

**DATE ISSUED:** November 30, 2006                      **REPORT NO. PC-06-289**

**ATTENTION:**            **Planning Commission, Agenda of December 7, 2006**

**SUBJECT:**                BAYVIEW BAPTIST CHURCH- PROJECT NO. 73554.  
PROCESS 4

**OWNER/**                    Bayview Baptist Church, Inc./ (Attachment 11)  
**APPLICANT:**            Ken Cluskey

**SUMMARY**

**Issue(s):** Should the Planning Commission approve a Planned Development Permit, Conditional Use Permit, and Site Development Permit to construct a church with associated classrooms, sanctuary, offices, and day care facility on a 7.97 acre lot?

**Staff Recommendation:**

1.        **CERTIFY** Mitigated Negative Declaration No. 73554 and **ADOPT** the Mitigation Monitoring and Reporting Program; and
2.        **APPROVE** Planned Development Permit No. 229297, Site Development Permit No. 225134, and Conditional Use Permit No. 229292 with conditions (Reference attachment 8).

**Community Planning Group Recommendation:** On August 21, 2006, the Encanto Neighborhoods Community Planning Group voted 11-0-0 to recommend approval of the project without conditions (Attachment 10).

**Environmental Review:** A Mitigated Negative Declaration No. 73554 has been prepared for the project in accordance with State of California Environmental Quality Act (CEQA) Guidelines, with mitigation measures for potential impacts to noise, biology, and paleontology.

**Fiscal Impact Statement:** None associated with this action. All costs associated with the processing for this project are paid by the applicant.

**Housing Impact Statement:** None with this action.

## **BACKGROUND**

The 7.97 acre site is located at 5990 Linnet Street in the Encanto Neighborhoods of the Southeastern San Diego Community Planning area within the SF-5000 zone of the Southeastern San Diego Planned District. The property consist of four parcels designated Residential with a density range of 5-10 dwelling units per acre (Attachment 2). The surrounding area is developed with single family homes and commercial uses to the east, single family dwellings to the south and west, and the trolley station to the north. Two of the parcels contain two unoccupied single family homes, and the remainder of the site consists of vacant land that has been previously disturbed with agricultural activities. The site does not contain natural steep slopes. A portion of the site contains native grasslands which are proposed to be preserved in accordance with Mitigated Negative Declaration (MND) No. 73554.

A Conditional Use Permit is required in accordance with the San Diego Municipal Code section 103.1705 for the development of a church in a single family zone, and for the operation of a child care center.

A Planned Development Permit is required for deviations to height requirements to allow the church steeples, sanctuary, chapel, and classroom structures to exceed the 30-foot height limit.

A Southeastern San Diego Development Permit (processed as a Site Development Permit) is required for development on environmentally sensitive lands (native and non-native grasslands).

A Mitigation, Monitoring and Reporting Program was created for the project to mitigate potentially significant environmental resource impacts to below a level of significance as it relates to biology, traffic, and paleontology (See Environmental Resource discussion below).

## **DISCUSSION**

### **Project Description:**

The project proposes the development of a church to include a 3,014 square foot chapel, a 22,426 square-foot class room building with day care, and a 39,047 square-foot structure used for office space and sanctuary. The church site will also provide a commercial child care center located on the lower floor of the class room structure. The day care will be available to the public Monday through Friday from 6:00 a.m. to 6:00 p.m. and have the capacity to care for up to 200 children ranging in age from 12 months to five years. The day care will operate as a separate commercial use from the church, however, the day care area will be used by the church patrons on Saturday and Sundays during church services.

The church and day care center will be accessed from two driveways along 61<sup>st</sup> Street and one driveway on Linnet Street. To reduce traffic flow through the residential neighborhood to the west of the site, the Linnet Street access will be inaccessible Monday through Saturday and only available for emergency vehicles. However, on Sundays, the Linnet Street access will only be available during church services. A total of 454 parking spaces is required for the facility. The project proposes to provide 492 parking spaces where 238 spaces will be provided on site and an additional 255 spaces will be provided at an existing church site located approximately 500 feet

away through a shared parking agreement (Reference condition numbers 56 and 57 of the applicable permit attachment 8).

The site is a remnant parcel of land located between established subdivisions and commercial developments. The shape of the lot is irregular, with Imperial Ave to the north, 61<sup>st</sup> Street to the east and Linnet Street terminating adjacent to the site to the west. The proposed project will be developed on a previously disturbed hillside with an elevation differential of over 100-feet where the steepest slope exists on the north side of the lot with a lesser slope existing on the south side of the site. The proposed church and associated structures will be developed near the top of the slope within the level portion of the site.

As mentioned above, the site contains two unoccupied homes with small yards on the west side of the site (Reference Attachment 1). The remainder of the site, approximately seven acres, is vacant in which 6.5 acres consists of non-native grasslands and 0.5 acres of native vegetation.

### **Community Plan Analysis:**

The project proposes the development of a church to include a chapel, class rooms, offices, sanctuary, and day care center. The development would implement several goals of the Southeastern San Diego Community Plan by providing a development which incorporates a building design that uses staggered setbacks, varied building heights, widths, shapes, orientations and colors. The proposed structures embody this goal given the varied heights proposed with the sanctuary, chapel, and classrooms.

The Community Plan also suggests guidelines for “hillside development.” The site design implements the hillside development goals of the community plan by utilizing the naturally occurring topography instead of excavating into the face of the hillside or constructing retaining walls to support development. The topography of the site is such that it slopes upward north to south to a height exceeding 00 feet above Imperial Avenue. From the top of the hillside on the south side of the lot, the hillside slopes down gradually to the west where surface parking will be located. The Church and associated parking was designed to take advantage of the topography to maximize the prominence of the church and minimize the view of the parking lot.

