

ITEM 6.1: **Conditional Use Permit Modification and Design Review Permit Modification – 8150 Industrial Avenue – NIPA PCL 56 – Bridgeway Tent and Western Seminary – File # PL21-0060**

REQUEST

The project is a request for a Conditional Use Permit Modification and Design Review Permit Modification to allow Bridgeway Christian Church to utilize an approximate 6,700-square-foot outdoor tent structure for outdoor services, community programs, and events on a permanent basis. The tent will be located in the northwestern corner of the site. The Conditional Use Permit Modification also includes a request to allow Western Seminary (a college use) to locate in the existing Building D.

Applicant – Heidi Coughran, Bridgeway Christian Church
Property Owner – Bridgeway Christian Church

SUMMARY RECOMMENDATION

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

- A. Adopt the two (2) findings of fact and approve the Conditional Use Permit Modification subject to seven (7) conditions of approval; and
- B. Adopt the two (2) findings of fact and approve the Design Review Permit Modification subject to nine (9) 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 all recommended conditions of approval.

BACKGROUND

The 22.1-acre project site is located at 8150 Industrial Avenue, approximately ¼-mile north of the intersection of Washington Boulevard and Industrial Avenue (see Figure 1). The site is located within the City’s North Industrial Planning Area (NIPA) and has a zoning designation of General Industrial (M2) and a General Plan land use designation of General Industrial (IND). The site is bounded by a vacant IND parcel to the south, office and industrial warehouse uses to the north, Washington Boulevard to the east, and Industrial Avenue to the west.

