



## MEMORANDUM

TO: PLANNING COMMISSION

FROM: TERESA McCLISH, COMMUNITY DEVELOPMENT DIRECTOR

BY: *K.H.* KELLY HEFFERNON, ASSOCIATE PLANNER

SUBJECT: CONSIDERATION OF PRE-APPLICATION NO. 16-002; LOCATION – 207 PILGRIM WAY; APPLICANT – FIRST ASSEMBLY OF GOD CHURCH; REPRESENTATIVE – HAMRICK ASSOCIATES, INC.

DATE: DECEMBER 6, 2016

### RECOMMENDATION:

It is recommended the Planning Commission review the conceptual plans and provide comments to the applicant.

### IMPACT ON FINANCIAL AND PERSONNEL RESOURCES:

There are no direct City costs related to the proposed project.

### BACKGROUND:

The 11-acre site is located on Pilgrim Way off of Orchard Street as shown on the map below and is located in the Public Facility (PF) zoning district.



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Surrounding land uses include single-family residential development to the north and south, Arroyo Grande High School to the west and US Highway 101 to the east. Site topography is relatively flat, and a drainage channel traverses from east to west through the middle of the property. The site is currently developed with a church, gymnasium with classrooms and three (3) single family residences as follows:

Existing Structures	Size (square feet)
Church / classrooms	18,000
Gym / classrooms	15,157
Single family residence	3,452
Single family residence	2,462
Single family residence	2,462
Single family residence	1,854
Storage structures	3,791
<b>Total:</b>	<b>47,178</b>

The First Assembly of God Church was originally constructed on this property in the early 1940's. The earliest building permit record the City has on file is from 1965. Available City land use permit history for this site is provided below:

Date	Approval Action	Resolution No.	Description
December 1973	CUP 73-219	PC Resolution 73-219	Authorization for a nursery preschool
July 1988	CUP 88-437 ARCH 88-372	PC Resolution 88-1188	Temporary school facilities for up to 150 students (Coastal Christian School).
August 1993	Variance 93-178 and Time Extension	PC Resolution 93-1427	Variance from time extension requirements.
May 1997	Amendment #1 to CUP 88-437	PC Resolution 97-1622	Authorization for the operation of a combined first and second grade class.
July 1998	CUP 98-568	PC Resolution 98-1658	Operate a K-12 private school up to 200 students.
March 1999	Amendment #1 to CUP 73-219	PC Resolution 99-1684	Amendment to CUP 73-219 to allow construction of two single-family residences.
November 2008	Irrigation Well	CC Resolution 4140	Authorization to drill a replacement well to irrigate the sports field.

Project Description

The applicant proposed to develop half of the property (5.5 acres) with sixty (60) apartment units, a new gym and a public sports field in two phases. One (1) existing home and a portion of an existing storage structure would be removed as part of the new development.

**Phase I** includes development of sixty (60) apartment units divided into three (3) categories, including transitional housing, senior housing and workforce housing. The apartments are a combination of one, two and three-bedroom units in ten (10) separate three-story buildings arranged in clusters of four (4). In total, 120 bedrooms with 97 parking spaces are proposed. The table below provides the breakdown of apartment units, required parking and proposed parking.

**Residential Parking Statistics**

Use	Unit Type	No. of Units	Required Covered Parking	Required Uncovered Parking	Proposed Parking
<b>Apartments:</b>	1-Bedroom	8	8 spaces	4 spaces	12 spaces
	2-Bedroom	16	32 spaces	8 spaces	40 spaces
	3-Bedroom	6	12 spaces	3 spaces	15 spaces
<b>Subtotal:</b>		<b>32</b>	<b>52 spaces</b>	<b>15 spaces</b>	<b>67 spaces</b>
<b>Independent Living Senior Apartments:</b>	1-Bedroom	4	4 spaces	0 spaces	4 spaces
	2-Bedroom	20	20 spaces	0 spaces	20 spaces
	3-Bedroom	6	6 spaces	0 spaces	6 spaces
<b>Subtotal:</b>		<b>30</b>	<b>30 spaces</b>	<b>0 spaces</b>	<b>30 spaces</b>
<b>TOTAL:</b>		<b>60 Units</b>	<b>82 spaces</b>	<b>15 spaces</b>	<b>97 spaces</b>

As shown in the above table, the project meets Development Code standards for parking. The project plans include pictures of the conceptual building design, which is similar to the Spanish Revival architectural style using a low-pitched tiled roof with little or no eave overhang, rounded arch elements, stucco surface and asymmetrical façade. Green screens are proposed on the south side for both resident privacy and to screen the project from the residences located within the Vista Del Mar residential subdivision.

**Phase II** includes development of a 9,600 square foot gymnasium and a 55,000 ± square foot soccer field that will also function as a drainage basin. Parking requirements for Phase II is unclear. Development Code parking requirements for the gymnasium include either one (1) space for every fifty (50) square feet of floor area, or one (1) space for every five (5) fixed seats (Development Code Section 16.56.060 for public and semi-public buildings – assembly, including auditoriums, theaters, lodges, clubs, churches, and mortuaries). Given the size of the gym (9,600 square feet) and lacking information about fixed seating, it is estimated that 192 parking spaces would be required. The

Development Code does not include a parking standard for recreational facilities such as a soccer field.

