

ITEM NO.	1
MEETING DATE	3-24-10
STAFF AUTHOR	Linda Burke
	<i>Linda Burke</i>

CITY OF REDDING  
**REPORT TO THE  
 BOARD OF ADMINISTRATIVE REVIEW**

**DATE:** March 19, 2010

**PERMIT NO.:** Site Development Permit-Director SDP-D-2-10

**APPLICANT:** Dr. Everett Trevor

**LOCATION:** 1145 Whiskeytown Court/2850 Foothill Boulevard

**PROJECT DESCRIPTION** The applicant is requesting permission to convert existing storage area to office use in an existing medical office building located at 1145 Whiskeytown Court, and for the establishment of off-site employee-only parking at the Pilgrim Congregational Church located at 2850 Foothill Boulevard.

**ZONING**

Office property "GO" General Office District  
 Church property "RS-2" Residential Single Family District

**EXISTING GENERAL PLAN DESIGNATION**

Office property General Office  
 Church property Residential, 2 to 3.5 units per acre

**SURROUNDING LAND USES**

**North** Northern California Rehabilitation Hospital and office buildings adjacent to Eureka Way  
**South** Single-family homes  
**East** Office buildings, 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 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 of the building accessing office space on the second floor, and a parking lot on the north 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 second floor is utilized for medical office, while the first floor is used for storage, with the exception of access to the building elevator 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. The doctor 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. 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 an agreement with the property owner and approval of a site development permit. In this case, the applicant has requested to utilize 15 existing parking spaces at the adjacent Church to meet the additional parking requirement to convert storage space to medical-office space.

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 walking path is proposed to be provided to the medical office building from the parking lot. However, there is no vehicular access to the parking lot from Whiskeytown Court. 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 on-site parking is sufficient after 6 p.m.

#### **PUBLIC COMMENTS RECEIVED BY STAFF**

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 residentially zoned neighborhoods. 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 Grauels' 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 on Foothill Boulevard. Their main concern was the introduction of additional traffic in the residential neighborhood. They felt 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.

### ISSUES

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.

The issue before the Board is whether to approve the off-site parking proposed with the office use.

Reasons to allow the use would include:

- ▶ *Common use of an underutilized parking lot.* Church parking is required to be constructed 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.

### AUTHORITY

The Development Services Director has the authority to review and approve or deny site development permits (Director level), pursuant to Section 18.13 of the Zoning Code. In this case, due to the amount of public comment, the Director has elected to refer the permit to the Board of Administrative Review for consideration; therefore, the Board now has the authority to review and approve or deny the permit.

**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*.

## CONCLUSION 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, staff acknowledges that 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 request approval of 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. In view of the lack of such necessity and the potential impacts to the neighborhood caused by additional traffic on residential streets already experiencing a higher degree of 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.

## 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.

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 located on a lower terrace, topographically separated from the existing Church and parking lot. Use of this property by Dr. Trevor could be achieved either by easement agreement with the Church or land acquisition through a property-line adjustment.

**CONDITIONS**

If the Board is inclined to approve the request, a draft set of conditions of approval are 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 Board should then also make the necessary findings for approval and find that the application is exempt from CEQA.
3. Refer the item to the full Planning Commission for consideration.

**ATTACHMENTS**

- A. Site plan
- B. Draft conditions of approval
- C. Land use map
- D. Zoning map
- E. Letter from Mr. and Mrs. Grauel dated January 4, 2010
- F. Letter from Mr. and Mrs. Grauel dated January 6, 2010
- G. Letter with photos
- H. Letter with photos
- I. Copy of Petition

