL PLAN DESIGNATION

Office property - "General Office"

Church property - "Residential, 2 to 3.5 units per acre"

ZONING DESIGNATION

Office property - "GO" General Office District

Church property - "RS-2" Residential Single Family District

SURROUNDING LAND USES

- ▶ North: Northern California Rehabilitation Hospital and office buildings adjacent to Eureka Way
- ▶ East: Office buildings, single-family homes
- ▶ South: Single-family homes
- ▶ West: Single-family homes

BACKGROUND

In 2006, Dr. Trevor was granted permission to construct a medical-office building at 1145 Whiskeytown Court (SDP-D-35-06). Whiskeytown Court is a cul-de-sac that provides access from Eureka Way to several medical and dental offices and to the Northern California Rehabilitation Hospital. To the south and above the office buildings is a single-family residential neighborhood along Foothill Boulevard that includes the Pilgrim Congregational Church (Church). Due to the topography of the site, Dr. Trevor constructed a two-level building into the hillside, with a parking lot on the south side (uphill side) of the building accessing office space on the second floor and a parking lot on the north side (downhill side) of the building at the grade of the unfinished bottom floor. There is elevator and stairway access between the two floors.

Currently, the entire 6,600-square-foot second floor is utilized for medical office, while the first floor is used for storage and janitorial space. Parking for the building is provided at a ratio of 1 space for every 225 square feet of medical office and 1 space for every 1,250 square feet of storage, for a total of 35 spaces. Dr. Trevor acknowledged at the time the building was being built that additional office space would not be permitted on the first floor unless additional parking was provided to meet Parking Ordinance requirements. He now wishes to convert 4,300 square feet of the storage area to medical-office use. The applicant's representatives have indicated that Dr. Trevor has attempted to purchase adjoining land to meet the additional parking requirement, but to no avail. There is a provision in the Parking Ordinance that allows for up to 30 percent of the parking requirement for a commercial use to be provided off-site, subject to approval of a site development permit. In this case, the applicant has requested to utilize 15 existing parking spaces at the adjacent Church.

The attached site plan/aerial photograph illustrates the parking location in relation to the office building. Dr. Trevor's office is identified as "RESTA Office Building."

A pedestrian path is proposed between the medical-office building and the parking lot. However, there is no direct vehicular access to the parking lot from Dr. Trevor's property on Whiskeytown Court. Vehicular access to the church parking lot is through the neighborhood above Whiskeytown Court, as shown on the attached land use map (Attachment "C"). The applicant has proposed that the off-site parking lot be used for employees only from 6 a.m. to 6 p.m., Monday through Friday. A component of Dr. Trevor's practice is a 24-hour sleep-disorder center; however, very few patients or employees are in the building at night. Therefore, the existing on-site parking is sufficient after 6 p.m.

The Development Services Director has the authority to act upon a site development permit at this level; however, due to the amount of public comment during processing of the application, the Director elected to refer the permit to the Board of Administrative Review (Board) for consideration.

After conducting a public hearing at the March 24, 2010, meeting, the Board Chairman (Commissioner Young) forwarded the application to the Planning Commission for its full consideration.

ISSUES

The issue before the Commission is whether to approve the off-site parking in conjunction with the proposed office expansion.

Reasons to allow the request would include:

- ▶ *Common use of an underutilized parking lot.* Church parking is mainly utilized to accommodate large gatherings on weekends and is typically underutilized during the week. Allowing use of the existing off-site parking would be a more efficient use of the land and eliminate the need to construct a new parking lot for the medical-office building. Parking lots intended for adjacent commercial use are an allowable use in a residential district with a site development permit.

Reason to deny the use would include:

- ▶ *Additional traffic introduced to the residential neighborhood.* Up to 15 employees would use Foothill Boulevard to access the Church parking lot in the mornings and evenings and possibly at lunch time. The City's General Plan Transportation Element, Goal T5, speaks to protecting residential neighborhoods from excessive through traffic, with underlying policies designed to route traffic around the perimeter of neighborhoods and to avoid local streets becoming overburdened.

Foothill Boulevard, in the area of the church, is somewhat unusual in that it functions not only as a residential street with garages and driveways that back out into the street, but also as a collector street, due to the fact that it provides access between Placer Street and Eureka Way via Pleasant Street. The street also provides access to an elementary school, for which traffic volumes are anticipated to be higher. The Transportation Element of the City's General Plan identifies an average daily trip rate of 2,000 to 3,000 as a typical upper limit for traffic volumes on a residential street. Most recent traffic counts on Foothill Boulevard are 2,252 daily trips west of Almond Avenue and 1,783 daily trips where it becomes Manzanita Hills Avenue. Both counts were taken in December 2005, after the Shasta Street connection to Downtown was made at Manzanita Hills Avenue, but before the recent connection of Foothill Boulevard to Lakeside Drive.

PUBLIC COMMENT

Staff received two letters from Philip and Carol Grauel expressing concerns regarding noise, lighting, and security issues that may be associated with the off-site access path. The letters also expressed concern that the only access to the off-site parking would be through a residential neighborhood. Additionally, two sets of photos reflecting overflow parking from Manzanita Elementary School and Church events were submitted, as well as a letter of petition against commercial parking signed by 34 residents of the surrounding neighborhood. Staff determined that the photos of the Church parking lot were taken on a Saturday during a funeral. The Grauel's home sits immediately above Dr. Trevor's office and is accessed from Foothill Boulevard.