The overall parking proposed is 328 spaces, including 94 existing spaces and 234 new spaces as shown below. Depending on how the parking is calculated for Phase II, the site is either under parked by a minimum of fifty-five (55) spaces, or by much more.

**Overall Site Parking - Existing and Proposed**

Use	Number of Parking Spaces Required	Number of Parking Spaces Proposed
Existing Site Parking (church and school)	94	94
Proposed Site Parking:		
<ul style="list-style-type: none"> <li>• New Residential</li> <li>• New Gym/Soccer Field</li> <li>• Additional Parking (pedestrian bridge)</li> </ul>	97 192 (gym only; soccer field to be determined)	97 118 19
<b>Total Site Parking:</b>	<b>383 spaces</b>	<b>328 spaces</b>

Staff Advisory Committee (SAC)

The SAC considered this project on May 25, 2016. Issues discussed included water availability, adequate sewer connection and stormwater drainage, lighting impacts of the soccer field to neighbors, fire protection, road improvements, traffic impacts, and parking. These issues are discussed below under Environmental Review.

**ANALYSIS OF ISSUES:**

The property currently has a land use designation of Community Facilities (CF) and is zoned Public Facility (PF). Relevant allowable uses in the PF zoning district include churches, public parks and recreation facilities, assisted living facilities for seniors, and public buildings and grounds not otherwise mentioned. The proposed gym and soccer field are allowed under the PF zoning, but the proposed housing is not allowed. The project as proposed will therefore require the following applications:

- General Plan Amendment (GPA) to allow Multi-Family Residential Very High Density housing (MFR-VHD – 25 dwelling units per acre);
- Development Code Amendment (DCA) to allow Multi-Family Very High density housing (MFVH – 25 dwelling units per acre);
- Tentative Parcel Map (TPM) or Tentative Tract Map (TTM) to subdivide the property into separate uses;
- Conditional Use Permit (CUP) to develop the gym and soccer field; and

- Minor Use Permit (MUP) for multi-family attached apartment units.

All applications will be considered comprehensively through the environmental review process.

#### General Plan Consistency

The General Plan Land Use Map designates the project site as Community Facilities (CF), which is intended to provide a variety of public and quasi-public uses, serving neighborhood, community or regional needs throughout the City. These community facilities are beneficial to the City, but their location, nature of operation, and scale sometimes creates compatibility issues such as noise, traffic, lighting and other issues. As proposed, the residential component would be inconsistent with the CF land use.

Objective LU9 of the Land Use Element outlines a general goal regarding Community Facilities to “provide for appropriate maintenance, development and placement of Community Facilities relative to existing and planned land uses.” Relevant land use policies under this objective are as follows:

LU9-3. Balance the supply and size of Community Facilities with the existing and planned demand for the services they provide based on the General Plan Land Use Element.

LU9-4. Ensure that new developments provide opportunities for recreation that are commensurate with the level and type of development. Ensure that recreational uses are compatible with surrounding uses and with sensitive resources that may be present.

The proposed gymnasium and soccer field will be open to the public, providing additional recreational opportunities within the community.

The Housing Element provides numerous goals, policies and programs related to affordable housing, including the following principal goals:

- Goal A: Housing for All Income Groups within the Community (*Provide a continuing supply of affordable housing to meet the needs of existing and future Arroyo Grande residents in all income categories*)
- Goal B: Affordable Housing (*Ensure that housing constructed in the City is affordable to all income levels*)
- Goal C: Identify Funding for Extremely Low, Very Low, and Low-Income Housing (*Research and identify various additional financial and other resources to provide extremely low, very low, and low-income housing for current and future residents of the City*)
- Goal D: Encourage Diverse Housing Stock (*In order to provide affordable housing, especially for extremely, very-low and low-income households, encourage apartment construction*)

- Goal F: Inclusionary Housing (*Strengthen the City's inclusionary housing ordinance to require more affordable units in both residential and commercial development projects*)
- Goal J: Special Needs Housing (*Meet the housing needs of special groups of Arroyo Grande residents, including seniors, persons with disabilities, persons with developmental disabilities, single parents, large families, and farmworkers*)

The proposed transitional, senior, and workforce housing units would further assist the City with meeting the above goals.

The project also helps further two of the City's primary Economic Development Element goals, including helping to create a thriving economy (housing for the City's workforce is important to local businesses) and addressing unmet community needs (recreational opportunities).