LB:el

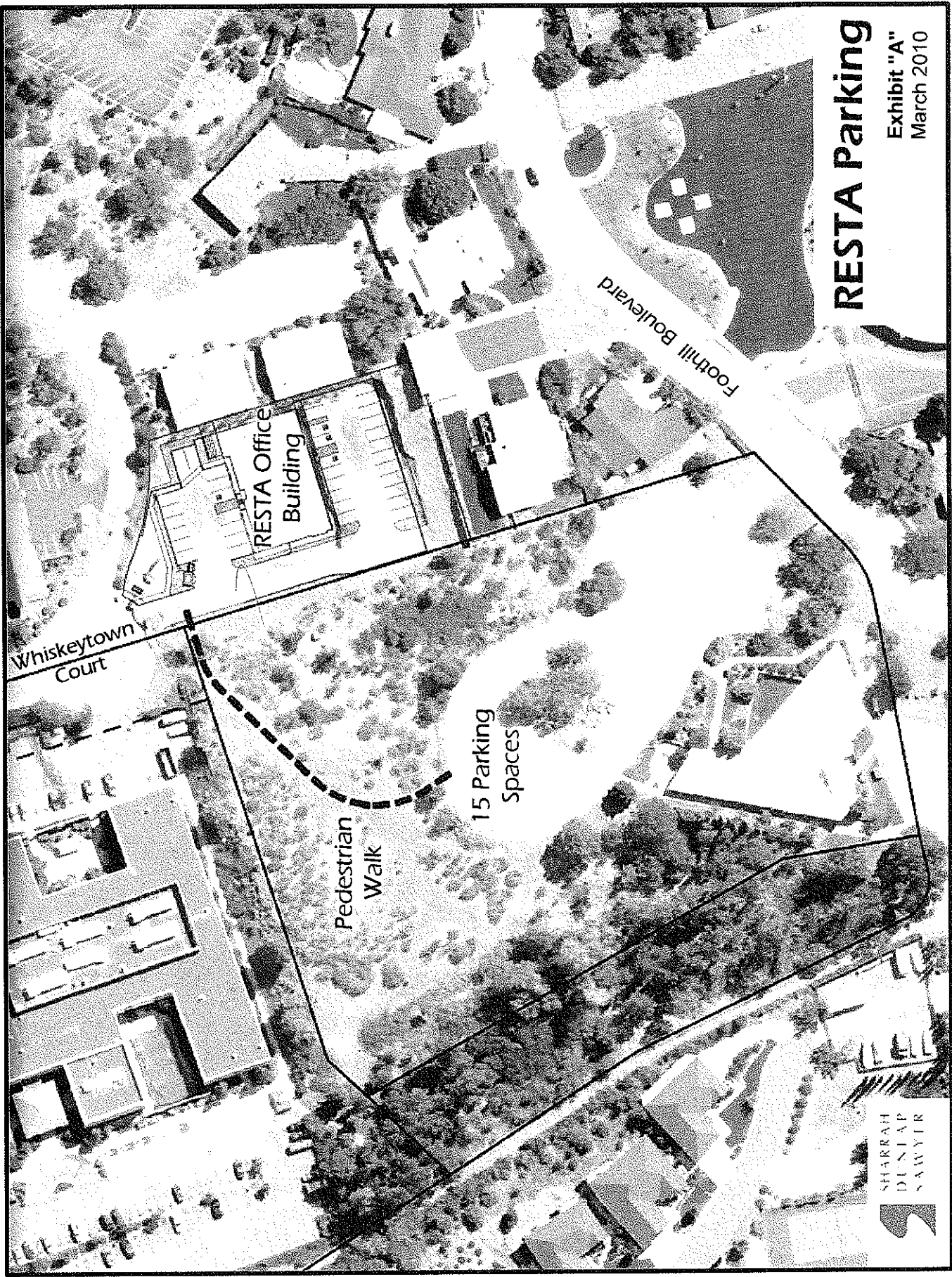
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c: Dr. Everett Trevor

