



Planning Commission Staff Report

October 27, 2010
Item 5.a.

SUBJECT: PCUP-274

APPLICANT: Tri-Valley Bread of Life Christian Church

PROPERTY OWNER: 6678 Corporation

PURPOSE: Application for a Conditional Use Permit to establish a religious facility within an existing building.

GENERAL PLAN: Business Park (Industrial/Commercial and Office)

ZONING: Planned Unit Development – Industrial/Commercial-Office (PUD-I/C-O)

LOCATION: 6678 Owens Drive

EXHIBITS:

- A. Draft Conditions of Approval
- B. Proposed Plans and Applicant Narrative
- C. Letter from Pleasanton Park Owners Association
- D. Location Map
- E. Noticing Map

BACKGROUND

Tri-Valley Bread of Life Christian Church is proposing to locate a church at 6678 Owens Drive, Suite 102. Tri-Valley Bread of Life Christian Church is currently located in Dublin and is hoping to accommodate a larger congregation and move to a location in Pleasanton. The subject site is located within a Planned Unit Development (PUD) – Industrial/Office-Commercial zoning district. The applicant submitted for a Minor Modification to the PUD in order to establish religious facilities as a conditionally permitted use. This modification was administratively approved by the Director of Community Development and subsequently the applicant has submitted the subject conditional use permit application to establish a church at the subject location.

SITE DESCRIPTION

The church is proposed to be located within Pleasanton Park, an office and light-industrial commercial development. The subject building is located in the northwest area of the Pleasanton Park development and is directly south of Home Depot, east of

the Dublin San Ramon Services District biosolids treatment facility, and north of an office building. Residential uses are located further to the south of the subject property, but other buildings within Pleasanton Park and the Signature Center Business Park to the south provide substantial buffer between the subject site and these residential properties. The vicinity map (Figure 1) and the aerial photos (Figure 2) below provide spatial context of the subject site.