#### Environmental Review

The formal application will require a thorough analysis of potential environmental impacts pursuant to the California Environmental Quality Act (CEQA). Environmental issues of concern for this project include:

- Water availability. The 2001 General Plan Program EIR identifies the change in quantity of groundwater withdrawals and the amount of water otherwise available for public supplies associated with increased population growth and agricultural preservation as a potentially significant impact to water resources, and therefore a Statement of Overriding Considerations was approved. The subject property was included in the General Plan Update as eleven (11) acres of PF zoned land, and therefore did not account for a high density residential use. Because the 2001 General Plan and EIR did not anticipate residential units on this site, the applicant will need to determine how additional water will be obtained to serve the project, such as through water offsets.

Water is a significant concern given the current drought and the additional residential density that was not anticipated in the 2001 General Plan. Overall water use will need to be modeled. The applicant will be required to neutralize the additional water use demand or provide additional water to accommodate the sixty (60) apartment units. Although the property was once zoned Agriculture and includes a well on site that could be used for irrigation (similar to the Cherry Creek residential subdivision), records do not indicate that there was agricultural production on the site and therefore water credits are likely not available. An option for the applicant to consider is to change the phasing such that the residential component is developed last. This will allow the gymnasium and soccer field to move forward while water issues are being resolved. It is anticipated that the soccer field will utilize artificial turf; otherwise, water offsets will be required to irrigate the 36,000 square feet of grass.

- Sanitary Sewer. The applicant is required to obtain a will serve letter from the South County Sanitation District. Currently, there is no sewer main located in Orchard Street, and older homes along this street have sewer laterals in their backyards. The project will either need to provide a lift station to connect to the sewer main at Castillo Del Mar near the existing gate, or install a new sewer main down Orchard Street to the 15" trunk at West Cherry and Arroyo Avenue. This will need to be engineered and is expensive, but gravity is preferred over a pump station due to the maintenance requirements involved. It is possible that the City could participate in the cost of installing a sewer main down Orchard Street since this is included in the City's Master Sewer Plan.
- Tree removal. Several trees are proposed to be removed for both phases, although the species are not identified on the plans. An arborist report will be required to identify all trees to be removed and protected, and determine tree removal mitigation.
- Fire protection. To provide adequate fire flow protection in addition to domestic water, the water system needs to be looped to include an 8" main that goes all the way around the project. A truck-turn exhibit for the Fire Department ladder truck (Appendix F of the Engineering Standards) is also required. For the 3-story homes, the project must meet requirements of Appendix D of the California Fire Code.
- Stormwater drainage and retention. The property includes a sizable drainage channel that traverses through the site from east to west. The applicant proposes to place the drainage through new culverts. This proposal, plus understanding how post construction requirements will be satisfied, requires a hydraulic and hydrology report. More information is also needed for the bridge proposed over the existing drainage channel. All drainage improvements will need to be closely reviewed.
- Traffic and Circulation. A traffic study is required to assess project related impacts at the intersection of Orchard Street and Fair Oaks Boulevard, as well as other potentially impacted intersections and road segments. Right-of-way improvements will be required on Pilgrim Way and Orchard Street, including ADA improvements. The driveway serving the existing residences may need to be wider for fire truck access. It is anticipated that the applicant will also need to pay a fair share for the extension of Castillo Del Mar.
- Parking. As indicated above, the overall parking required is 383 spaces based on assumptions regarding the gymnasium and the lack of a parking analysis for the soccer field. At a minimum, the site is short 55 spaces. A parking study for both phases needs to be completed.

- Affordable Housing. All of the proposed units are considered affordable. The applicant has indicated that it is likely a local non-profit will construct and manage the housing component of the project, although specific details are not currently available.
- Noise and Lighting. Noise and lighting impacts will primarily emanate from the proposed soccer field and will need to be adequately assessed during entitlement processing.

Studies that will be required as part of the entitlement process include, but are not limited to, the following:

- Water demand analysis and water offsets
- Hydraulic and Hydrology Report
- Sewer Study
- Traffic Study
- Parking Study
- Arborist Report

#### **ALTERNATIVES:**

The following alternatives are presented for Planning Commission consideration:

1. Provide comments and suggestions to the applicant in support of the conceptual project as presented;
2. Provide comments and suggestions to the applicant in opposition of the conceptual project as presented; or
3. Provide direction to staff and/or the applicant.

#### **ADVANTAGES:**

The applicant is currently seeking comments and suggestions from the Planning Commission on processing a general plan amendment and other related applications for the project. Ultimate approval of the project would allow an affordable housing development, consistent with the City's Housing Element and filling a large need in the community. The project will also provide needed recreational opportunities in close proximity to Arroyo Grande High School.

#### **DISADVANTAGES:**

Ultimate development of the site would increase traffic in the vicinity and develop property that is mostly vacant. The project will also place additional demand on the City's limited water resources.

#### **ENVIRONMENTAL REVIEW:**

No environmental review is required for this item. Appropriate environmental review will be required as part of processing the formal project submittal.



**PUBLIC NOTIFICATION AND COMMENTS:**

The Agenda was posted at City Hall and on the City's website in accordance with Government Code Section 54954.2.

Attachment:

1. Conceptual Project Plans (available for public review at City Hall)