Mike Dormer, Sharrah Dunlap Sawyer, Inc.  
Philip Grauel

# RESTA Parking

Exhibit "A"  
March 2010



SHARRAH  
DUNLAP  
SAWYER



March 18, 2010

Linda Burke

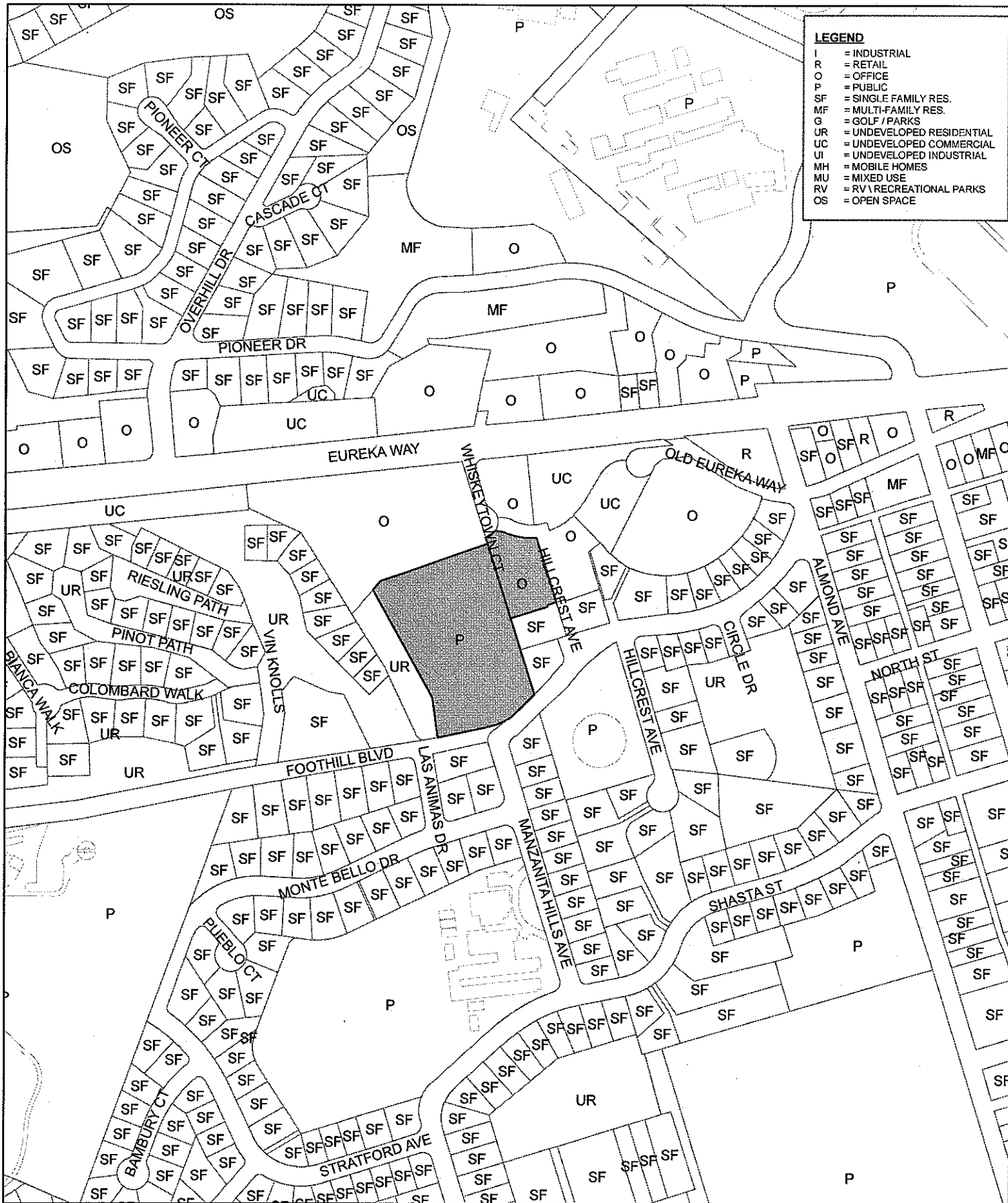
**Site Development Permit Application SDP-D-2-10  
Draft Conditions of Approval**