All those who signed the petition, and those within the 300-foot legal-noticing boundary of the application, were invited by the applicant's representative to attend a neighborhood meeting with the applicant and staff held on Thursday, March 18, 2010, to discuss the proposal. Two residents attended the meeting, Mr. Grauel and one other property owner whose home is located on Foothill Boulevard, west of the church. Their main concern was the introduction of additional traffic in the neighborhood. They felt that the proposal would further exacerbate an existing traffic and parking problem along Foothill Boulevard that is associated with Manzanita Elementary School, special events at the Church, and also through traffic between Placer Street and Eureka Way. There are approximately 30 homes that front Foothill Boulevard or Manzanita Hills Avenue in the vicinity of the Church between Eureka Way and Manzanita School.

At the Board meeting, in addition to Mr. Grauel, two other neighbors spoke to existing neighborhood traffic issues due to the school and the connection of Lakeside Drive to Buenaventura Boulevard. They felt that commercial access and parking should be kept in the commercial area. Also at the meeting, a petition signed by an additional 12 residents opposed to the application was submitted by Mr. Grauel.

ENVIRONMENTAL DETERMINATION

Staff has determined that the site development permit is exempt under California Environmental Quality Act Guidelines (CEQA) Section 15303, *New Construction or Conversion of Small Structures*.

PLANNING COMMISSION AUTHORITY

The Planning Commission has the authority to review and approve or deny site development permits that have been forwarded to them for review, pursuant to Section 18.13 of the Zoning Code.

CONCLUSIONS AND RECOMMENDATION

This is not the typical off-site parking arrangement. Although the parking spaces are in close walking proximity to the business they support, the vehicle travel distance is much greater and traverses through streets with fronting residential homes. Any concern for location confusion that may be caused by this separation between the office and parking lot, or for the amount of traffic, is to a degree mitigated by the limited use of the lot by employees only. That being said, the off-site parking proposal places some amount of commercial-related traffic on what is primarily a residential street, something that planning efforts typically strive to avoid.

Use of an underutilized parking lot is a valid reason to support off-site parking; however, in this case, it is not necessary to realize reasonable use of the office-building site or address an unusual circumstance. The building is fairly new, the site currently meets the Parking Ordinance requirements for number of spaces, and the owner was aware of the limitation on use of the lower floor when the building was constructed.

Staff has also considered that the Church and Dr. Trevor have the option of coming to agreement for construction of new parking on the Church property immediately adjacent to Dr. Trevor's property. This area of the Church property has direct access to Whiskeytown Court, eliminating the need to

use Foothill Boulevard, and is topographically separated from the existing Church and parking lot. Use of this property by Dr. Trevor could be achieved through an easement agreement with the Church or property-line adjustment; however, staff has been advised that the Church has previously voted against any land acquisition through a property-line adjustment.

In view of the potential impacts to the neighborhood caused by additional traffic on residential streets already atypical with traffic due to unique circumstances, the staff is recommending denial of the application based upon an inability to make the necessary findings for approval as delineated below.

REQUIRED FINDINGS

1. *That the proposed use will not be detrimental to the health, safety, peace, morals, comfort, and general welfare of persons residing or working in the neighborhood of the proposed use.* In staff's opinion, additional traffic on Foothill Boulevard and Manzanita Hills Avenue caused by the project will unnecessarily add to existing neighborhood traffic issues.
2. *That the proposed use will not be injurious or detrimental to the general welfare of the city.* Staff does not believe the use would be detrimental to the general welfare of the city.
3. *That the proposed use is consistent with the policies and goals established by the General Plan and the Zoning Code.* Off-site parking is provided for by the Parking Ordinance; however, General Plan policy discourages commercial-related traffic in residential districts.
4. *The proposed use and project design are consistent with the Design Guidelines established by resolution of the City Council in accordance with Section 18.40.050, Design Guidelines.* This finding does not apply in this case.

CONDITIONS

If the Planning Commission is inclined to approve the request, a draft set of conditions of approval is attached to this report. They specify that parking is to be for employees only from 6 a.m. to 6 p.m. The conditions also specify requirements for construction and lighting of the access path.

ALTERNATIVES The following alternatives are offered for consideration:

1. Deny Site Development Permit-Director Application SDP-D-2-10. **(Staff Recommendation)**
2. Approve Site Development Permit-Director Application SDP-D-2-10 subject to the draft conditions of approval. The Commission should then also make the necessary findings for approval and find that the application is exempt from CEQA.
3. Approve Site Development Permit-Director Application SDP-D-2-10 subject to construction of a new parking facility with access from Whiskeytown Court. If the Commission chooses this alternative, staff would suggest elimination of Conditions 6, 7, and 8, and the addition of an administrative staff review of a final site plan to ensure compliance with all requirements of the City's off-street parking requirements.

