

ITEM 6.2: **CONDITIONAL USE PERMIT – 1515 CIRBY WAY – INFILL PCL 61 – NEW PACIFIC SCHOOL – FILE # PL24-0902**

REQUEST

The applicant requests a Conditional Use Permit to operate an elementary school that will serve up to 144 students in transitional kindergarten (TK) through 4th grade in an existing 5,908 sf building.

Applicant – Paul Keefer, Pacific Charter Institute
Property Owner – Watterworth Phillis F Trust

SUMMARY RECOMMENDATION

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

1. Adopt the three (3) findings of fact and approve the Conditional Use Permit subject to seven (7) conditions of approval.

SUMMARY OF OUTSTANDING ISSUES

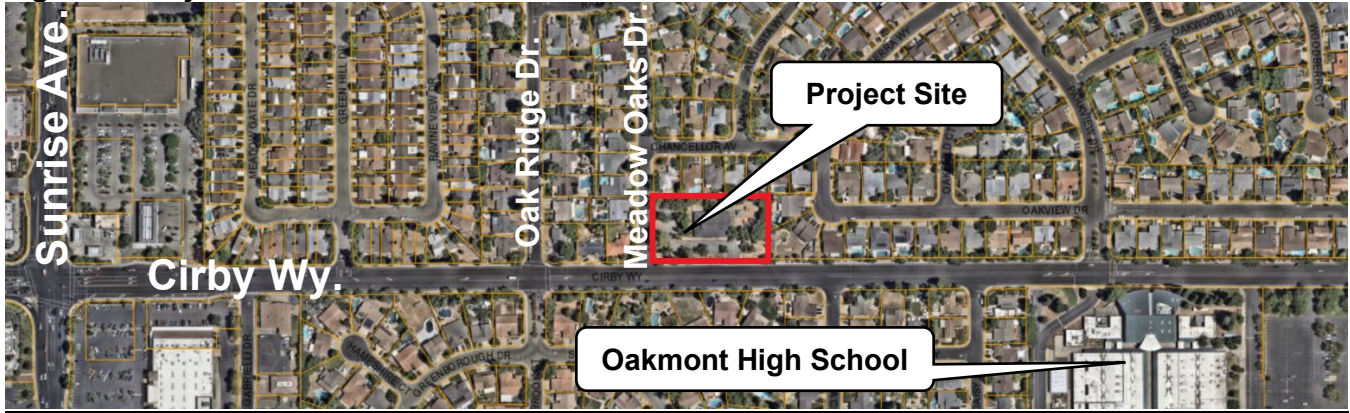
A neighborhood meeting was held for this item on September 25th. The meeting is described in more detail in the Public Outreach section of this report. The applicant has reviewed and is in agreement with all recommended conditions of approval.

BACKGROUND

The project site is located at 1515 Cirby Wy., at the northeast corner with Meadow Oaks Dr., and is identified as Parcel 61 within the City's Infill Area. The subject parcel has a Low-Density Residential (LDR-3.5) General Plan land use designation and a Single-Family Residential (R1) zoning designation. The existing 5,908 sf building on-site was approved by City Council in January, 1985 (File #UP 84-52). The Planning Commission had denied the request for a Use Permit, but that decision was overturned by appeal to the City Council. The 1985 approval was for Children's World Roseville, a day care center with space for approximately 125 children. The site was operated by various daycares over the years until 2024.

New Pacific School requests a new Conditional Use Permit for the site to operate an elementary school that will serve up to 144 students in transitional kindergarten (TK) through 4th grade in an existing 5,908 sf building.

Figure 1: Project Location



CONDITIONAL USE PERMIT EVALUATION

Section 19.78.060 of the City of Roseville Zoning Ordinance requires that three findings be made in order to approve a CUP. The three findings are listed below in *italicized, bold print* and are followed by an evaluation of the proposal in relation to each finding.

