

# Staff Report

# City of Loma Linda

From the Department of Community Development

## PLANNING COMMISSION MEETING OF JANUARY 19, 2011

**TO:** PLANNING COMMISSION  
**FROM:** DEBORAH WOLDRUFF, <sup>DW</sup>AICP, DIRECTOR  
**SUBJECT:** TIME EXTENSION FOR PRECISE PLAN OF DESIGN (PPD) NO. 09-65

### SUMMARY

The applicant requests a one-year time extension (from September 22, 2010 to September 21, 2011) for the previously approved PPD No. 09-65. This is a project that proposes to demolish a 3,300 square-foot chapel and in its place construct a new 21,500 square-foot addition to the adjacent classroom building. The addition includes the construction of a 900 seat assembly room and the associated lobby, stage, restroom and storage areas. The proposed project is located at 11125 Campus Street, just south of University Avenue (Attachment 1A, Vicinity Map).

### RECOMMENDATION

Staff recommends that the Planning Commission approve the Time Extension for PPD No. 09-65 based on the analysis and the original project Findings (Attachment 1) and subject to the Revised Conditions of Approval (Attachment 2).

### PERTINENT DATA

Property Owner/Applicant: Loma Linda University Seventh-Day Adventist Church  
General Plan/Zoning: Institutional/Institutional (I)  
Site: Part of an existing 3.66-acre church site  
Topography: Overall site is generally flat with a gentle slope north of the proposed addition  
Vegetation: Mature landscaping part of developed church site

## **BACKGROUND AND EXISTING SETTING**

### **Background**

On September 22, 2009, the City Council approved the Loma Linda University Church Addition Project [Precise Plan of Design (PPD) No. 09-65]. Some minor modifications to the floor plan (Attachment 3) were proposed, so on October 14, 2010, the applicant submitted a Minor Modification application (MM 10-172) which was approved by the Community Development Director on October 20, 2010. The modifications were for the proposed improvements to the ground floor which include the relocation of the elevator shaft and the addition of an outside patio area. It was determined that the modifications did not exceed 10 percent of the measureable design/site considerations (per Condition No. 4 of the projects Conditions of Approval) which allowed the request to be reviewed and approved by the Community Development Director through a minor administrative variation process. The application for PPD No. 09-65 was set to expire on September 22, 2010. The applicant submitted a letter of request for a time extension on September 20, 2010 (Attachment 4). Due to a miscommunication, the processing of this time extension request was delayed until just recently.

### **Existing Setting**

The majority of the existing 3.66-acre project site is developed, containing infrastructure and facilities related to the Loma Linda University Church including the main church sanctuary, classroom buildings, staff offices and storage facilities. Most of the mature landscaping on the site will be maintained and replaced as needed. The church site is bounded by the University Avenue and Court to the north, the Loma Linda University Medical Center to the south, Loma Linda University School of Dentistry building to the east and Campus Street to the west. The majority of the site is graded with the exception of the mild slope just north of the proposed addition.

## **CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA) STATUS**

A Mitigated Negative Declaration was included as part of the original project approval by City Council on September 22, 2009. The request for an extension of time for the PPD falls within the scope of the adopted Mitigated Negative Declaration.

## **ANALYSIS**

Due to additional modifications (designed to accommodate a specific group within the church congregation) implemented by the church's building committee and a delay in the completion of work by the project civil engineer, the project has not progressed as anticipated and the applicant is having a difficult time meeting substantial conformance requirements as outlined in Condition No. 1 in the project's Conditions of Approval. As a result, a time extension is sought to enable the applicant more time to incorporate the modifications into the construction plans and to allow the civil engineer to complete the work. A copy of the Revised Floor Plan is available in Attachment 3.

A detailed project description, analysis, and findings are available in the September 2, 2009 Planning Commission Staff Report (Attachment 1). The applicant is not proposing to change or modify the project in any way with this time extension request (see Attachment 4, Time Extension Letter of Request).

### **Public Comments**

Public notices for this project were posted and mailed to parcel owners and occupants within 300 feet of the project site on December 30, 2010. As of the writing of this report, there have been no written or oral comments received in opposition or in favor of the time extension request.

### **CONCLUSION**

The granting of this one-year time extension does not involve any additional changes or modifications to the project. The project would not be detrimental to the public welfare or injurious to the properties in the vicinity. The requested one-year time extension complies with the General Plan (May 26, 2009) Healthcare land use designation and Institutional zoning designation requirements. The extension of time request falls within the scope of the Mitigated Negative Declaration that was adopted for the project by the City Council in 2009.