ATTACHMENTS

- A. Site plan/aerial photo
- B. Draft conditions of approval
- C. Land use map
- D. Zoning map
- E. General Plan map
- F. Letter from Mr. and Mrs. Grauel, dated January 4, 2010
- G. Letter from Mr. and Mrs. Grauel, dated January 6, 2010
- H. Letter with photos from Phil Grauel, received March 9, 2010
- I. Letter with photos from Phil Grauel, received March 12, 2010
- J. Petition submitted prior to BAR hearing
- K. Petition submitted at the BAR hearing

LB:el

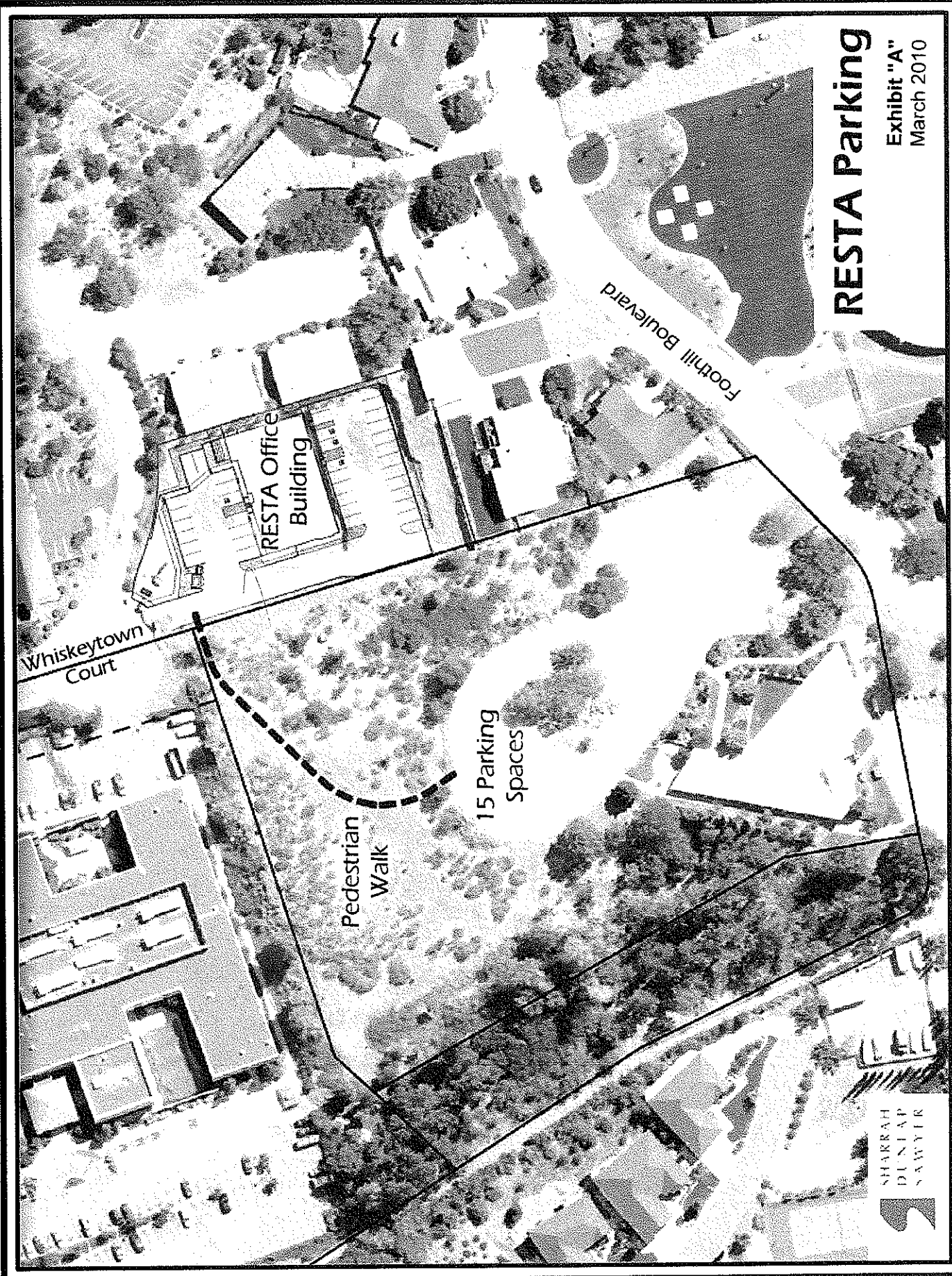
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c: Mike Dormer