***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 1  
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.



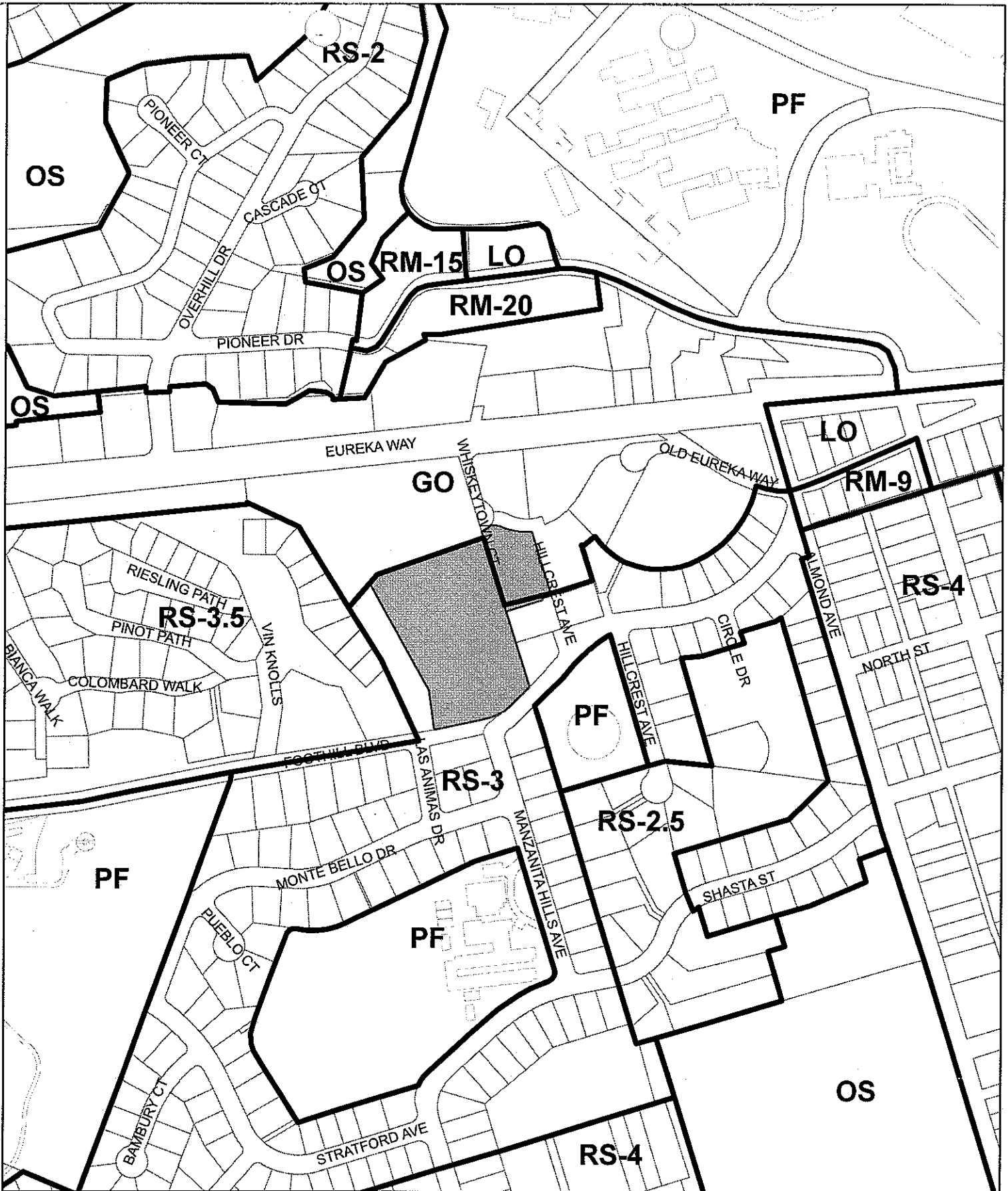
LEGEND	
I	= INDUSTRIAL
R	= RETAIL
O	= OFFICE
P	= PUBLIC
SF	= SINGLE FAMILY RES.
MF	= MULTI-FAMILY RES.
G	= GOLF / PARKS
UR	= UNDEVELOPED RESIDENTIAL
UC	= UNDEVELOPED COMMERCIAL
UI	= UNDEVELOPED INDUSTRIAL
MH	= MOBILE HOMES
MU	= MIXED USE
RV	= RV / RECREATIONAL PARKS
OS	= OPEN SPACE



**GIS DIVISION**  
 DEVELOPMENT SERVICES DEPARTMENT  
 DATE PRODUCED:  
 FEBRUARY 25, 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

MTG. DATE:  
 3-24-10  
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**GIS DIVISION**  
 DEVELOPMENT SERVICES DEPARTMENT

DATE PRODUCED:  
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**ZONING MAP**

SDP-D-02-10 \ RESTA  
 2850 FOOTHILL BLVD & 1145 WHISKEYTOWN CT  
 AP# 103-240-015 & 103-230-040

MTG. DATE:  
 3-24-10

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ATTACHMENT:  
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RECEIVED  
JAN 04 2010

DEVELOPMENT SERVICES DEPT.