Respectfully submitted,

Allan Penaflorida  
Assistant Planner

### **ATTACHMENTS**

1. Planning Commission Staff Report (September 2, 2009)  
Attachments
  - A. Vicinity Map
  - B. Mitigated Negative Declaration (NOI/Initial Study)
  - C. Conditions of Approval
  - D. Project Plans
2. Revised Conditions of Approval
3. Revised Floor Plan
4. Time Extension Letter of Request

# **Attachment 1**

**Planning Commission Staff Report  
(September 2, 2009)**

**(PPD 09-65)**

**January 19, 2011**

# Staff Report City of Loma Linda

From the Department of Community Development

## PLANNING COMMISSION MEETING OF SEPTEMBER 2, 2009

**TO: PLANNING COMMISSION**  
**FROM: DEBORAH WOLDRUFF, AICP, COMMUNITY DEVELOPMENT DIRECTOR**  
**SUBJECT: PRECISE PLAN OF DESIGN (PPD) NO. 09-65**

CITY OF LOMA LINDA  
PLANNING COMMISSION

APPROVED DENIED  
CONTINUED

TO:

AT THE MEETING OF:

9-2-09

BY:

PLANNING COMMISSION SECRETARY

### SUMMARY

Loma Linda University Church is proposing to demolish a 3,300 square-foot chapel and in its place construct a new 21,500 square-foot addition to the adjacent classroom building. The addition includes the construction of a 900 seat assembly room and the associated lobby, stage, restroom and storage areas. The proposed project is located at 11125 Campus Street, just south of University Avenue (Attachment A, Vicinity Map).

### RECOMMENDATION

The recommendation is for the Planning Commission to recommend that the City Council take the following actions:

1. Adopt the Mitigated Negative Declaration (Attachment B); and,
2. Approve PPD No. 09-65 based on the Findings, and subject to the Conditions of Approval (Attachment C).

### PERTINENT DATA

Property Owner/Applicant: Loma Linda University Seventh-Day Adventist Church  
General Plan/Zoning: Institutional/Institutional (I)  
Site: Part of an existing 3.66-acre church site  
Topography: Overall site is generally flat with a gentle slope north of the proposed addition  
Vegetation: Mature landscaping part of developed church site

## **BACKGROUND AND EXISTING SETTING**

### **Background**

On July 2, 2009, representatives for the Loma Linda University Church submitted an application with the required forms, plans, and mailing labels for the above-referenced project. On July 14, 2009, the Administrative Review Committee (ARC) reviewed the project and deemed it complete for processing pursuant to the California Permit Streamlining Act.

### **Existing Setting**

The majority of the existing 3.66-acre project site is developed, containing infrastructure and facilities related to the Loma Linda University Church including the main church sanctuary, classroom buildings, staff offices and storage facilities. Most of the mature landscaping on the site will be maintained and replaced as needed. The church site is bounded by the University Avenue and Court to the north, the Loma Linda University Medical Center to the south, Loma Linda University School of Dentistry building to the east and Campus Street to the west. The majority of the site is graded with the exception of the mild slope just north of the proposed addition.

## **CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA) STATUS**

The project is subject to the California Environmental Quality Act (CEQA) and an Initial Study has been prepared to address the potential environmental impacts of the project. Staff has posted a Notice of Intent (NOI) to adopt a Mitigated Negative Declaration of Environmental Impact for the project. The CEQA mandatory 20-day public review period began on Thursday, August 13, 2009 and ended on Wednesday, September 2, 2009. A copy of the NOI/Initial Study is attached for the convenience of the Planning Commission (refer to Attachment B).

## **PUBLIC COMMENTS**

Public hearing notices for this project were posted and mailed to property owners and occupants within 300 feet of the project site on August 13, 2009. As of this Report, the City has received no written or oral comments on the project.

## **ANALYSIS**

### **Project Description**

The Loma Linda University Seventh-Day Adventist Church is proposing a new addition and a remodel to portions of the 3.66 acre church site. The remodel includes the demolition of an existing 3,300 square-foot chapel and the construction of a new 21,500 square-foot assembly area adjacent to the classroom building which located just west of the main sanctuary. The new assembly area (chapel replacement) includes the construction of restrooms, storage spaces, a stage and chapel lobby. The new assembly room will provide seating for approximately 900 people. The single-story (with mezzanine and basement) addition will serve as a multipurpose room separate

from the functions of the main sanctuary. The adjoining classroom building to the south will remain.