Philip Grauel

RESTA Parking

Exhibit "A"
March 2010



SHARRAH
DUNLAP
SAWYER

ITEM 46(4)
ATTACHMENT A

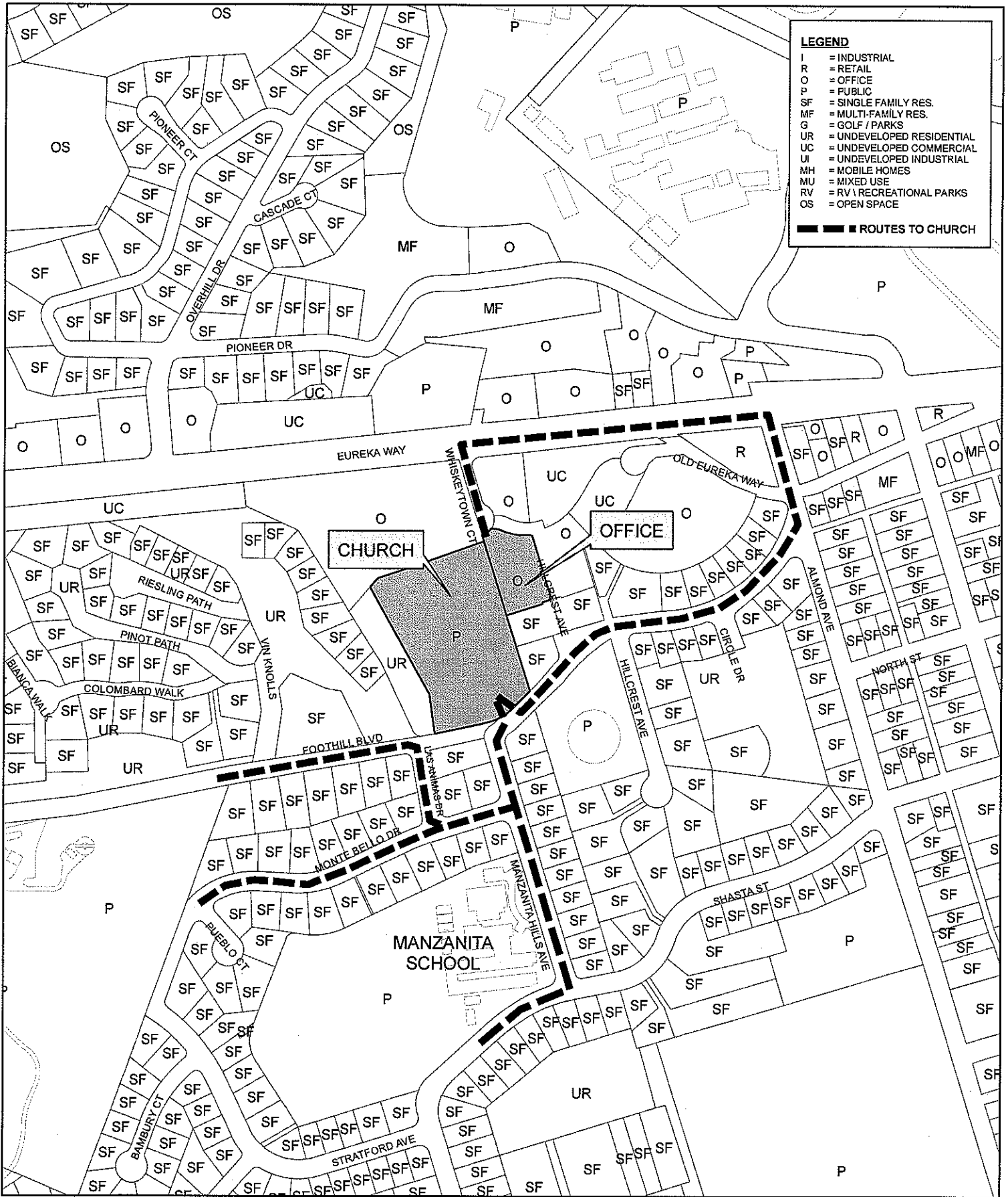
**Site Development Permit Application SDP-D-2-10
Draft Conditions of Approval**


General Requirements

1. Approval is granted to convert existing storage space on the bottom level of the existing medical building at 1145 Whiskeytown Court to medical-office use and to establish off-site parking for 15 employees at the Pilgrim Congregational Church (Church) at 2850 Foothill Boulevard in substantial conformance with the site plan approved by the Board of Administrative Review on March 24, 2010. Minor modifications may be approved by the Development Services Department; any substantial revisions will require either an amendment to this permit or a new site development permit.
2. In accordance with Chapter 18.11.100 of the Zoning Ordinance, the entitlement authorized by approval of this permit shall automatically expire 3 years from the date of approval, without further notice or action by the City, unless any one of the following occurs:
 - a. A building permit has been issued and substantial construction has occurred upon reliance of the entitlement as determined by the Development Services Director.
 - b. The use of the property specifically authorized by the entitlement has been established or commenced as determined by the Development Services Director.
 - c. Approval of the entitlement has been extended for 1 year by the Development Services Director.
3. The applicant is to note that the proposed use constitutes a change in the occupancy of a portion of the building and may require improvements to satisfy the California Building and Fire Codes. If such improvements are necessary, a building permit shall be obtained and all work completed prior to occupancy.
4. In accordance with Chapter 18.41 of the Redding Municipal Code, a minimum total of 50 parking spaces shall be provided for the medical-office building, including 5 spaces for the handicapped. This shall be satisfied by the existing 35 on-site parking spaces and 15 off-site parking spaces to be provided on the Church property. Lock facilities shall be provided for a minimum of 2 bicycles.
5. Prior to issuance of a building permit, a parking agreement shall be entered into between the property owner of the medical building and the Church for long-term use of 15 parking spaces on the Church property. The agreement document shall be reviewed by the Planning Division and the City Attorney for adequacy prior to recording. The agreement shall run with the land in perpetuity or for as long as the parking spaces are needed to fulfill the parking requirements of the medical-office building. The agreement shall be recorded prior to issuance of a building permit for conversion to the office space or for construction associated with the access path. A copy of the final recorded document shall be provided to the Planning Division.