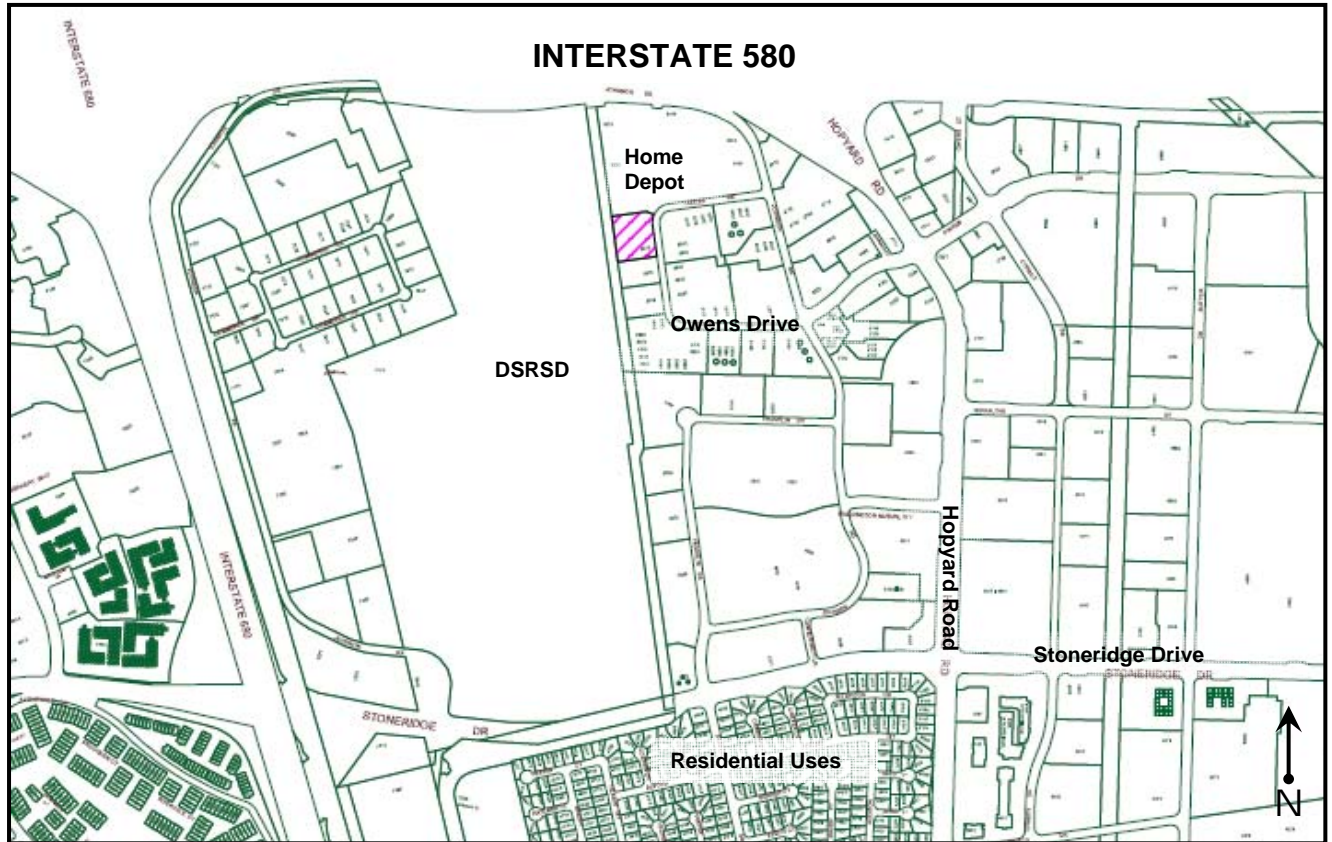


FIGURE 1: VICINITY MAP



FIGURE 2: AERIAL PHOTOS OF SUBJECT SITE (BING MAPS)

The church is proposed to be located within Suite 102 of the existing single-story, approximately 24,642-square-foot building. Photos of the subject property and partial views of the subject building are shown in Figure 3 below. A total of four suites compromise the building and parking is located near the front and rear of the building. Pedestrian entrances to all suites face Owens Drive, whereas vehicular access to the site is provided by two driveways from Owens Drive at the northeast and southeast corners of the site. Other businesses that are located within the building include: Key Impact Sales & Systems, Inc., Fiberstars, and Officia Imaging. The subject suite was most recently occupied by Litrex Corporation, for its administrative office and product quality control testing.

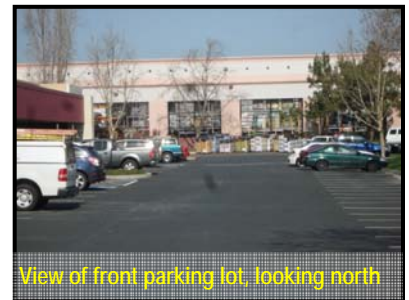
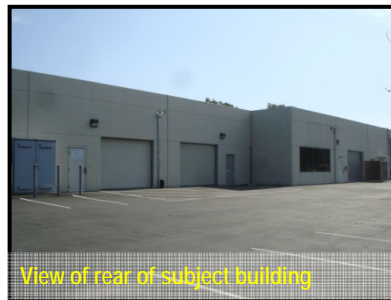
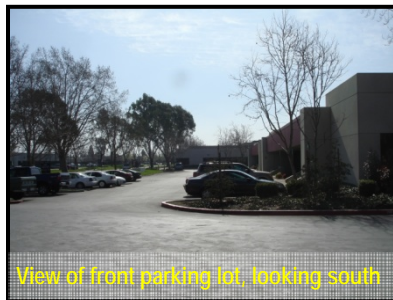


