

**ITEM V-B:      **CONDITIONAL USE PERMIT AND DESIGN REVIEW PERMIT MODIFICATION – 8150 INDUSTRIAL BOULEVARD – BRIDGEWAY CHRISTIAN CHURCH – PL14-0389****

**REQUEST**

The applicant requests approval of a Conditional Use Permit and Design Review Permit Modification to allow a community assembly use (Bridgeway Christian Church) to operate within a General Industrial (M2) zone and to allow a small expansion of an existing building.

Applicant – Justin Storm, Bridgeway Christian Church  
 Property Owner – John Apostolos, Consolidated Communications

**SUMMARY RECOMMENDATION**

The Planning Division recommends that the Planning Commission take the following actions:

- A. Adopt the Mitigated Negative Declaration and Mitigation Monitoring Program,
- B. Adopt the three findings of fact for the Conditional Use Permit,
- C. Approve the Conditional Use Permit subject to eleven (11) conditions of approval,
- D. Adopt the two findings of fact for the Design Review Permit Modification, and
- E. Approve the Design Review Permit Modification subject to fourteen (14) conditions of approval.

**SUMMARY OF OUTSTANDING ISSUES**

There are no outstanding issues associated with this request. The applicant has reviewed and is in agreement with the recommended conditions of approval.

**BACKGROUND**

The 22.1-acre project site is located at 8150 Industrial Boulevard, approximately ¼-mile north of the intersection of Washington Boulevard and Industrial Avenue (see Figure 1). The site is located in the North Industrial Planning Area and is zoned General Industrial (M2) and has a land use designation of General Industrial (IND).

A church is allowed in this zone with a Conditional Use Permit. The site is fully developed with multiple buildings which are currently vacant, landscaping planters, a parking lot (including covered parking), and other structures. Development of the site was first approved in 1992 as part of a Use Permit for Site Review (SUP 91-65) for the construction of the Roseville Telephone Company campus. In June 1998 a Design Review Permit (DRP 97-65) to expand the Roseville campus was approved. Over the years, additional telecommunications equipment has

been added to the site, including dishes, antennas, and a wireless communication tower (cell tower). The company, which is currently known as Consolidated Communications, decided to move their operations. The office operations have already been moved to a building on Vernon Street in order to

**Figure 1: Location and Zoning**



allow marketing of the buildings and site. The corporation yard operations at the site will continue until a new tenant moves in. Bridgeway Christian Church desires to be this new tenant, and has applied for a Use Permit and a Design Review Permit Modification.

The project is within the boundaries of the Industrial Area East Neighborhood Association. The Industrial Area East Neighborhood Association is inactive. The project was referred to the Roseville Coalition of Neighborhood Associations to allow for early public notification.

## **EVALUATION**

In order to assist in the evaluation of the request, a summary of Bridgeway's proposed activities and hours of operation is provided below. Bridgeway's project description is provided as Exhibit A to this report. The site includes 207,782 square feet of building area, but Bridgeway proposes to occupy only two of the buildings—Buildings A and B, shown on Figure 2. Building A is 110,638 square feet, and will be used for church services, Sunday-school, general gatherings, and offices. Building B is 11,940 square feet and will be used for offices. Many interior modifications to the building will be made in order to suit Bridgeway's needs, but there will only be one minor exterior change to the building. The interior space which will be used for the sanctuary is 11,500 square feet, and Bridgeway proposes to expand it to 14,750 square feet by moving the north wall outward by 33 feet. Interior modifications will include moving walls to restructure the space for classrooms, the enlargement of the existing kitchen, and many facility upgrades to bring the building up to modern Fire and Building Codes. The submitted plans show two versions of the sanctuary, because moving the north wall will depend on budgetary constraints. The church may operate a smaller sanctuary until the budget allows for the expansion. The First Floor Plan exhibit shows a sanctuary with 875 seats, and is based on using the existing space without moving the wall, while the Expanded First Floor Plan exhibit shows a sanctuary with 1,375 seats that would result from the expansion.

**Figure 2: Buildings A & B**



Monday through Friday the site will generally be used for administrative purposes and for small-group adult classes, such as bible study, Christian education, fellowship meetings, and prayer meetings.

Small-group sessions could have as many as 250 attendees but would generally be much smaller. The bulk of these classes occur after 5 pm so that the programs do not conflict with the typical work hours of people who may wish to attend. The administrative component of Bridgeway operates Tuesday through Thursday from 9 am to 5 pm, and includes 35 employees.