ITEM 4b(4)
ATTACHMENT B

6. The 15 off-site parking spaces on the Church property shall be used for employees of the medical offices between the hours of 6 a.m. to 6 p.m. only. No client parking shall be allowed on the Church property, and all employee parking between the hours of 6 p.m. and 6 a.m. shall occur on the medical-building site.
7. Access from the off-site parking to the medical building shall consist of a 4-foot-wide asphalt path to be constructed in substantial alignment with the approved site plan, except that direct access shall be provided onto the medical-office site and shall not continue to the public street.
8. Lighting of the path shall be the minimum necessary to meet the requirements of the Redding Municipal Code between dusk and 6 p.m., and shall not be permitted after 6 p.m. Lighting of the path may be permitted to occur between 6 a.m. and dawn when necessary. Lighting is to be oriented or shielded in a manner to prevent light from being cast onto adjacent residences, and the point source of illumination shall not be visible from any residence. A lighting detail demonstrating how these requirements will be satisfied shall be submitted to, and be approved by, the Development Services Department prior to issuance of a building permit.



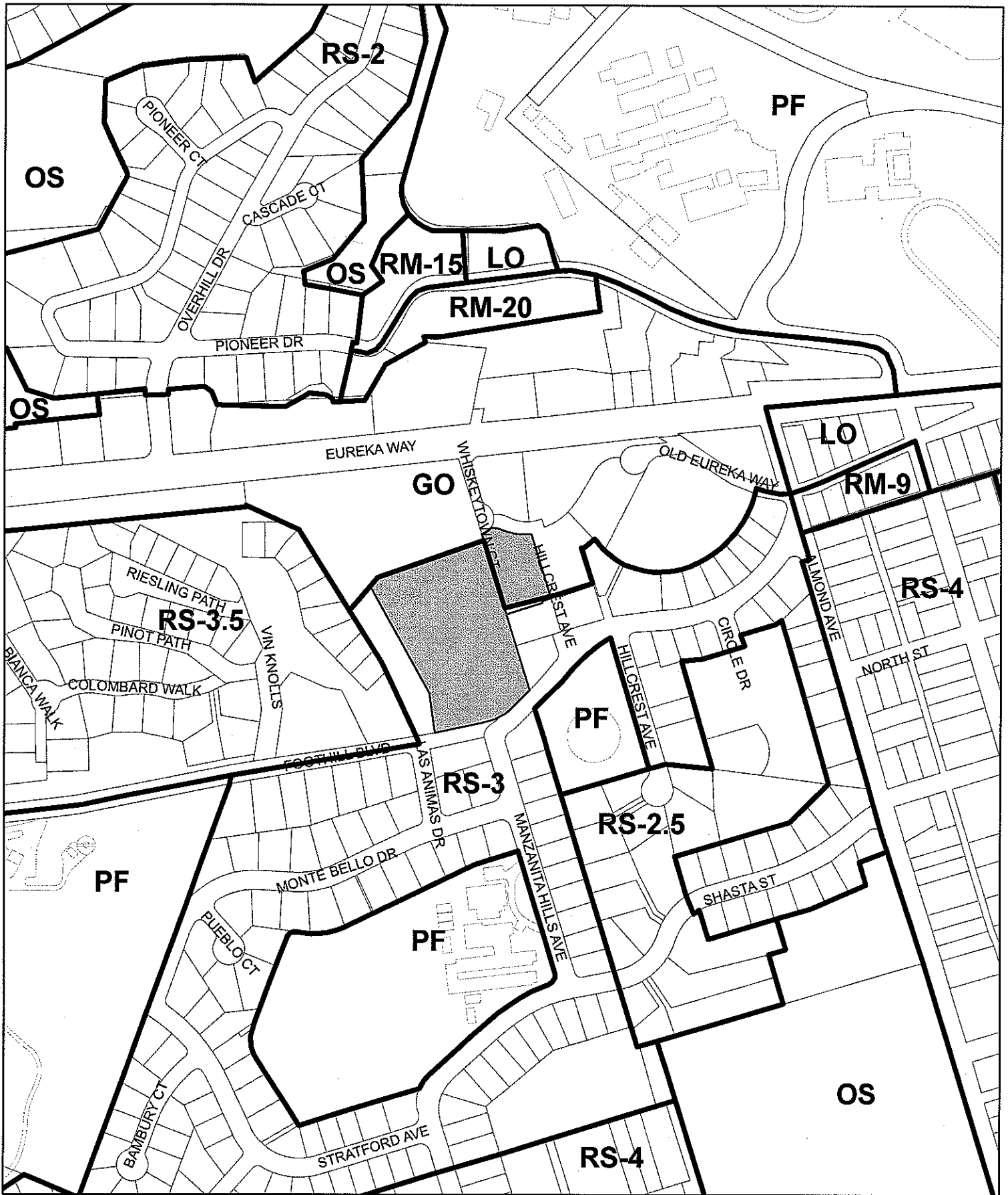
LEGEND	
I	= INDUSTRIAL
R	= RETAIL
O	= OFFICE
P	= PUBLIC
SF	= SINGLE FAMILY RES.
MF	= MULTI-FAMILY RES.
G	= GOLF / PARKS
UR	= UNDEVELOPED RESIDENTIAL
UC	= UNDEVELOPED COMMERCIAL
UI	= UNDEVELOPED INDUSTRIAL
MH	= MOBILE HOMES
MU	= MIXED USE
RV	= RV / RECREATIONAL PARKS
OS	= OPEN SPACE
 ROUTES TO CHURCH	