FIGURE 3: PHOTOS OF SUBJECT SITE

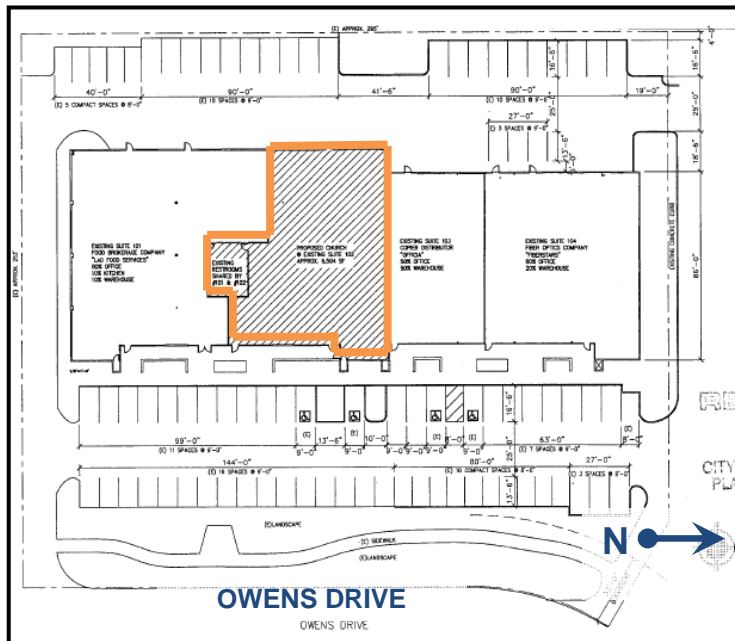


FIGURE 4: SITE PLAN

The church would occupy an approximately 6,500-square-foot suite within the 24,642-square-foot building. Figure 4 shows the site plan for the subject property, with the subject suite outlined in orange. The proposed suite, Suite 102, is an interior suite. The tenant space shares restroom facilities with the adjacent suite to the south, Suite 101. The proposed floor plan and interior improvements are discussed in detail in the “Project Description” and “Analysis” sections of this staff report.

PROJECT DESCRIPTION

The proposed conditional use permit is to locate a religious facility, a church, at the subject location. The applicant’s narrative is attached to this report and describes the proposed church use. The Tri-Valley Bread of Life Christian Church is currently located in Dublin and has a congregation of 70 people. The church proposed at the subject site

will also have 70 people, but the church hopes to grow to an ultimate size of 150 people within the next 5 years.

The operation of the proposed church will consist of several meetings during the week with a smaller group of people, such as a prayer meeting (approximately 10 people) or a bible study group (approximately 30 people). Most of the church’s congregation (currently 70 people and ultimately up to 150 people) will be present for worship services on Sundays. The church would also like to hold weddings (no receptions) and celebrate special holidays, such as Good Friday, Hallelujah Party, and Christmas Eve at the church. These events are much more infrequent than the regularly scheduled Sunday worship. Also, these special events would occur in the evenings on Saturdays.

As listed in the project narrative, the church will operate with the following hours, functions, and number of people:

Day(s) of the Week	Time	Activity	Number of People
Monday – Friday	9:00am – 5:00pm	Church Office	Up to 10 people, typically 1 person
Wednesday	9:00am – 12:00pm	Prayer Meeting	Approximately 10 people
Wednesday	7:30pm – 9:30pm	Prayer Meeting	Approximately 10 people
Friday	8:00pm – 10:30pm	Bible Study Group	Approximately 30 people
Saturday	10:00am – 4:00pm	Weddings, approximately 2 times per year	Up to 150 people
Saturday	6:00pm – 10:00pm	Special holidays	Up to 150 people
Sunday	10:30am – 12:00pm (set up is from 9:00am to 10:30am’ and clean-up and take-down will be complete by 1:00pm)	Worship	Up to 150 people

TABLE 1: PROPOSED OPERATION OF CHURCH

Figure 5 shows the floor plan and overall layout of the proposed church. As can be seen from the floor plan, the church space is divided into a children’s area, a nursery, adult classroom, main sanctuary, storage, office, kitchen/break room, a youth classroom and lobby area.

The children's area and nursery area will be used during Sunday worship or during bible study meetings. Children will be supervised in these areas when their parents are in attendance of Sunday worship or during a bible study session. The applicant has contacted California State Department of Social Services, Community Care Licensing Division (CCLD) regarding whether or not the proposed use would require a child care license. Since the children are in the same building as their parents, the CCLD has informed the applicant that a license will not be required. Services such as after-school day care or tutoring are not part of this proposal.