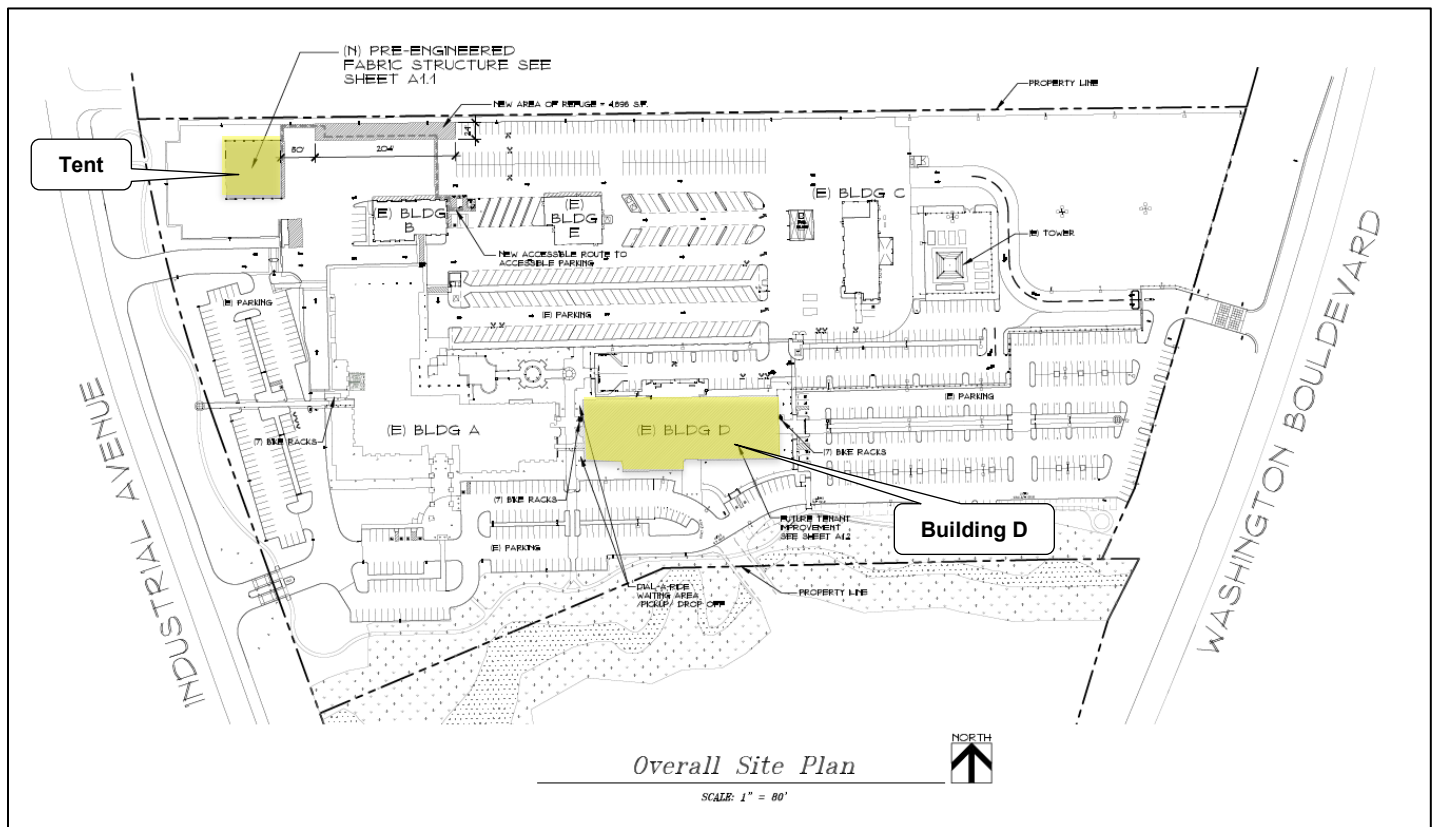


The project site is developed with multiple buildings totaling approximately 207,000 square feet, landscaping, a parking lot, a wireless communication tower and other structures. Development of the site was first approved in 1992 as part of a Use Permit for Site Review (file #SUP 91-65) for the construction of the Roseville Telephone Company campus. In June 1998, a Design Review Permit (file #DRP 97-65) was approved to expand the Roseville campus. However, in 2014, Roseville Telephone Company (currently known as Consolidated Communications) moved their operations to 200 Vernon Street.

In January 2015, Bridgeway Christian Church received approval of a Conditional Use Permit (CUP) and a Design Review Permit (DRP) Modification (file #PL14-0389) to allow a community assembly use (e.g., a church) to operate within the M2 zone and to allow a small expansion of an existing building on the site. Bridgeway Christian Church currently occupies Buildings A, B, and D, shown on Figure 2 below.

In the past year, Bridgeway Christian Church installed an outdoor, pre-fabricated tent structure that is 6,747 square feet within the northwestern corner of the site (see Figure 2). The area where the tent is located was used as a storage yard by the prior property owner, Consolidated Communications. Bridgeway proposes to use the tent structure for outdoor church services, community programs, and events on a permanent basis. The tent was initially installed as a response to the COVID-19 pandemic, which resulted in indoor church services being limited in attendance and/or being required to be held strictly outdoors. The applicant has indicated the tent would not increase attendance for the church services, but would reallocate people from inside to outside, providing churchgoers the option of being outdoors if they prefer. Thus, the applicant is requesting a CUP Modification and a DRP Modification to modify the approved operations and to allow the tent to remain on a permanent basis. The applicant is also modifying the CUP to allow Western Seminary (a college use) to occupy a portion of Building D, as college and university uses also require a CUP to locate within the M2 zone.

Figure 2: Site Plan



EVALUATION: CONDITIONAL USE PERMIT MODIFICATION

Section 19.78.060(J) of the City of Roseville Zoning Ordinance requires two findings of fact be made in order to approve a Modification for the Conditional Use Permit. The required findings are listed below in ***italicized bold*** print and are followed by an evaluation.

1. The proposed modification is substantially consistent with the intent of the original approval.

The original CUP includes an approved operational plan, included as Attachment 1 for reference, with hours of operation and a description of activities. Building A is 110,638 square feet and is used for church services, Sunday-school, general gatherings, and offices, and was approved for a maximum capacity of 1,375 attendees. Building B is 11,940 square feet and is used for offices. The approved hours for church services were as follows: Saturdays from 4:00 p.m. to 8:00 p.m. and Sundays from 9:00 a.m. to 1:00 p.m. The church services are provided twice on Saturdays, at 4:00 p.m. and 6:00 p.m., and twice on Sundays, at 9:00 a.m. and 11:00 a.m. The original CUP also allowed expanded services for Easter and Christmas, which include the addition of two Friday night services and a Sunday sunrise service for Easter, and three Christmas Eve services. In addition to the worship services, Bridgeway provides periodic community programs (such as Vacation Bible School) Monday through Friday at various times and has normal office hours of Tuesday through Thursday 9:00 a.m. to 5:00 p.m. The proposed project will maintain the same hours of operation for church services and the office uses. With the addition of the tent structure, the applicant does not anticipate a change in the average attendance numbers for church services.