### **Site Analysis**

The LLU Church addition and remodel project is in the Institutional (I) General Plan Land Use designation and zone. The site is predominantly surrounded by the LLU campus and related institutional uses to the north, east, and south. Section 17.60.060 of the Loma Linda Municipal Code (LLMC) requires a minimum of 25 feet of front yard setback and 10 feet of both side and rear yard setbacks for projects in Institutional Zones. According to the project site plan (Attachment D) the proposed addition will have a minimum front yard setback of 30 feet and side yard and rear yard set backs of 14 feet and 24 feet respectively which meets the Institutional zone requirements.

Only a portion of the project site will need be graded for construction. According to Section 17.60.070 of the LLMC, the maximum lot coverage to lots in the Institutional zone is 50 percent. The footprint of the proposed addition is approximately 8,700 square feet which is equivalent to five percent of the total lot coverage. With inclusion of the footprints of the main sanctuary (22,200 square feet) and the classroom building (26,625 square feet) the total lot coverage for church site is 36 percent which is well within the Code requirements.

Currently, the primary point of entry to the church site is the classroom building hallway adjacent to the parking lot on the west side of the project site. The proposed remodel and addition will provide a primary entry point to the church site at the intersection of Campus Street and the future University Court cul-de-sac, which is away from the midblock location of the classroom building hallway. The future cul-de-sac will also serve as a drop off point for the congregation. Pedestrian access from the various Loma Linda University and Medical Center parking lots will be maintained.

According to the 7<sup>th</sup> Edition ITE manual, a church use would equate to 606 total trips for one weekend day with a peak (no AM or PM) trips of 404. However, the LLU Church will is not anticipating an increase in traffic or the need for more parking spaces because the improvements are meant to accommodate the existing congregation, only. The Church is redistributing portions of the existing congregation (young adults) to the new chapel to provide a more flexible church service schedule. The church already provides several worship time frames to offset the amount of vehicle trips being generated at one time. The net change of the total trips will not change from the current trips generated on one day (Saturday). In turn, additional parking will not be required because no additional church goers are anticipated as the result of the addition. Furthermore, the Church's parking agreement with the LLU and Medical Center allows for the use of the surrounding parking lots.

### **Architecture Analysis**

The existing church site has recently gone through a period of modernization which is reflected on the exterior of the main sanctuary. The existing chapel and adjoining classroom building were constructed in the mid 1980's exhibiting the contemporary design of the time. The goal of the proposed addition is to provide a modern aesthetic

that's complimentary to the other buildings on the church site. The building (which measures 37 feet at its highest point) will feature straight and angular lines, asymmetrical paneling and horizontal banding. The design incorporates a generous use of glass and concrete, which is accented by aluminum and metal trim. One of the main design features is an encased external stairway that provides access to the chapel mezzanine. The bridge between the stairway (encased in glass and metal) and the chapel building creates a canopied breezeway that is open to the space below. This feature not only provides shading to the common space but also creates a visual draw to the church site.

### **General Plan Consistency**

The project is consistent with the General Plan Land Use designation (Institutional) and in compliance with the "I" zone, which permits institutional uses including churches, or other places of religious worship and accessory facilities (pursuant to Loma Linda Municipal Code). The proposed institutional use is compatible with the existing and future land uses in the surrounding area.

The project is consistent with Policy 3.3.1.6 of the General Plan which encourages design improvements and the replacement of older design elements that have become unattractive and non-functional. The project will provide improvements in the form of a new 21,500 square-foot chapel addition on an existing church site. The addition will replace an existing chapel that was constructed in the 1980's. The renovation allows for a more efficient onsite pedestrian circulation and provides a much needed facelift to the older structures on the church site. Staff recommends approval of the project to further facilitate the development of this institutional facility and to improve religious and social services in the City. The project will not adversely affect the public peace, health, safety or general welfare of the community.