The Building Division has reviewed the proposed use, and based on occupancy, will require interior modifications to meet exiting requirements. The applicant will need to construct a new exit hallway that leads from the existing restroom facilities to the exterior of the building (highlighted with green in Figure 5). The Building Division has reviewed this plan and has concluded that the proposed hallway would meet the exiting requirement.

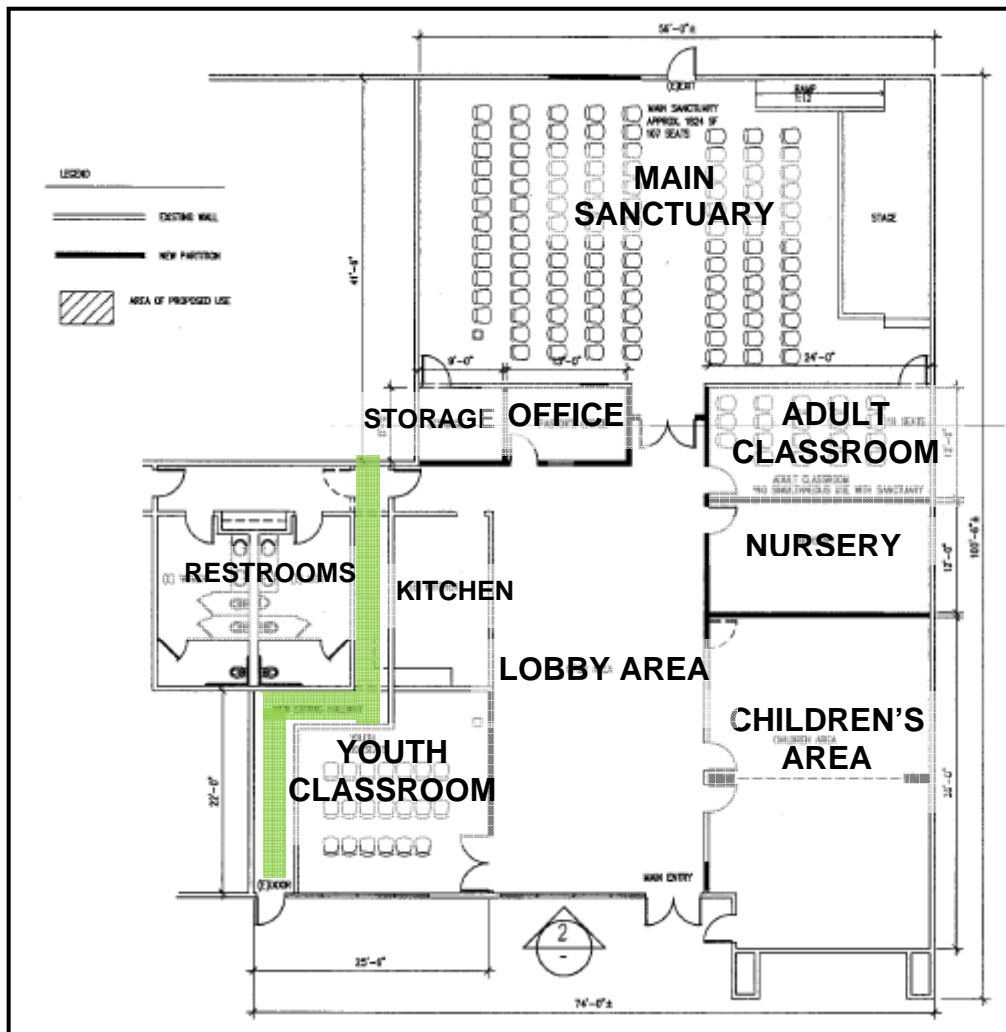


FIGURE 5: PROPOSED FLOOR PLAN

Exterior modifications are limited and only minor changes are proposed. Figure 6 shows the proposed front and rear elevations, which convey that the proposed exterior modifications include:

- (1) eliminating the roll-up door at the rear of the building and replacing it with stucco to match the existing building; and
- (2) modifying the entrance door so that they are double doors instead of a single door. The proposed door will match the existing door in appearance.