The church will provide a visual prominence to the community with the design of the steeple and multi-colored stained glass that surrounds the sanctuary. As the project provides a design that utilizes the topography of the hillside, establishes a structure with a prominent design with staggered setbacks and varied heights, the project will not have an adverse impact on the community plan.

### **Environmental Analysis:**

A Mitigated Negative Declaration was prepared from the project as it was determined that the proposed development could have a significant impact in the following areas:

- Biological Resources, due to the potential impact to Tier I native grasslands and non native grassland;

- Paleontological Resources, due to the grading of 22,000 cubic yards; and,
- Transportation/Circulation, due to a potential significant impact of traffic at the intersection of 60<sup>th</sup> Street and Atkins.

A majority of the site supports non-native grassland and ornamental vegetation. The site contains 0.5 acres of Tier 1 Native Grasslands and 6.5 acres of Non-native Grassland. The project will result in direct impacts to .08 acres of Tier 1 Native Grassland and 4.27 acres of non-native grassland, the project is required to mitigate for the loss of grassland by a combination of on-site preservation through a covenant of easement and payment into the Habitat Acquisition Fund.

Grading for the proposed project would require excavation and removal of approximately 22,000 cubic yards of cut material and would extend to depths of approximately 10 feet. Because of quantity and depth of grading, mitigation is required for paleontological resources by requiring a paleontological monitoring during grading and excavation activities.

The project's Traffic Study identified a potential significant impact at the intersection of 60<sup>th</sup> Street and Atkins Drive. To reduce the impact to below a level of significance, the existing signal at Imperial Avenue and 60<sup>th</sup> Street will include a traffic sign that restricts right turns from Imperial Avenue to north bound 60<sup>th</sup> Street during the red phase of the signal.

Because of these mitigation measures, the project now avoids or mitigates any potentially significant environmental impacts to biological, paleontological resources and, Traffic/Circulation related issues in accordance with the California Environmental Quality Act.

**Project-Related Issues:**

*Planned Development Permit/Deviation Analysis:*

The project proposes deviations to the maximum 30-foot height limit. The deviation to height includes two 60- foot high steeples, the sanctuary building at 53.5 feet in height, the chapel building at 41 feet in height, and the classroom structure at 45 feet in height. The deviation for the steeples would allow for an integral element of the church design that provides a symbolic architectural element of the church. The chapel, sanctuary, and classrooms are all characteristic of the church design and function. The pad elevation of the chapel and classrooms will be 253 feet and the sanctuary 265 feet. The three story classroom structure will provide day care services on the first floor, Christian enrichment services on the second floor and junior and adult classroom services on the third floor. The nearest residence is located approximately 110 feet away with an elevation of 280 feet. In addition, the church will be setback from the edge of the slope by 100 feet. Given the size of the lot, the proximity and height of the homes in the area, and the distance from Imperial Avenue to the church, the proposed development will not overwhelm the surrounding neighborhoods in terms of height, bulk, and scale and will create a blended development comparable with structure heights in the surrounding area. The perimeter of the site will be landscaped creating a buffer and further screening the parking lot and structures. In addition, the project would result in a landscape plan that exceeds the City's requirements.

Two objectives in the Commercial Element of the South Eastern San Diego Community Plan state that new commercial facilities shall provide attractive quality community and neighborhood commercial uses offering a variety of goods and services to meet community needs and to increase job opportunities and resources within the immediate community. The proposed child care facility will provide a needed service to the area and promote job opportunities. In addition, the project is anticipated to visually enhance the neighborhood by developing a site that currently contains two abandoned homes with a development that includes extensive landscaping and prominent structures that have been designed to implement the design recommendations of the Southeastern Community Plan.

The Planned Development Permit allows flexibility in the application of development regulations for projects where strict application of the base zone development regulations would restrict design options and result in a less desirable project. Staff supports the proposed deviation to height as it has been determined to be consistent with other church structures in the area which also have over height elements and that the project conforms to all other development requirements which implement community plan recommendations through sensitive design practices.

### **CONCLUSION:**

Staff has reviewed the proposed project and has determined the project is in conformance with all applicable sections of the San Diego Municipal Code Sections. Staff has concluded that the proposed deviations will not adversely affect the Progress Guide and General Plan, or the Southeastern San Diego Community Plan. Staff has determined the required findings can be supported as the project meets the applicable San Diego Municipal Code requirements regulating institutional developments.

### **ALTERNATIVES**

1. Approve Planned Development Permit No. 229297, Site Development Permit No. 225134, and Conditional Use Permit No. 229292 with conditions , with modifications.
2. Deny Planned Development Permit No. 229297, Site Development Permit No. 225134, and Conditional Use Permit No. 229292 if the findings required to approve the project cannot be affirmed.

**Respectfully submitted,**

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**Mike Westlake  
Program Manager  
Development Services Department**

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**William Zounes  
Project Manager  
Development Services Department**

Attachments:

1. Aerial Photograph
2. Community Plan Land Use Map
3. Project Location Map
4. Project Data Sheet
5. Project Site Plan(s)
6. Project Landscape Plans
7. Project Elevations
8. Draft Permit with Conditions
9. Draft Resolution with Findings
10. Community Planning Group Recommendation
11. Ownership Disclosure Statement
12. Project Chronology
13. Model Rendering of Project