Saturdays and Sundays would primarily be dedicated to worship services. The new sanctuary will have a capacity of 1,375 people, though based on current congregation numbers, Bridgeway expects that they will operate under capacity during most of the year. Bridgeway holds two services on Saturday and two services on Sunday. A typical service is 1.5 hours, leaving a 30 minute gap between services. Average attendance is as follows (figures for children are averaged):

Saturday 4 pm: 468 adults and 200 children  
Saturday 6 pm: 311 adults and 100 children  
Sunday 9 am: 660 adults and 250 children  
Sunday 11 am: 1,003 adults and 300 children

In addition to these regular services, Bridgeway typically offers expanded services for the Easter and Christmas holy days. This will usually involve the addition of two Friday night services and a Sunday sunrise service for Easter, and three Christmas Eve services. It is during these times that the sanctuary may approach or reach maximum capacity. Bridgeway also offers Vacation Bible School—a children’s program—for one week in July; the program is typically offered Monday through Thursday from 9 am to 3 pm. Vacation Bible School attendees range from pre-school (4 years) through 5<sup>th</sup> grade, with attendance ranging from 1,000 to 1,200 children. While the project includes Sunday school programs that operate during church services and the week-long Vacation Bible School, the project does not include a school or childcare program.

Any future expansion of the described operations would require a modification of the Use Permit, and any future exterior construction (changes, additions, or new buildings) would require a Design Review Permit.

### **EVALUATION–CONDITIONAL USE PERMIT**

The Planning Commission must make three findings pursuant to Section 19.78.060 of the Zoning Ordinance (listed below in ***bold italics***) to approve the Conditional Use Permit. A project analysis follows each finding.

#### ***1. The proposed use or development is consistent with the City of Roseville General Plan.***

The land use designation for the subject property is General Industrial (IND). The General Industrial land use designation is typically intended to provide for industrial uses that generate noise, vibration, odor, dust, smoke, and light. Such uses may not be compatible with residential and other sensitive receptors, which is why a Use Permit process is required for non-industrial uses locating in an industrial land use designation. This provides staff with an opportunity to review the project and the surroundings to determine compatibility. Primary uses in General Industrial areas include manufacturing, wholesale distribution, large storage areas and various other industrial uses. Secondary uses include retail and service commercial uses that are incidental and associated with large employment areas and industrial parks. While not listed specifically as a secondary use in the General Plan, the City’s Zoning Ordinance conditionally permits Community Assembly in the M2 zone district. The General Plan relies on the Zoning Ordinance, through the Conditional Use Permit process, to address and minimize conflicts via operational conditions.

Based on Bridgeway's proposed operations plan and as conditioned, staff has determined that Bridgeway Church is an appropriate use within the General Industrial land use designation on this site. Staff has determined this based on an examination of the surrounding uses, and of the site where the church is proposed. Property to the north and south is designated General Industrial. The property to the south is undeveloped, while the property to the north includes buildings occupied by uses such as Party Place and Arena Softball. The site is separated from properties to the east and west by Washington Boulevard and Industrial Avenue, respectively. The Bridgeway project is located on a self-contained site, and will not share access driveways or parking with any other adjacent uses. This will ensure that there will be no access or parking conflicts between Bridgeway Church and the neighboring properties or users. The church operations will also be interior, which will both prevent noise or other disturbances generated by the church from affecting nearby properties, and will also shield church activities from noise or disturbances generated on nearby properties.

***2. The proposed use or development conforms with all applicable standards and requirements of the City of Roseville Zoning Ordinance.***

Chapter 19.14 of the Roseville Zoning Ordinance identifies that Community Assembly uses are conditionally permitted within the M2 zone. For community assembly uses, the Roseville Zoning Ordinance does not establish any specific development standards except for parking requirements. Community assembly requires one parking space for every 50 square feet of non-fixed seats within the assembly area or one parking space for every three fixed seats within the assembly area. Additionally, one space per classroom is required.

The existing property contains 779 parking spaces. The sanctuary will include a maximum of 1,375 fixed seats, and at a parking ratio of one space for every three fixed seats, the project will require 458 parking spaces for the sanctuary uses. In addition to this, the project will include eight classrooms and a nursery. A total of 466 spaces are required based on the Zoning Ordinance standards. This leaves a parking surplus of 313 parking spaces. The Traffic Impact Study included as an attachment to the Initial Study (see Exhibit C) also included a parking analysis, which was based on the highest anticipated use of the site (peak demand). The analysis concluded there would be a peak parking demand of 540 spaces, leaving a surplus of 239 spaces. Staff finds that this project will conform to the standards and requirements of the City's Zoning Ordinance.