The applicant provided a revised operational description for the proposed project, included as Exhibit A, which details Bridgeway's anticipated special events over the course of a year. Many of these special events (e.g., expanded services for Easter and Christmas, week-long Vacation Bible School) were approved with the original CUP, but are being modified to include the use of the tent structure as an outdoor venue in conjunction with the events. The applicant is requesting to modify the approved special events to also include a Harvest Festival to be held at the end of October for a weekend, from noon to 8:00 p.m. Additional events such as family fun nights, weddings, and memorials are included in the request, which are currently being held inside the building. As mentioned, the applicant is modifying the CUP to have the flexibility of utilizing the tent structure as an outdoor venue.

As part of staff's evaluation of the original CUP, an Initial Study/Mitigated Negative Declaration was prepared for Bridgeway, which included a Traffic Impact Study prepared by Fehr & Peers. The study was completed due to the large number of people that would be entering and exiting the site within a small period of time based on the service times. The study recommended mitigation measures to prevent spillover of queuing vehicles onto public roadways, which included on-site traffic control personnel and/or changing the service times so that there is a larger gap between services. The measures also require coordinating with the City's Engineering Division before holding large attendance special events that exceed 1,100 people, unless it is a special event which has occurred before, and for which prior coordination is documented. These measures were included as conditions of approval for the original CUP (see Attachment 2, Conditions 5 through 7 of the CUP) and in the mitigation monitoring program (see Attachment 3). The proposed project is required to comply with these measures, which will continue to ensure that adverse impacts to City facilities are avoided. Therefore, the project is substantially consistent with the intent of the original approval.

Building D is a two-story building that is approximately 75,000 square feet. The first floor has offices but does not currently have a tenant, while the second floor is currently occupied by Bridgeway and used as office space. Western Seminary, which is a degree-granting theological school, will be locating in a portion of the second floor and will utilize the space for classrooms and offices. There will be a total of two classrooms, with one classroom seating up to 44 people and the second classroom seating up to 24 people. Class schedules and attendance vary per term and are held on weeknights and Saturdays, with occasional day classes that are typically on Mondays or Fridays. Weeknight classes would typically be

from 5:30 p.m. to 8:00 p.m. and Saturday classes would be between 8:30 a.m. and 5:00 p.m. Classes vary in length from two to eight hours, with a typical class being three to four hours in length. The applicant has indicated there has been an increase in remote learning, therefore it is anticipated that physical attendance in the classroom will be low. Each course meets approximately three to six times per term.

The second floor of Building D will be split into two suites to accommodate both tenants (see floor plan included with Exhibit B – Plans). Bridgeway's office staff will be 45 to 50 people and Western Seminary will have four staff, three faculty, and employs about 20 adjuncts each academic year. Bridgeway's staff would primarily be performing administrative work, planning and ministering to individuals. Western Seminary's staff would also be performing administrative work, teaching, planning and ministry. The business hours will be Monday through Friday, 9:00 a.m. to 5:00 p.m. Given the nature of the uses are similar and the building will primarily be used as offices, staff does not anticipate any compatibility issues with locating Western Seminary and Bridgeway within the same building.

2. *The proposed modification complies with all applicable standards and requirements of the Zoning Ordinance, with the applicable goals, policies and objectives set forth in the General Plan, the applicable Community Design Guidelines and the applicable Specific Plan.*

The project site has a land use designation of General Industrial (IND). The site is located within the North Industrial Planning Area (NIPA), which is not subject to a specific plan, but is a recognized planning subarea of the City. 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 secondary uses in the General Plan, the City's Zoning Ordinance conditionally permits Community Assembly and College and University uses 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. The original CUP approval for the site determined Bridgeway was an appropriate use within the IND land use designation on the site, based on the operations plan (Attachment 1) and with the conditions of approval (Attachment 2).

The Zoning Ordinance does not establish any specific development standards for community assembly or college uses, with the exception of parking requirements. The parking requirement for community assembly uses is one (1) space for every 50 square feet of non-fixed seats within the assembly area or one (1) parking space for every three (3) fixed seats within the assembly area. Additionally, one space per classroom is required. The original CUP for Bridgeway determined a total of 466 parking spaces were required based on the Zoning Ordinance standards. However, the Traffic Impact Study that was prepared for the original CUP included a parking analysis based on the highest anticipated use of the site (peak demand). The study concluded there would be a peak parking demand of 540 spaces. The existing site has a total of 971 parking spaces that is shared among the uses. With the addition of the tent and Western Seminary occupying a portion of Building D, the total parking requirement for all of the uses combined is 949 spaces, resulting in a surplus of 22 spaces. Therefore, the project is consistent with the Zoning Ordinance parking requirements as detailed in Table 1 below.