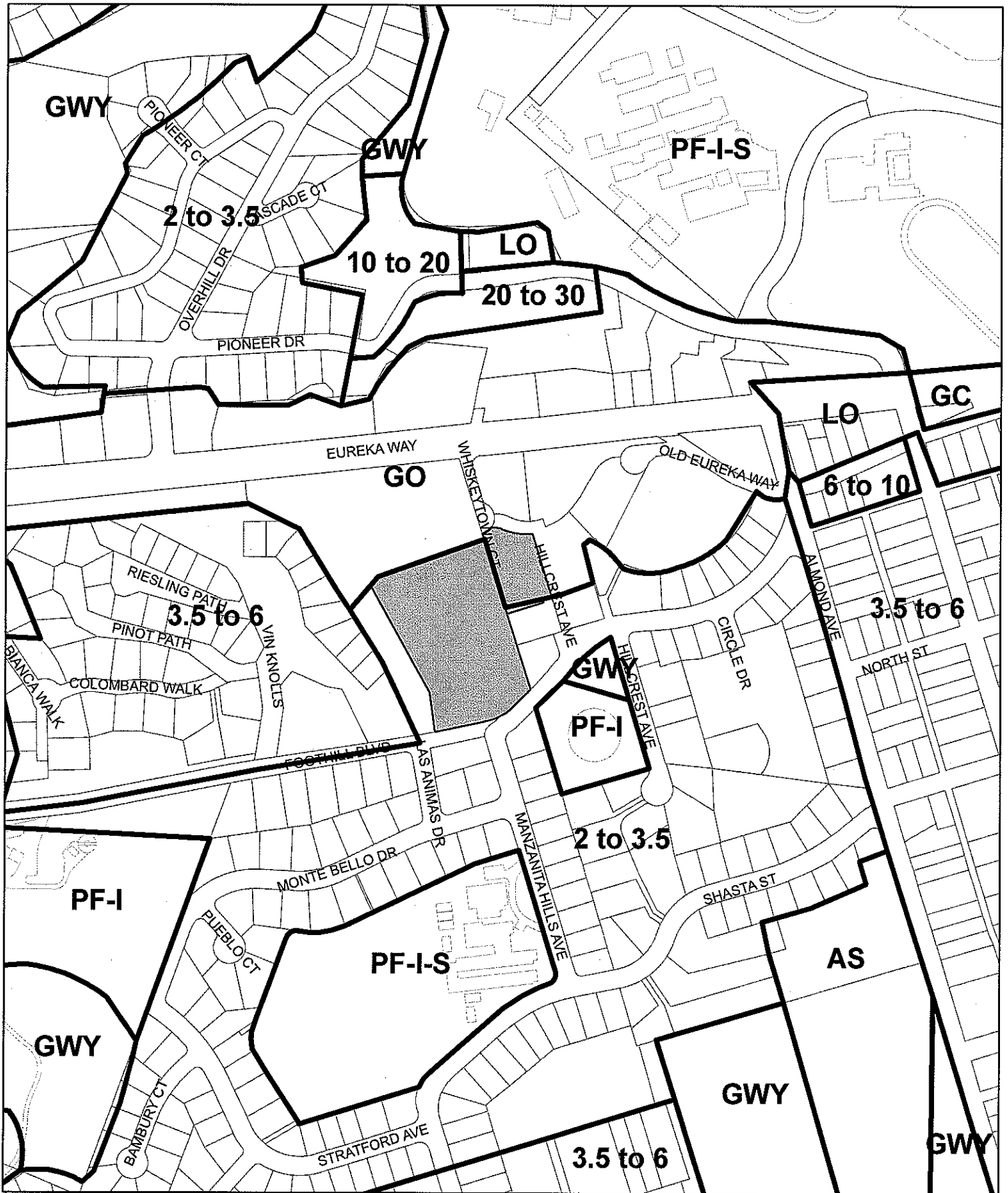
GIS DIVISION
 DEVELOPMENT SERVICES DEPARTMENT
 DATE PRODUCED:
 FEBRUARY 26, 2010
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LAND USE MAP
 SDP-D-02-10 \ RESTA
 2850 FOOTHILL BLVD & 1145 WHISKEYTOWN CT
 AP# 103-240-015 & 103-230-040

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	GIS DIVISION DEVELOPMENT SERVICES DEPARTMENT	ZONING MAP SDP-D-02-10 \ RESTA 2850 FOOTHILL BLVD & 1145 WHISKEYTOWN CT AP# 103-240-015 & 103-230-040	MTG. DATE: 4-13-10
	DATE PRODUCED: FEBRUARY 25, 2010		ITEM: 46(4)
			ATTACHMENT:
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	GIS DIVISION DEVELOPMENT SERVICES DEPARTMENT	GENERAL PLAN MAP SDP-D-02-10 \ RESTA 2850 FOOTHILL BLVD & 1145 WHISKEYTOWN CT AP# 103-240-015 & 103-230-040	MTG. DATE: 9-13-10
	DATE PRODUCED: FEBRUARY 25, 2010		ITEM: 4604
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RECEIVED
JAN 04 2010

January 4, 2010

DEVELOPMENT SERVICES DEPT.