***3. The location, size, design and operating characteristics of the proposed use or development is compatible with and shall not adversely affect or be materially detrimental to the health, safety, or welfare of persons residing or working in the area, or be detrimental or injurious to public or private property or improvements.***

The site has been used as a professional office complex for many years. This use operated in a manner which was compatible with and not detrimental to the surrounding uses. Bridgeway Christian Church will likewise be able to operate from this site in a manner that is compatible with and not detrimental to the surrounding uses. The only operational characteristic which may have offsite effects is related to the shift in traffic that will occur. The Consolidated Communications traffic patterns were heaviest during typical commute times, while Bridgeway Christian Church traffic patterns will be heaviest during Saturday evenings and Sunday mornings.

Due to the large number of people entering and exiting the site within a small period of time, the City's Engineering staff required a traffic analysis for this project. Fehr & Peers was hired by the City to evaluate the site and determined that due to the large influx and outflow of vehicles within a small window of time, there could be spillover of queuing vehicles onto public roadways. Mitigation measures

have been applied via the Initial Study prepared for the project. The mitigation requires several measures, including on-site traffic control personnel and/or changing the service times so that there is a larger gap between services, and coordinating with the Engineering Division before holding large-attendance special events. These measures have been included in the attached Mitigation Monitoring Program (Exhibit D) and as conditions five (5) and six (6) of this staff report. These measures will ensure that adverse impacts to City facilities are avoided.

### **EVALUATION–DESIGN REVIEW PERMIT MODIFICATION**

The evaluation of the exterior building modifications has been based on the applicable development standards within the City’s Zoning Ordinance and the design standards of the Community Design Guidelines. Staff reviewed the proposal for consistency with all applicable standards and found the project to be consistent with the pertinent requirements and guidelines. Section 19.78.060 of the City of Roseville Zoning Ordinance requires that two findings be made in order to approve or conditionally approve a Design Review Permit Modification. The findings are listed below in ***bold italics***, and are followed by an evaluation.

- 1. The proposed modification is substantially consistent with the intent of the original approval.***
- 2. The proposed modification complies with all applicable standards and requirements of this title, with the applicable goals, policies and objectives set forth in the General Plan, the applicable Community Design Guidelines and the applicable Specific Plan.***

Bridgeway Church proposes an approximate 33-foot extension of Building A, to create the expanded sanctuary. The building extension is entirely within paved areas, and will not require the removal of any landscaping. Meanwhile, there are multiple layers of mature trees within the parking area that are between building A and Industrial Avenue; the trees screen the building from view. A condition has been included requiring that the expanded façade be consistent with the color, materials, and design of the existing building. The building expansion is very minor, will be consistent with the existing buildings, and is unlikely to be noticeable from the street. Staff has determined that the proposed modification is consistent with the intent of the original approval.

### **ENVIRONMENTAL DETERMINATION**

The Planning Division determined that the above project will not have a significant adverse effect on the environment, and proposes the adoption of a Mitigated Negative Declaration. This determination is based upon the findings of an Initial Study (Exhibit C), which concludes that mitigation to address potential traffic impacts is sufficient to avoid any substantial adverse effects. The Mitigated Negative Declaration was circulated for a 20-day public review period that began on December 19, 2014 and ended on January 8, 2015. To date, no comments have been received on the environmental document.

### **RECOMMENDATION**

The Planning Division recommends the Planning Commission take the following actions:

- A. Adopt the Mitigated Negative Declaration and Mitigation Monitoring Program for the **CONDITIONAL USE PERMIT AND DESIGN REVIEW PERMIT MODIFICATION– BRIDGEWAY CHRISTIAN CHURCH – 8150 INDUSTRIAL BOULEVARD – PL14-0389.**

- B. Adopt the three findings of fact as discussed in the staff report for the **CONDITIONAL USE PERMIT – BRIDGEWAY CHRISTIAN CHURCH – 8150 INDUSTRIAL BOULEVARD – PL14-0389**.
- C. Approve the **CONDITIONAL USE PERMIT – BRIDGEWAY CHRISTIAN CHURCH – 8150 INDUSTRIAL BOULEVARD – PL14-0389** subject to eleven (11) conditions of approval.
- D. Adopt the two findings of fact as discussed in the staff report for the **DESIGN REVIEW PERMIT MODIFICATION – BRIDGEWAY CHRISTIAN CHURCH – 8150 INDUSTRIAL BOULEVARD – PL14-0389**.
- E. Approve the **DESIGN REVIEW PERMIT MODIFICATION – BRIDGEWAY CHRISTIAN CHURCH – 8150 INDUSTRIAL BOULEVARD – PL14-0389** subject to fourteen (14) conditions of approval.