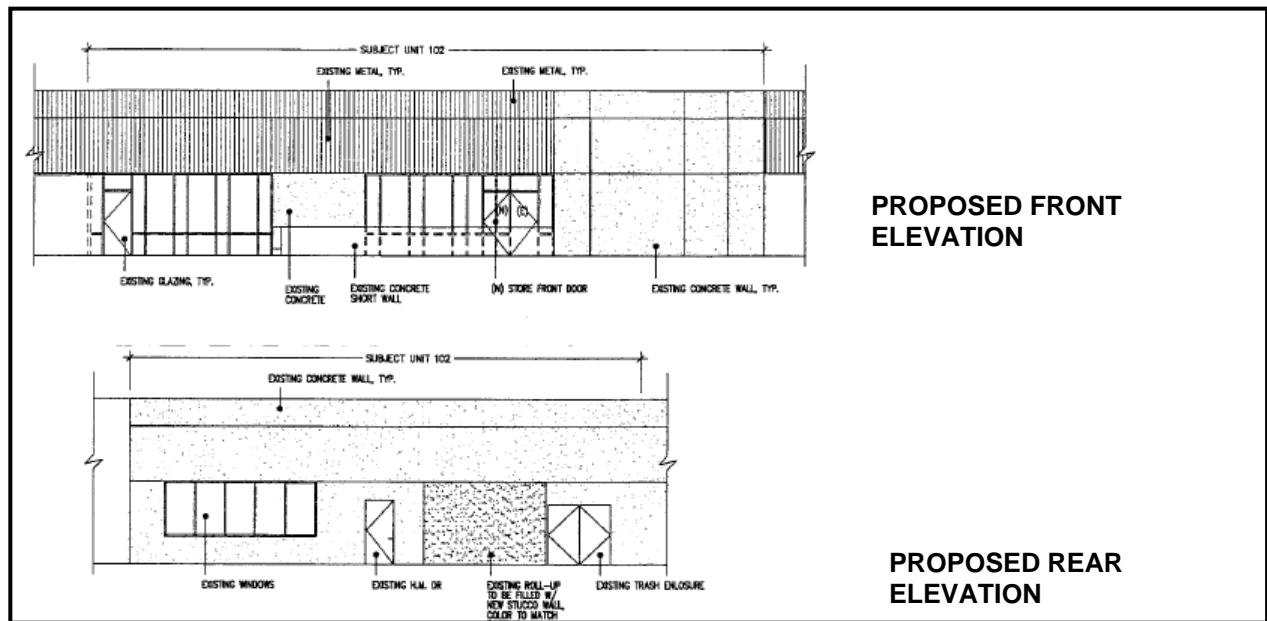


FIGURE 6: PROPOSED FRONT AND REAR ELEVATIONS

ANALYSIS

Conditional uses are those uses which, by their nature require special consideration so that they may be located properly with respect to the objectives of the Municipal Code and with respect to their effects on surrounding properties. In order to achieve these purposes, the Planning Commission is empowered to approve, conditionally approve, or deny applications for use permits. The following sections seek to provide analysis of the proposed use with respect to potential impacts to land use, parking, and noise.

Land Use

The subject site has a General Plan designation of Business Park (Industrial, Commercial, and Office) and is zoned Planned Unit Development – Industrial/Commercial–Office (PUD-I/C-O) District. In order to allow religious facilities as a conditionally permitted use, the applicant filed for a minor modification to the PUD. The minor modification has been administratively approved and the applicant has thus filed the subject conditional use permit application.

One of the primary concerns in reviewing a conditional use permit application is the effect of a proposed use on surrounding uses. The building that the church is proposed

to be located consists of office and light-industrial uses. The Home Depot store is located directly to the north and other commercial and light-industrial uses are located to the south and east. Most members of the church will attend special events scheduled for Saturdays and the regularly scheduled worship session on Sundays. The Home Depot is located on a separate parcel and has a separate parking lot for use by its customers. Given that the other businesses within the same building operate during regular business hours (7:30 a.m. to 5:30 p.m.), the proposed church use would be compatible with these businesses in that its peak use would occur when the other businesses in the building are not open. Religious facilities have become a common use in and around business parks and they are typically regarded as “good neighbors.” Also, the site is not close to residential uses and thus the church is not expected to cause negative impacts related to noise, parking, or other objectionable influences.