January 4, 2010

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 1  
ATTACHMENT E

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


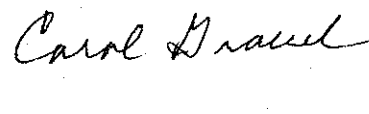
The parking lot is located in a R-1 district. You must go through one of the R-1 areas to get to the parking lot.

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 1  
ATTACHMENT F

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

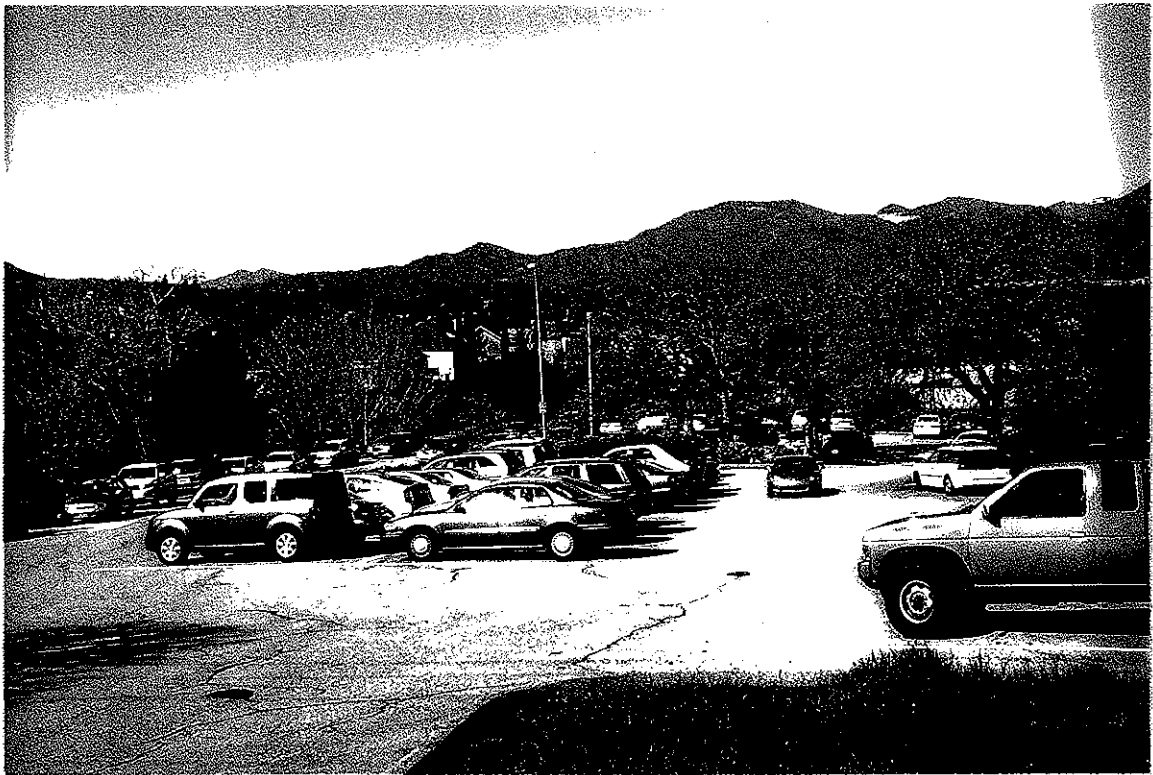
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MAR 09 2010

DEVELOPMENT SERVICES DEPT.

PHOTOS TAKEN 3/3/10  
BY P. GRAUEL

ITEM 1  
ATTACHMENT G

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.

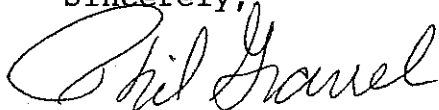
Many teachers and parents now use the street for parking. Many of the automobiles extend all the way to the opening of the Pilgrim Congregational Church.

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 1  
ATTACHMENT H

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 "I"