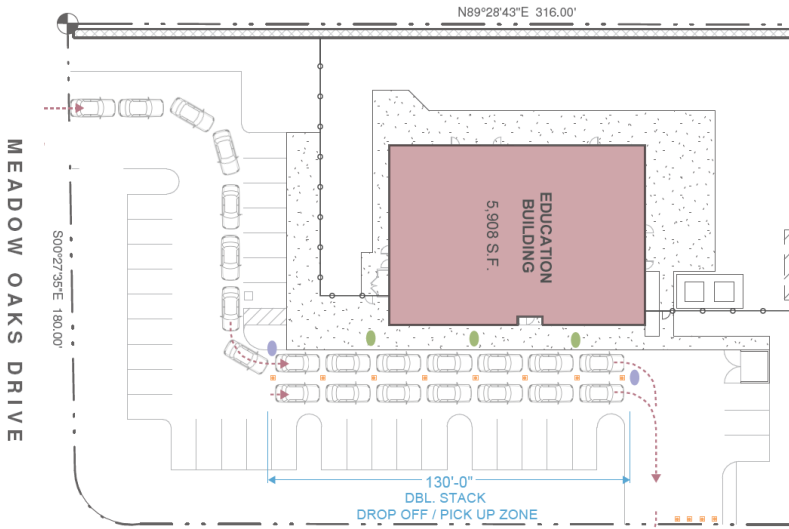
1. The proposed use or development is consistent with the City of Roseville General Plan and any applicable specific plan.

The project site has a land use designation of Low-Density Residential (LDR-3.5) and is located within the Infill area of the City and not within a Specific Plan. The LDR land use designation is typically intended to support single-family residences, resource preservation, and open space. However, public and private schools are listed as a secondary use in Table II-3 of the General Plan. The General Plan relies on the Zoning Ordinance to determine the appropriate location and design of public and private school uses through the Conditional Use Permit process. Therefore, the proposed project is consistent with the General Plan.

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

The project is located in the R1 zone district. Public and private schools are a conditionally permitted use type within the R1 zone district. The proposed use will occupy an existing building. Therefore, there are no specific development standards outlined in the Zoning Ordinance, other than parking requirements, for the use. The existing site includes 34 parking spaces. The Zoning Ordinance requires that Public/Private Elementary, Middle and Junior High schools provide 2 parking spaces per classroom, plus 60 lineal feet of loading area for every 100 students. There are 6 classrooms proposed for the school, which requires a total of 12 parking spaces, which is well below the 34 spaces provided. The school also provides approximately 130 ft of loading area within the parking lot along the curb. Two lanes of stacking are proposed, which expands the loading area to 260 ft (Figure 2.)

Figure 2. Drop-Off/Pick-Up Diagram



The proposed elementary school exceeds the minimum requirements for parking and loading areas and therefore conforms with the 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.

When considering the compatibility of the proposed school with surrounding uses, staff was most concerned with impacts related to traffic circulation on-site and on adjacent roadways. Although the site was constructed to accommodate a somewhat similar use to the proposed school, the surrounding traffic dynamics have changed over the ensuing forty years since the original approval. The City hired traffic engineering consultant Kimley-Horn and Associates, Inc. to complete a “Short-Term Traffic Study” to evaluate the effects of the proposed project on traffic operations at the Cirby Way intersections with Oak Ridge Drive and Meadow Oaks Drive as well as the proposed drop-off/pick-up operations while accounting for peak period traffic interaction with the nearby Oakmont High School (Attachment 1).

Data Collection: Kimley-Horn collected traffic count data from weekday AM, School-PM, and PM peak-period traffic counts at surrounding intersections. It was determined the peak hour related to Oakmont High School pickup occurs from 3:00pm-4:00pm. Kimley-Horn used the information from the applicant on proposed pick-up and drop-off times for the school and modeled the potential impact to traffic given the data collected from existing traffic in the area.

Hours of Operation

Initially, the school proposed beginning all age levels, transitional kindergarten (TK) through fourth grade, at 8:10 a.m. and ending the school day for kindergarten through fourth grade at 2:30 p.m. and TK at 12:20 p.m. The traffic model found that beginning all grade levels at once could potentially create vehicle queuing issues getting onto the site, as well as out of the school, and back onto Cirby Wy.