Parking

A total of 84 parking stalls are located on the subject property, including 4 accessible parking spaces. Since the size of the building is 24,642 square feet, the building was constructed at a parking ratio of 1 space per 293 square feet. The suite in which the church is proposed to be located is approximately 6,500 square feet, meaning that approximately 22 parking spaces are theoretically allocated to the church.

The Pleasanton Municipal Code requires parking for church uses to be based on either the number of fixed seats or the square footage of the tenant space. Churches, community centers, and other places of public assembly need to provide “one parking space for every six fixed seats or one space for each sixty square feet of floor area usable for seating if seats are not fixed in all facilities in which simultaneous use is probable.” The proposed church will not have fixed seating; however the main sanctuary and the youth room will have approximately 107 and 20 seats, respectively. The total number of seats between these two areas, 127, would result in a parking requirement of 22 spaces if the seats would have been fixed. This parking requirement is met by the 22 spaces that are theoretically allocated to the space based on the building size, suite size, and number of spaces located on the property.

The applicant has indicated that only the main sanctuary (1,900 square feet) and the youth room (450 square feet) will be used simultaneously. Based on this information, a requirement of 1 parking space required for each 60 square feet, and that the nursery, children’s area, lobby area, storage, and the pastor’s office will not generate independent parking demand, a total of 39 parking spaces would be required for the proposed use. Since the other businesses in the building would not operate during the Sunday service, all 84 onsite spaces would be available to accommodate this parking demand.

Staff also assessed the parking demand based on the number of people expected at peak times. There would be a maximum of 150 people present at peak times (Saturdays and Sundays) and the applicant has estimated the peak parking demand to be 67 vehicles (approximately 2.24 persons per vehicle). Based on staff’s experience

with other churches, the applicant's estimate of 67 vehicles is reasonable and the 84 onsite parking spaces would accommodate the estimated parking demand.

The hours of operation of the church differ from the other businesses in the building in that the times during which the church requires the greatest number of parking spaces are outside of regular business hours. Further, given that some members of the church will carpool and children will arrive with their parents, staff does not expect parking to be an issue. However, should parking problems occur in the future, staff has included a condition of approval that allows the Director of Community Development to refer the use permit back to the Planning Commission for possible mitigation measures.

Noise

A proposed conditional use must be in accord with the objectives of the Zoning Ordinance. One of those objectives is to "promote the stability of existing land uses that conform with the General Plan and to protect them from inharmonious influences and harmful intrusions." Most of the church's functions will not include amplified music. On Sundays during worship, however, the church will have singing and music that will be amplified using 6 speakers, each 3-inches in height. The speakers will be mounted on a column and are expected to be used for a half-hour during the worship services. Although the music and singing may be amplified, staff does not find that noise will be of concern to neighboring tenants and surrounding uses. A condition of approval requires all doors will remain closed during business hours (a notation has already been provided on the applicant's plans regarding this). Additionally, since the worship time for the church does not coincide with the hours of operation for the adjacent tenants, the singing and music will not result in an impact to these businesses. Residential uses are not located close to the project and thus the noise from the church use is not expected to be a concern to residents. Further, if noise becomes an issue, a condition of approval requires that the applicant may be required to install sound attenuating materials subject to the review and approval of the Community Development Director.

GENERAL PLAN CONSISTENCY

The Land Use Element of the General Plan states several goals, policies, and programs that support the proposed project.