Table 1: Parking Requirements

| | Square Footage (sf) | Use | Ratio | Parking Required |
|-------------------------------|----------------------------|---|--|-------------------------|
| Building A | 110,638 sf | Bridgeway (church and offices) | Based on peak demand in Traffic Impact Study | 540 spaces |
| Building B | 11,940 sf | Bridgeway (offices) | 1:250 sf | 48 spaces |
| Building C | 7,401 sf | Airgas, Inc. (Heavy Wholesale & Distribution) | 1:1000 sf | 7 spaces |
| Building D | 75,000 | Western Seminary and Bridgeway (classrooms and offices) | 1:50 sf for instructional area; 1:250 sf for office | 219 spaces |
| Tent | 6,747 sf | Bridgeway (church) | 1:50 sf non-fixed seats | 135 spaces |
| Total Parking Required | | | | 949 spaces |
| Total Parking Provided | | | | 971 spaces |
| Surplus | | | | 22 spaces |

As conditioned, the proposed uses are substantially consistent with the intent of the original approval, and comply with all applicable standards and requirements of the Zoning Ordinance, General Plan, and the Community Design Guidelines.

EVALUATION: DESIGN REVIEW PERMIT MODIFICATION

The evaluation of the Design Review Permit Modification has been based on the applicable development and design standards within the City’s Zoning Ordinance, the General Plan, and the City’s Community Design Guidelines (CDG). Section 19.78.060(J) of the Zoning Ordinance requires two findings of fact be made in order to approve a Design Review Permit Modification. The required findings are listed below in *italicized, bold print* and are followed by an evaluation.

- 1. The proposed modification is substantially consistent with the intent of the original approval.***
- 2. The proposed modification is in compliance with all standards and requirements of the City’s Zoning Ordinance, with the applicable goals, policies and objectives set forth in the General Plan, the applicable Community Design Guidelines and the applicable Specific Plan.***

The pre-fabricated tent structure is 6,747 square feet in size and approximately 40 feet tall to the peak. Figure 3 is an image of the existing tent. The east and west sides of the tent will be open and rows of non-fixed seats will be placed under the tent for church services. The tent is located within an existing area in the northwestern corner of the site that is paved with concrete; it will not require the removal of any landscaping or parking spaces. The tent is setback approximately 100 feet from the front property line along Industrial Avenue, which is consistent with the minimum setback requirements in the NIPA design guidelines, and is located behind the landscape frontage, which consists of multiple layers of mature trees that minimizes views of the tent. Modifications to Building D will be limited to interior changes to the floor plan to accommodate Western Seminary.



The project will require separate permits from the Building Division and Fire Department to ensure compliance with building and fire codes. Overall, the proposed modifications are in substantial compliance with the intent of the original approval, and the modifications comply with the applicable goals, policies, and objectives of the Zoning Ordinance, General Plan, NIPA, and the Community Design Guidelines. As such, staff supports the project as outlined above.

PUBLIC OUTREACH

The proposed project was distributed to all internal and external agencies and departments who have requested such notice, and all comments or recommended conditions of approval have been incorporated into the project, as appropriate. A notice of the public hearing was published in the Press Tribune on November 5, 2021 and a notice of the hearing was also distributed to all property owners within 300 feet of the site, and published on the Roseville Coalition of Neighborhood Associations (RCONA) website. To date, no comments have been received.

ENVIRONMENTAL DETERMINATION

An Initial Study and Mitigated Negative Declaration (IS/MND) was prepared for the original Conditional Use Permit and prior Design Review Permit Modification for Bridgeway Christian Church (under file #PL14-0389), which was adopted by the Planning Commission on January 22, 2015. The Planning Manager has determined that the proposed project is within the scope of the previously approved project and will not result in any new environmental impacts. All applicable mitigation measures (included as Attachment 3) from the IS/MND will be implemented during the design and construction of the project. Therefore, no further environmental review is required.

RECOMMENDATION

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

- A. Adopt the two (2) findings of fact and approve the **CONDITIONAL USE PERMIT MODIFICATION – 8150 INDUSTRIAL AVENUE – BRIDGEWAY TENT AND WESTERN SEMINARY – FILE #PL21-0060** subject to seven (7) conditions of approval; and
- B. Adopt the two (2) findings of fact and approve the **DESIGN REVIEW PERMIT MODIFICATION – 8150 INDUSTRIAL AVENUE – BRIDGEWAY TENT AND WESTERN SEMINARY – FILE #PL21-0060** subject to nine (9) conditions of approval.