Mr. Doug DeMallie
Director of Planning and Community Development
City of Redding

Subject: 1145 Whiskeytown Court
Re: 2850 Foothill Blvd.

I am against a sidewalk from 1145 Whiskeytown Court to 2850 Foothill Blvd. for the following reasons.

1. The City Council voted in 1983 to have a set back of 30 feet separating my property from commercial to the north. Mr. Perry pointed out that parking and buildings are a major concern of residence.
2. Building a walk way next to my property would not preserve the back yard privacy of adjoining single family lots.
3. Dr. Trevor's building is a 24 hour sleep center. This sidewalk would be used 24 hours a day and would require lighting. This would interfere with our privacy.
4. Skate boarders would love a 24 hour sidewalk. The noise and nuisance would be tremendous.
5. An environmental study in the drainage ditch to see what affect it will have on "our state bird nesting area".
6. This sidewalk would not add to the "blind side" security of my property.
7. Who will patrol the sidewalk on church property? When I call the police about noise and lights on the church property, they say it is an I P "Individual problem".

Sincerely,

Philip Grauel Carol Grauel

Philip and Carol Grauel

2800 Foothill Blvd.
Redding, CA 96001

241-8643

ITEM 4b(4)
ATTACHMENT F

January 6, 2010

RECEIVED
JAN 06 2010

Mr. Doug DeMallie
Director of Planning and Community Development
City of Redding

DEVELOPMENT SERVICES DEPT.

Subject: Pilgrim Congregational Church Parking Lot



The parking lot is located in a R-1 district. You must go through one of the R-1 areas to get to the parking lot.

1. Buenaventura to Lakeside Drive to Foothill Blvd.
2. Placer Street to Pleasant Street to Shasta Street to Manzanita Hills Street to Foothill Blvd.
3. Eureka Way to Almond Street to Foothill Blvd.

Each of these routes requires the traffic to drive in a residential area.

We are against promoting traffic and noise on a long term basis for commercial use in a residential area.

Sincerely,

Philip Grauel
Carol Grauel
2800 Foothill Blvd.
Redding, CA 96001
241-8643

ITEM 4 b(4)
ATTACHMENT 6

Mr. Doug DeMallie
Director of Planning and Community Development
City of Redding

Subject: Use of Pilgrim Congregational Church
parking by 1145 Whiskeytown Ct.

Enclosed are pictures of an OVERFLOW PARKING LOT
at the Pilgrim Congregational Church. We do not
want our residential area looking like Eureka
Way with cars parked on the highway. We do not
need their overflow on our streets.