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| Goal 2: | Achieve and maintain a complete well-rounded community of desirable neighborhoods, a strong employment base, and a variety of community facilities. |
| Program 2.2: | Encourage the reuse of vacant and underutilized parcels and buildings within existing urban areas. |
| Policy 13: | Ensure that neighborhood, community, and regional commercial centers provide goods and services needed by residents and businesses of Pleasanton and its market area. |

Staff finds that the intent of these policies is met by the proposed use in that the church will be occupying a suite within an existing building. The subject space is currently vacant and the church would be occupying a space that is currently not in use. Also, if approved, the church would provide a community facility and a service to the residents of the City. Overall, the use is compatible with other uses within the development and will not result in an impact to parking, noise, or land use.

PUBLIC NOTICE

The Pleasanton Park Owner's Association has provided a letter approving the proposed use. This correspondence has been attached to this report as Exhibit C.

Notices regarding the proposed Conditional Use Permit application and related public hearing were mailed to the surrounding property owners and tenants within a 1,000-foot radius of project site. A map showing the noticing area is attached to this report. The public notice was also published in *The Valley Times*. At the time this report was prepared, staff has not received any comments or concerns.

FINDINGS

The Planning Commission must make the following findings prior to granting the use permit:

A. That the proposed location of the conditional use is in accordance with the objectives of the zoning ordinances and the purpose of the district in which the site is located.

The objectives of the Zoning Ordinance include fostering a harmonious, convenient, workable relationship among land uses, protecting land uses from inharmonious influences and harmful intrusions, promoting a safe, effective traffic circulation system, and ensuring that public and private lands ultimately are used for the purposes which are most appropriate and beneficial to the City as a whole. The subject site is zoned PUD-I/C-O District and generally has the characteristics of the City's I-P (Industrial Park) District. One purpose of the Industrial Park District is to provide locations for uses that can operate in close proximity to commercial and residential uses with minimum mutual adverse impact.

Staff believes the proposed use as conditioned would be consistent with the zoning ordinance objectives in that it would provide religious services to the community. In addition, the operation of the church would not coincide with the hours of operation of neighboring tenants and thus the use would not result in an impact to parking, noise, or other objectionable influences. Other commercial and industrial uses provide a substantial buffer between the subject site and residential uses in the vicinity. Staff believes that this finding may be made.

B. That the proposed location of the conditional use and the conditions under which it would be operated or maintained will not be detrimental to the public health, safety, or welfare, or materially injurious to the properties or improvements in the vicinity.

Religious facilities are a common use within or near residential and commercial/industrial areas in Pleasanton. The City's past experience shows that these uses make "good neighbors." The church will operate inside a fully enclosed building and will not impact neighboring tenants or other businesses within the Pleasanton Park development in terms of parking, noise, or other objectionable influences. The hours of operation of the church differ from regular business hours and residential uses are not located in close vicinity of the proposed church. Further, the conditions of approval require the applicant to mitigate potential nuisances that may arise with the proposed use or possible future use. Staff believes that this finding may be made.

C. That the proposed conditional use will comply with each of the applicable provisions of the Municipal Code which apply to Conditional Uses.

The PUD zoning of the subject site permits the establishment of religious facilities subject to conditional use permit approval. The proposed use, as conditioned, would comply with applicable provisions of the governing PUD and zoning ordinance. Granting a conditional use permit to the applicant would be consistent with the City's ability to regulate zoning as listed in the Municipal Code. Therefore, staff believes that this finding may be made.

ENVIRONMENTAL ASSESSMENT

This project is categorically exempt from environmental review pursuant to California Environmental Quality Act Guidelines, Section 15301, Existing Facilities, Class 1. Therefore, no environmental document accompanies this report.

CONCLUSION

The conditional use permit will allow Tri-Valley Bread of Life Christian Church to locate to the Pleasanton Park Business Center. Conditions of approval have been recommended which will ensure that the safety and general welfare of the surrounding area is maintained. The proposed use, as conditioned, will be compatible with the surrounding uses and properties and will not result in an impact to neighboring tenants and nearby businesses.

STAFF RECOMMENDATION

Staff recommends that the Planning Commission approve Case PCUP-274 by taking the following actions:

1. Make the required conditional use permit findings as listed in the staff report; and
2. Approve Case PCUP-274 subject to the conditions listed in “Exhibit A.”

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