### **Precise Plan of Design Findings**

According to LLMC Section 17.30.290, Precise Plan of Design (PPD), Application Procedure, PPD applications shall be processed using the procedure for a variance (as outlined in LLMC Section 17.30.030 through 17.30.060) but excluding the grounds (or findings). As such, no specific findings are required. However, LLMC Section 17.30.280, states the following:

"If a PPD would substantially depreciate property values in the vicinity or would unreasonably interfere with the use or enjoyment of property in the vicinity by the occupants thereof for lawful purposes or would adversely affect the public peace, health, safety or general welfare to a degree greater than that generally permitted by this title, such plan shall be rejected or shall be so modified or conditioned before adoption as to remove the said objections."

In an effort to ensure that the foregoing project is consistent with the General Plan, compliant with the zoning and other City requirements, compatible with the surrounding

area, and appropriate for the site, staff and the City Attorney have opted to apply the Conditional Use Permit Findings in LLMC §17.30.210 to this project, as follows:"

1. *That the use applied for at the location set forth in the application is properly one for which a conditional use permit is authorized by this title.*

The proposed use is a permitted use within the Institutional (I) zone. The proposed remodel and 21,500 square-foot addition is an expansion of an existing church use. The proposed project is designed in accordance with the Loma Linda Municipal Code and is consistent with the applicable provisions contained in the General Plan.

2. *That the said use is necessary or desirable for the development of the community, is in harmony with the various elements and objectives of the general plan, and is not detrimental to existing uses specifically permitted in the zone in which the proposed use is to be located.*

As previously stated, the project is consistent the General Plan and specifically with Policy 3.1.7.1 of the General Plan, which encourages a building design that reduces traffic and circulation conflicts and minimizes disruption to adjacent sensitive uses as well as promotion of high quality architecture. The project design provides a visual draw and a more appropriate entry point the church site. The future cul-de-sac and designated drop off zone will help reduce the conflict between vehicular and pedestrian traffic. The pedestrian friendly design will also facilitate the reduction of unnecessary vehicular trips to the church site. Instead of the existing midblock access, the new layout encourages the church goers to park and walk into the site, which also minimizes impact to the adjacent residential neighborhood. The renovation will be consistent with the recently improved church sanctuary.

3. *That the site for the intended use is adequate in size and shape to accommodate said use and all of the yards, setbacks, walls, or fences, landscaping and other features required in order to adjust said use to those existing or permitted future uses on land in the neighborhood.*

The subject parcel is adequate in size and shape to accommodate the proposed use. The project is part of an existing 3.66-acre site. The lot coverage of the new facility is approximately five percent of the overall Loma Linda University Church site. And as previously stated the project meets the setback requirements for Institutional Zones. Therefore, the project site can accommodate the proposed use which will be compatible with the existing and future land uses.

4. *That the site or the proposed use related to streets and highways is properly designed and improved to carry the type and quantity of traffic generated or to be generated by the proposed use.*

The church site can be accessed by pedestrians from the surrounding streets (Campus Street, University Avenue and Anderson Street). Based on the 7<sup>th</sup> Edition ITE Manual, a church use would equate to 606 total trips for one

weekend day with peak (no AM or PM) trips at 404. However, there will not be a net change in traffic generation for the proposed project because the improvements are intended to accommodate the existing congregation, only and no increase in the number church goers is anticipated. Furthermore, most of the impact will be concentrated on a single day (Saturday Sabbath) when traffic and parking are generally lighter. The staggered church service schedule and the parking agreement between the church and the university will further mitigate any vehicular impacts.

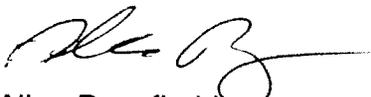
5. *That the conditions set forth in the permit and shown on the approved site plan are deemed necessary to protect the public health, safety and general welfare.*

The public health, safety and general welfare will be protected with the implementation of the Conditions of Approval for this Precise Plan of Design to insure compatibility with the surrounding uses and neighborhood.

## **CONCLUSION**

Staff recommends approval of the project because it is consistent with the General Plan (as amended by Measure V) and in compliance with the LLMC Code requirements. The construction of the chapel addition will provide the congregation with an improved and modernized church facility. The addition will also create a visual presence and a more appropriate point of entry to the church site. The NOI/Initial Study was prepared pursuant to CEQA and the CEQA Guidelines and mitigation measures have been incorporated into the project as Conditions of Approval.

Report prepared by:



Allan Penaflores  
Assistant Planner

## **ATTACHMENTS**

- A. Vicinity Map
- B. Mitigated Negative Declaration (NOI/Initial Study)
- C. Conditions of Approval
- D. Project Plans