Sincerely,



Phil Grauel
2800 Foothill Blvd.
Redding, CA 96001

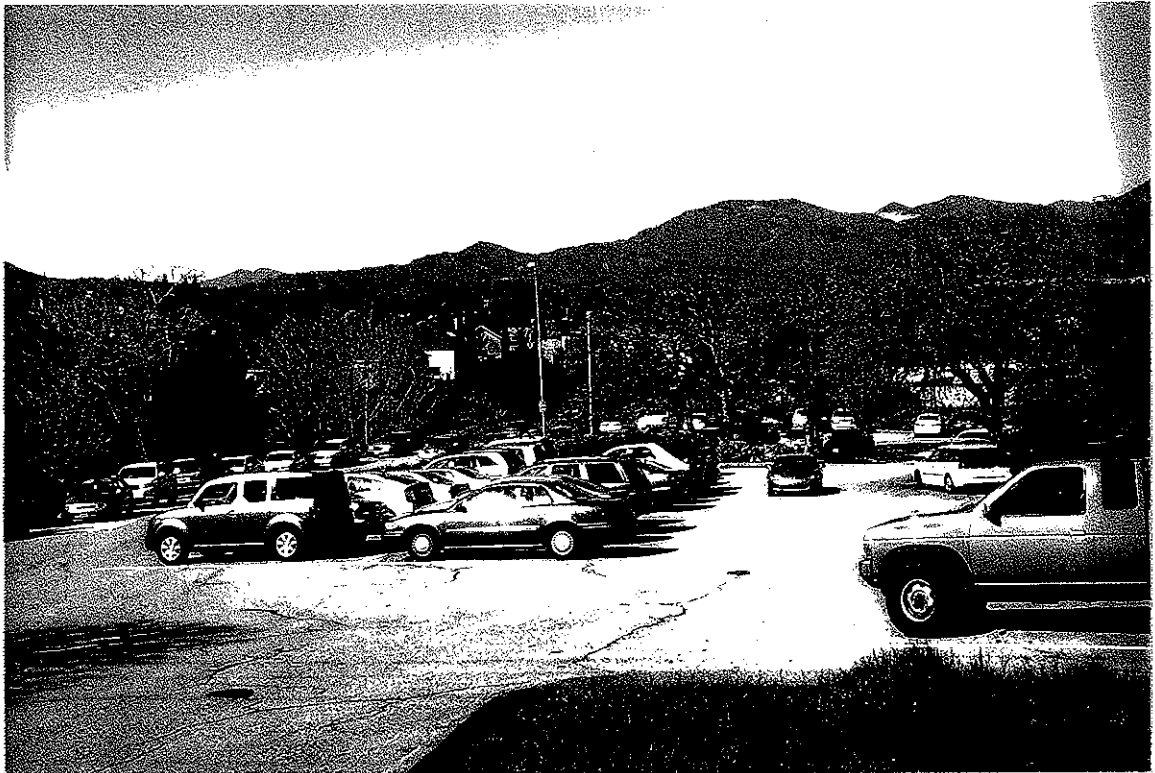
RECEIVED
MAR 09 2010

DEVELOPMENT SERVICES DEPT.

PHOTOS TAKEN 3/3/10
BY P. GRAUEL

ITEM 46(4)
ATTACHMENT A

Pilgrim Congregational Parking lot FULL



Lower Lot full with autos on street



Pilgrim Congregational Parking Entrance to the east with autos



Church parking lot to the west



Pilgrim Congregational parking entrance can not be viewed
because of knoll



RECEIVED
MAR 12 2010

DEVELOPMENT SERVICES DEPT.

Mr. Doug DeMallie
Director of Planning and Community Deveopment
City of Redding

Subject: Use of church parking lot by commercial
building located at 1145 Whiskeytown Ct.

Two years ago Manzanita Elementary School increased their enrollment by approximately 300 students. The new permanent building was placed in the school parking lot. Portable classrooms were brought in to handle the overflow of students.

Many teachers and parents now use the street for parking. Many of the automobiles extend all the way to the opening of the Pilgrim Congregational Church.

This problem happens every school day. All of this is caused by lack of adequate parking.

Enclosed are pictures that I took on March 10, 2010.

I am against any additional parking that could result in an overflow in our neighborhood.

Sincerely,


Phil Grauel

ITEM 46(4)
ATTACHMENT I

3/10/10

Pilgrim PARKING LOT ENTRANCE LEADING TO MANZANITA HILLS



MANZANITA HILLS LOOKING AT PILGRIM CHURCH PARKING LOT



MANZANITA HILLS LEADING TO MANZANITA ELEMENTARY SCHOOL



SHASTA STREET AND MANZANITA HILLS TO THE SOUTH



MONTE BELLO AND MANZANITA HILLS TO THE WEST



Mr. Doug DeMallie
Director of Planning and Community Development
City of Redding

Subject: Rezoning 2850 Foothill Blvd. known as
Pilgrim Congregational Church to
commercial

The following residents are against commercial parking
for the following reasons:

1. The church will need their parking for future church functions.
2. There is no commercial zone between Foothill Blvd. and Placer Street.
3. Vehicles would need to travel through residential area to get to church parking.
4. Once commercial, church could sell church as a dinner house and night club.
5. It would be impossible to police with vehicles coming and going day and night.
6. There is parking available for 1145 Whiskeytown Ct. that is zoned correctly.
7. Any policy change will be forever. Therefore, we must protect the peace and quiet of residential property.

Sincerely,

Phil Gravel
Carol Gravel

2800 Foothill Blvd
Redding, CA 96001

Copy of petition signed by
34 individual property owners

Exhibit "J"

The following residents are against locating a parking lot at the Pilgrim Congregational Church zoned Residential Single Family District for Dr. Trevor office building located at 1145 Whiskeytown Court.

<u>Name</u>	<u>Address</u>	<u>Signature</u>
Phil GRAUEL	2800 Foothill Blvd	Phil Grauel
Max Burch	3015 Stratford	Max Burch
CONNIE BURCH	3015 Stratford Ave	Connie Burch
Tim Marsh	3055 Stratford Ave	Tim Marsh
Julie Marsh	3055 Stratford Ave	Julie Marsh
Tamara Andrews	3050 Stratford Ave	Tamara Andrews
Catherine Kofford	3115 Stratford Ave	Catherine Kofford
Sachel Gato	3140 Stratford Ave	Sachel Gato
Lois HURLEY	3200 Stratford Ave.	Lois Hurley
Mary Hammer	3220 Stratford Ave.	Mary J. Hammer
Carol	3228 Stratford	Melvin E. Hammer
Joe Foley	3230 STRATFORD AVE	Joe Foley
DIANA CROWE	3310 STRATFORD AVE	Diana Crowe
Roberta Withrow	3320 Stratford Ave	Roberta Withrow
WEELEY JACKSON	1109 A STREET	WEELEY JACKSON
Ashley Bartow	2855 Foothill Blvd	Ashley Bartow
JENISE K. GROSS	1145 HILLCREST PLACE	Jenise K. Gross

Petition submitted at Board of Administrative Review

Exhibit "K"