**CONDITIONS OF APPROVAL FOR A CONDITIONAL USE PERMIT AND DESIGN REVIEW PERMIT  
MODIFICATION**

1. The Conditional Use Permit shall be effectuated upon issuance of an occupancy permit by the Building Department. This permit shall expire on **January 22, 2017** if not effectuated by that time. Prior to said expiration date, the applicant may apply for an extension of time, provided that this approval shall not be extended beyond **January 22, 2018**. (Planning, Building)
2. The church operations and functions shall be operated in a manner consistent with the Operations Plan as provided in Exhibit A, which includes a capacity limitation of 1,375 attendees. The specific special event uses listed in the Operations Plan (Christmas Eve services, extra services during Easter, and Vacation Bible School) are permitted as part of this Conditional Use Permit. (Planning)
3. The project shall comply with all required environmental mitigation identified in the Initial Study for the Bridgeway Christian Church (Exhibit C and D). (Planning)
4. Applicant is hereby advised that surrounding properties are zoned for a broad range of heavy industrial uses, and currently contain existing industrial uses, and can accommodate substantial additional future industrial development. Such development can operate on a 24-hour daily basis.
5. Prior to occupancy, a Traffic Management Plan (TMP) shall be submitted to and approved by the Engineering Division. The TMP shall clearly detail the types of traffic control measures being implemented prior to and after services. Per the Bridgeway Christian Church Traffic Impact Study, prepared by Fehr & Peers, traffic control personnel shall be placed at the first internal intersections at the East Driveway and Southwest Driveway to manage the flow of traffic and ensure that inbound traffic does not spill back onto Washington Boulevard or Industrial Avenue. (Engineering)
6. Should on-site traffic management prove to be ineffective (i.e. inbound traffic has difficulty entering the site), then the City shall have sole discretion to require services to be moved from 30 minutes to 45 minutes apart. (Engineering)
7. Coordinate with the Engineering Division prior to holding any special events with an expected attendance exceeding 1,100 people, unless it is a special event which has occurred before, and for which prior coordination is documented. If requested by City staff, submit a traffic management plan to the Engineering Division for review and approval prior to holding the special event. (Engineering)

8. Permits required for any change in use, occupancy type, remodel of any structure, mechanical, plumbing, electrical, restrooms, accessibility, etc. must meet code in use at time of submittal. Current code is 2013 CBC. (Building)
9. The proposed change in use to a place of assembly may require the upgrade of the automatic fire alarm system depending on the final occupancy load calculated by the building official. The upgraded fire alarm system will have an impact on the entire building. All amendments, standards, policies and our fee schedule can be found on the City's web site [www.roseville.ca.us](http://www.roseville.ca.us) or contact Patrick Chew, Senior Fire Inspector, at 916-774-5823 or [pchew@roseville.ca.us](mailto:pchew@roseville.ca.us) with the Fire & Life Safety Division for information. (Fire)
10. The required fire department access with a turning radii of 30 and 50 feet respectively shall be continued without interruption similar to our typical driving patterns. This is especially critical at all entry points and interior parking aisles to this complex in which our drivers are expected to maneuver our apparatuses without obstructions. All amendments, standards and policies can be found on the City's web site [www.roseville.ca.us](http://www.roseville.ca.us) or contact Patrick Chew, Senior Fire Inspector, at 916-774-5823 or [pchew@roseville.ca.us](mailto:pchew@roseville.ca.us) with the Fire and Life Safety Division for information. (Fire)
11. Adequate radio coverage (800MHz) shall be provided within all buildings for public safety agencies, as required by Roseville Municipal Code and the California Fire Code. A field test shall be provided by a person in possession of a current FCC License, or a current technician certification issued by the Associated Public-Safety Communications Officials International (APCO), or the National Association of Business and Educational Radio (NABER). The building owner shall retain all test records on the inspected premises and a copy shall be submitted to the Fire Department officials.