In order to reduce the impact of pick-up and drop-off activities the school proposes a staggered start time among students with half, grades TK-1st, beginning at 7:30 a.m. and half, grade 2nd-4th, beginning at 8 a.m. as described below:

Morning Drop-Off:

- 7:00 – 7:30 am (TK-1)

- 7:30 – 8:00 am (2-4)

Afternoon Pick-Up:

- 12:10 – 12:40 pm (TK)
- 1:20 – 1:50 pm (K-1)
- 1:50 – 2:20 pm (2-4)

Staggering the start times essentially cuts the impact of pick-up and drop-off in half because only half of the student population will be serviced at any one time. The impact of pick-up is further reduced because approximately 30-40 of the 144 students are anticipated to be enrolled in after-school care, which will have pick-up later in the afternoon. In addition to staggering, the start times were shifted earlier than originally anticipated to create a full 30-minute buffer from the 8:30 a.m. start time of nearby Oakmont High School. The pick-up time also has a one-hour buffer from Oakmont High School, which ends at 3:20 p.m. With the proposed staggered start times, staff find the project will not be detrimental to traffic on surrounding roadways.

Loading and Unloading

The school proposes a one-way loading circulation pattern wherein vehicles enter on Meadow Oaks Drive and exit onto Cirby Wy. The Zoning Ordinance requires that the school provide a loading area 60 ft in length for every 100 students. The proposed student size of 144 students therefore requires 86 ft of loading area. With this project, the applicant proposes two lanes of 130 ft each for loading and unloading. The 260 ft total loading area is approximately triple the Zoning Ordinance requirement. In addition to the loading area, there is space for approximately 8 additional vehicles to stack on-site without impacting Meadow Oaks Drive. The school has implemented pick-up and drop-off procedures, which are given to the parents of all students each year and enforced by the school throughout the year. Condition 5 has been included, which requires the school to establish and enforce a drop off and pick up procedure that maintains the flow of traffic and ensures the safety of their students while remaining sensitive to the surrounding residential use as it relates to traffic, parking and noise. The drop-off and pick-up procedures will mirror those used for the existing New Pacific School facility at 143 Clinton Ave. At that location, the school is able to complete pick-up and drop-off in under ten minutes with a student population of approximately 120. With the staggered start times, the proposed school will have an effective population of 72 students during each 30 minutes loading and unloading period. The school proposes 4-5 staff members to help direct traffic into and out of the loading area as well as helping students into and out of vehicles.

Staff finds that the proposed loading and unloading plan will not be detrimental to surrounding uses. However, Condition 4 was added to require the school to follow the procedures as outlined in the traffic study as well as reserve the right for the City to re-analyze the drop-off and pick-up plan after 90 days of operation should any issues arise.

CONCLUSION

Based on the analysis contained in this staff report and as conditioned, staff finds that the proposed project is consistent with the findings needed to approve the Conditional Use Permit and meets the requirements of the General Plan, Zoning Ordinance, and Community Design Guidelines; and therefore, the required findings to approve the entitlement can be made.

ENVIRONMENTAL DETERMINATION

The project is categorically exempt from the provisions of the California Environmental Quality Act (CEQA) pursuant to CEQA Guidelines Section 15301, pertaining to Existing Facilities and pursuant to Section 305 of the City of Roseville CEQA Implementing Procedures. Consistent with this exemption, the project includes a negligible expansion of use within an existing building. The project is also categorically exempt pursuant to CEQA Guidelines Section 15332, pertaining to In-Fill Development Projects and pursuant to Section 305

of the City of Roseville CEQA Implementing Procedures. Consistent with this exemption, the project is consistent with the applicable general plan and zoning designations, is on a site less than five acres, has no value for habitat, would not result in significant environmental effects, and can be adequately served by all utilities.

PUBLIC OUTREACH

A neighborhood meeting was held for this project on September 25, 2024. The applicant hosted the meeting at the school site and fielded questions. Four residents were in attendance from two different households within the vicinity of the project. Concerns from residents were related to traffic from the project as well as other traffic issues in the area. The residents were concerned that vehicles associated with the school would park in their neighborhood off-site as well as increase vehicle queue lengths on area roadways. The principal of the school spoke to the method the school uses to curb any behavior from parents that does not comply with established drop-off/pick-up procedures as well as the effort put into creating a partnership with the community. City Engineering staff also discussed the completed traffic study and answered questions. The residents asked staff questions that required further research from the Public Works Department. Those questions and responses are provided below for reference.