CONDITIONS OF APPROVAL FOR THE CONDITIONAL USE PERMIT MODIFICATION

1. This Conditional Use Permit modification approval shall be effectuated within a period of two (2) years from **November 18, 2021** and if not effectuated shall expire on **November 18, 2023**. Prior to said expiration date, the applicant may apply for an extension of time, provided this approval does not extend the expiration beyond **November 18, 2024**. (Planning)
2. The project is approved as shown in Exhibits A—B, and as conditioned or modified below. (Planning)
3. The project is subject to the previously approved conditions of approval for the Bridgeway Christian Church Conditional Use Permit (file #PL14-0389, included as Attachment 2), except as conditioned or modified below. (Planning)
4. Project operations shall conform to the Operational Plan included as Exhibit A. Any modifications to the operations shall require approval of a Conditional Use Permit Modification. The capacity limitation of 1,375 attendees shall still apply. The specific special event uses listed in the Operational Plan are permitted as part of this Conditional Use Permit. (Planning)

5. The project shall comply with all required environmental mitigation identified in the Initial Study/Mitigated Negative Declaration for the Bridgeway Christian Church, adopted on January 22, 2015. The mitigation measures are included as Attachment 3. (Planning)
6. The project shall comply with the noise standards established in the City's Noise Ordinance. (Planning, Police)
7. The applicant shall obtain a building permit and fire permit for the tent structure prior to occupancy and effectuation of the entitlements. A separate fire permit shall be obtained for the installation of the fire sprinkler and fire alarm systems for the tent structure. (Building, Fire)

CONDITIONS OF APPROVAL FOR THE DESIGN REVIEW PERMIT MODIFICATION

1. This Design Review Permit approval shall be effectuated within a period of two (2) years from **November 18, 2021** and if not effectuated shall expire on **November 18, 2023**. Prior to said expiration date, the applicant may apply for an extension of time, provided this approval does not extend the expiration beyond **November 18, 2024**. (Planning)
2. The project is approved as shown in Exhibits A—B and as conditioned or modified below. (Planning)
3. The project is subject to the previously approved conditions of approval for the Bridgeway Christian Church Design Review Permit Modification (file #PL14-0389, included as Attachment 2), except as conditioned or modified below. (Planning)
4. The project shall comply with all required environmental mitigation identified in the Initial Study/Mitigated Negative Declaration for the Bridgeway Christian Church, adopted on January 22, 2015. The mitigation measures are included as Attachment 3. (Planning)
5. The applicant shall obtain a building permit and fire permit for the tent structure prior to occupancy and effectuation of the entitlements. A separate fire permit shall be obtained for the installation of the fire sprinkler and fire alarm systems for the tent structure. (Building, Fire)
6. Building permit plans shall comply with all applicable code requirements (California Building Code – CBC – based on the International Building Code, California Green Building Standards Code–CGBSC, California Mechanical Code – CMC – based on the Uniform Mechanical Code, California Plumbing Code – CPC – based on the Uniform Plumbing Code, California Fire Code – CFC – based on the International Fire Code – with City of Roseville Amendments – RFC, California Electrical Code – CEC – based on the National Electrical Code, and California Energy Standards – CEC T-24 Part 6), California Title 24 and the American with Disabilities Act - ADA requirements, and all State and Federally mandated requirements in effect at the time of submittal for building permits (contact the Building Division for applicable Code editions). (Building)
7. Bike parking and carpool spaces shall be provided per the Transportation System Management (TSM) Ordinance. Bike rack/locker design and location shall be approved by Alternative Transportation. (Alternative Transportation, Building)
8. The property owner shall update the Transportation Systems Management (TSM) plan and agreement to be reviewed and approved by the Transportation Commission. (Alternative Transportation)
9. The site shall include a designated Dial-a-Ride drop off and pick up area with an accessible path of travel to the main entrance of the building. Applicant shall install a pole for Dial-A-Ride sign (sign provided by Alternative Transportation). A covered seating area for our Dial-a-Ride passengers shall be located at the main entrance and it will be visible from the drive aisle of the drop-off and pick-up area. (Alternative Transportation, Planning, and Engineering)

ATTACHMENTS

1. Approved Operational Plan
2. File #PL14-0389 Conditions of Approval
3. Mitigation Monitoring Program

EXHIBITS

- A. Revised Operational Plan
- B. Plans

Note to Applicant and/or Developer: Please contact 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.