Adequate radio coverage shall include all of the following:

- a. A minimum signal strength of 95 dBm available in 90% of the area of each floor of the building when transmitted from the closest City of Roseville Radio Communication site.
  - b. A minimum signal strength of 95 dBm received at the closest City of Roseville Communication site when transmitted from 90% of the area of each floor of the building.
  - c. The frequency range that must be supported shall be 821–824 MHz and 866–869 MHz.
  - d. A 100% reliability factor. (Fire, Police)
12. The design and installation of all fire protection equipment and/or hazardous materials shall conform to the California Fire Code and the amendments adopted by the City of Roseville, along with all standards and policies implemented by the Roseville Fire Department. All amendments, standards, policies and our fee schedule can be found on the City's web site [www.roseville.ca.us](http://www.roseville.ca.us) or contact Patrick Chew, Senior Fire Inspector, at 916-774-5823 or [pchew@roseville.ca.us](mailto:pchew@roseville.ca.us) with the Fire Prevention Division for information. (Fire)

#### **CONDITIONS OF APPROVAL FOR A DESIGN REVIEW MODIFICATION**

1. This design review permit modification approval shall be effectuated within a period of two (2) years from **January 22, 2015** and if not effectuated shall expire on **January 22, 2017**. Prior to said expiration date, the applicant may apply for an extension of time, provided this approval shall not be extended beyond **January 22, 2018**. (Planning)
2. The project is approved as shown in Exhibit B and as conditioned or modified below. (Planning)

3. The project shall comply with the originally-approved Conditions of Approval for the project (DRP 97-65, see Attachment 1), as applicable, and except as modified by these Conditions. (Planning)
4. The design, materials, and color of the building addition shall be consistent with the existing building. (Planning)
5. Any roof-mounted equipment and satellite dishes proposed shall be shown on the building plans. The equipment shall be fully screened from public streets and the surrounding properties. (Planning)
6. A Sign Permit is required for all project signs. (Planning)
7. All landscape material shall be maintained in a healthy and weed free condition; dead plant material shall be replaced immediately. All trees shall be maintained and pruned in accordance with the accepted practices of the International Society of Arboriculture (ISA). (Planning)
8. Once this common work location generates 50 or more employees, the property owner shall prepare a new Transportation Systems Management (TSM) plan and agreement to be reviewed and approved by the Transportation Commission. (Alternative Transportation)
9. Install a bench under the canopy at the main entrance to be used as a waiting area for Dial-A-Ride service. (Alternative Transportation)
10. The applicant shall pay City's actual costs for providing plan check, mapping, GIS, and inspection services. This may be a combination of staff costs and direct billing for contract professional services. (Public Works, Environmental Utilities, Electric, Finance)
11. The design and construction of all improvements shall conform to the Design and Construction Standards of the City of Roseville, or as modified by these conditions of approval, or as directed by the City Engineer. (Public Works)
12. The applicant shall not commence with any on-site improvements or improvements within the right-of-way until such time as grading and/or improvement plans are approved and grading and/or encroachment permits are issued by the Department of Public Works (Public Works)
13. It is the developer's responsibility to notify PG&E of any work required on PG&E facilities. (PG&E)
14. The project is subject to the noise standards established in the City's Noise Ordinance. In accordance with the City's Noise Ordinance project construction is exempt between the hours of seven a.m. and seven p.m. Monday through Friday, and between the hours of eight a.m. and eight p.m. Saturday and Sunday. Provided, however, that all construction equipment shall be fitted with factory installed muffling devices and that all construction equipment shall be maintained in good working order. (Building)

**Attachments**

1. DRP 97-65 Conditions of Approval

**Exhibits**

- A. Operational Description
- B. Site Plans (Basement, First Floor, Second Floor, and Enlarged Sanctuary)
- C. Initial Study and Mitigated Negative Declaration for Bridgeway Christian Church
- D. Mitigation Monitoring Program

**Note to Applicant and/or Developer:** Please contact the Planning Division staff at (916) 774-5276 prior to the Commission meeting if you have any questions on any of the recommended conditions for your project. If you challenge the decision of the Commission in court, you may be limited to raising only those issues which you or someone else raised at the public hearing held for this project, or in written correspondence delivered to the Planning Manager at, or prior to, the public hearing.