How often do accidents occur on Cirby Way under current conditions?

- The data shows that there is an average of one accident per month on the .9 mile stretch of Cirby Way between Rocky Ridge Dr. and Sunrise Ave., which includes the frontage of the proposed school as well as Oakmont High School.

Can a “No Parking” sign be added for the 100 ft section on the east side of Meadow Oaks Dr. between Cirby Wy. and the proposed school’s driveway?

- The accident history in this area (1 accident in the last 3 years) does not support an Engineering reason to restrict parking. However, this can be evaluated further after the school opens. Permit parking may be an option to pursue if habitual Oakmont High School student parking is a concern.

Is there a way to restrict vehicles from parking along Cirby Wy. during pick-up and drop-off at Oakmont High School?

- Illegal parking along roadways is a common issue among schools city-wide during high-traffic events such as pick-up and drop-off or football games. Many larger schools do not have capacity on-site to accommodate all of the cars and it is not feasible for the Police Department to enforce the no parking requirement on every offender. Vehicles should be pulled over all the way to the curb in these situations.

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 on September 29, 2024 and was also distributed to all property owners within 300 feet of the site, and to the Roseville Coalition of Neighborhood Associations.

At the time of staff report publication, no responses to the hearing notice have been received.

RECOMMENDATION

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

1. Adopt the three (3) findings of fact and approve the **CONDITIONAL USE PERMIT – 1515 CIRBY WAY – INFILL PCL 61 – NEW PACIFIC SCHOOL – FILE #PL24-0902** subject to seven (7) conditions of approval.

CONDITIONS OF APPROVAL FOR CONDITIONAL USE PERMIT (FILE # PL24-0902)

1. This Conditional Use Permit approval shall be effectuated within a period of two (2) years from this date and if not effectuated shall expire on **October 10, 2026**. Prior to said expiration date, the applicant may apply for an extension of time, provided, however, this approval shall be extended for no more than a total of one year from **October 10, 2027**. (Planning)
2. The operations are approved as shown in **Exhibits A-B** and as conditioned or modified below,
3. The Conditional Use Permit shall be effectuated upon occupancy of the building. (Planning)
4. As outlined in the project traffic study prepared by Kimley-Horn and Associates, Inc. for “Cirby Pacific Charter School”, the school shall maintain a traffic management plan and 4 to 5 staff members shall be present for the operation of drop-off/pickup at the school facility. This staff will be responsible for managing the flow of vehicles and students in/out of the facility. At the completion of the first 90 days of operation the owner shall consult with the City on the need to hire a 3rd party traffic engineering professional to perform additional analysis on the traffic management plan. The need for the analysis shall be determined by the City Engineer and if deemed necessary may include, but not be limited to, the following:
 - A. Weekday AM & PM peak-hour average and maximum observed vehicle queues;
 - B. Summary of site observations and staff activity;
 - C. Summary of conflicts observed in the vicinity of the site’s Meadow Oaks Drive and Cirby Driveways;
 - D. Recommendations to improve the flow of traffic during pick-up/drop-off and mediate any know issues.

If a subsequent analysis is deemed necessary, Owner shall be responsible for implementing those recommended improvements to the traffic management plan as directed by the City Engineer. (Engineering)
5. As outlined in the project traffic study prepared by Kimley-Horn and Associates, Inc., adhere to the recommended internal pick-up circulation per Exhibit 8. (Engineering)
6. New Pacific School will be required to establish and enforce a drop off and pick up procedure that maintains the flow of traffic and ensures the safety of their students while remaining sensitive to the surrounding residential use as it relates to traffic, parking and noise. (Planning)
7. At such time that the City of Roseville’s Refuse Department moves to a separate recycling facility, the applicant shall upgrade the existing trash enclosure to include a tallow bin to house a 64-gallon toter. (Environmental Utilities)

ATTACHMENTS

1. Kimley-Horn Traffic Study
2. Parent Handbook

EXHIBITS

- A. Operations Plan
- B. Site Plan

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.