

## CALIFORNIA COASTAL COMMISSION

SAN DIEGO COAST AREA

3111 CAMINO DEL RIO NORTH, SUITE 200

SAN DIEGO, CA 92108-1725

(619) 521-8036

Staff: DL-SD  
Staff Report: July 24, 1997  
Hearing Date: August 12-15, 1997



AMENDMENT REQUEST  
STAFF REPORT AND PRELIMINARY RECOMMENDATION

Wed 11a

Application No.: 6-92-137-A

Applicant: Monsignor Lawrence Purcell Agent: Don Coordt

Original Description: Master development plan for Saint James Catholic Community Church to include: 10,200 cy. balanced on-site grading to raise elevation of an existing playfield by approx. 5 1/2 ft.; increase on-site parking from 232 to 273 spaces; convert existing 3,549 sq.ft. administration building into a parish community center and add 4,150 sq.ft.; add 342 sq.ft. to existing 7,140 sq.ft. parish hall; add 5,014 sq.ft. to existing 12,288 sq.ft. educational center; construct a 6,491 sq.ft. two-story ministry center, install three monument signs; install temporary trailers to house existing classrooms until educational center additions are completed, on 11.41 acre site.

Proposed Amendment: Add 221 sq.ft. to previously approved 342 sq.ft. addition to parish hall; add 4,728 sq.ft. to previously approved 5,014 sq.ft. addition to educational center; relocate proposed 6,491 sq.ft. ministry center to east side of site; remove previously approved temporary trailers.

Substantive File Documents: Certified County of San Diego Local Coastal Program; City of Solana Beach General Plan and Zoning Ordinance; City of Solana Beach Major Use Permit #17-96-25, CUP MOD.

STAFF NOTES:Summary of Staff's Preliminary Recommendation:

Staff is recommending approval of the proposed amendment request. The project was originally noticed as a non-material amendment, then scheduled for public hearing when several letters of objection were received. Opponents to the project have raised concerns regarding traffic, parking, noise, private view blockage, and pollution. Although the amendment involves a fairly substantial increase in the square footage of two church structures, parking demand and traffic generation rates for church uses are determined by the occupancy of the church sanctuary, the number of employees, and the number of students at the facility. The proposed amendment will not increase any of these factors. A special condition placed on the original permit requiring that any change in the number of employees or students undergo additional traffic analysis and review by the Commission, will remain in effect. Therefore, no impacts to parking, traffic, or visual quality will result.

PRELIMINARY STAFF RECOMMENDATION:

The staff recommends the Commission adopt the following resolution:

I. Approval with Conditions.

The Commission hereby grants a permit amendment for the proposed development, subject to the conditions below, on the grounds that the development as amended, will be in conformity with the provisions of Chapter 3 of the California Coastal Act of 1976, will not prejudice the ability of the local government having jurisdiction over the area to prepare a Local Coastal Program conforming to the provisions of Chapter 3 of the Coastal Act, and will not have any significant adverse impacts on the environment within the meaning of the California Environmental Quality Act.

II. Standard Conditions.

See attached page.

III. Special Conditions.

The amendment is subject to the following conditions:

1. Prior Conditions of Approval. All special conditions adopted by the Coastal Commission as part of the original permit action remain in full force and effect.

IV. Findings and Declarations.

The Commission finds and declares as follows:

1. Original Project Description/History. On August 12, 1992 the Commission approved an application for a master development plan for Saint James Catholic Community Church including: conversion of an existing 3,549 sq.ft. administration building into a parish community center by interior remodeling and the addition of 4,150 sq.ft.; a 342 sq.ft. addition an existing 7,140 sq.ft. parish hall; a 5,014 sq.ft. addition to an existing 12,288 sq.ft. educational center; and construction of a new 6,491 sq.ft. two-story ministry center. Other related improvements involved vehicular and pedestrian circulation improvements, including the increase of on-site parking from 232 spaces to 273 spaces and 10,200 cy. of balanced on-site cut and fill grading. Also proposed was the installation of temporary trailers on-site to house the existing day care, kindergarten and first grade of the educational facility until the construction phase of the structure was completed, when the temporary trailers were to be removed. Three monument signs were also proposed consisting of two, 7-foot high by 10-foot wide identification signs, and one, 6-foot high by 10-foot wide directory sign.

The Commission approved the development with one special condition requiring the applicant to submit documentation of the existing number of students enrolled in each grade and the daycare facility, and documenting the existing

number of employees on the site. The condition also notified the applicants that an increase in the number of students or employees in association with the use on the site would require additional traffic analysis.

2. Amendment Request. The proposed amendment involves increasing the size of two of the previously approved additions, and relocating one of the previously approved (not yet constructed) structures elsewhere on the project site. Specifically, the amendment would increase the approved 342 sq.ft. addition to the existing 7,140 sq.ft. parish hall by 221 sq.ft. and increase the approved 5,014 sq.ft. addition to the existing 12,288 sq.ft. educational center by 4,728 sq.ft. The 12,288 sq.ft. ministry building would be built on the eastern edge of the site, rather than in the middle of the site as previously approved (see Exhibits 2 and 3).

3. Parking/Coastal Access. Section 30252 calls for the provision of adequate on-site parking in new development projects to facilitate access to the coast. The project site is located just north of Via de la Valle which is a major coastal access route leading to the beach recreation areas of both Del Mar and Solana Beach as well as to the Del Mar Fairgrounds and race track facility. As such, the intensification of use near this area has the potential to impact parking and traffic circulation.

The City of Solana Beach requires that religious assemblies such as church facilities provide one parking space for every four persons that occupy the sanctuary or assembly. These standards are the same as the parking requirements contained in the certified San Diego County LCP, which is used for guidance in the City of Solana Beach. In the case of the proposed project, the existing church sanctuary has a maximum occupancy of approximately 691 people. There will be no changes to the existing church sanctuary through this permit. The church facility also has a private school on site that serves grades K-8 (Kindergarten through 8th grade). The parking requirements for an educational facility are one space per employee. For the original project, the applicant indicated that there were approximately 20 school employees including teachers and assistants. For the current amendment, the applicant has clarified that there are 23 school employees. Therefore, the church facility would require a total of 196 (173 + 23) parking spaces. Currently there are 273 spaces on the site. As such, the facility will provide more than sufficient on-site parking to meet zoning requirements.

In conjunction with the proposed improvements to the church facility originally approved by the Commission, a traffic study was completed in 1992. According to the findings of that report, the existing activities in the buildings on the site had "sorely overtaxed the rooms in the buildings," and reported that temporary desks, offices and meetings rooms were squeezed into each existing building including the church itself to accommodate existing uses on the site. As originally proposed, improvements were not designed to increase the existing uses on site, but rather to retain the same number of individuals and activities as present and to improve the space that is necessary for the existing uses. No increase in the number of students attending the school was proposed.

The traffic study performed in 1992 included traffic counts that were conducted at various time periods to measure the daily and peak hour traffic. The study concluded that if the weekday counts taken were doubled to obtain a full one-hour count (worst case scenario), there would be "...a total of 102 vehicles on Del Mar Downs in the morning approaching Via de la Valle and 78 in the evening." Furthermore, if the Via de la Valle volumes were also doubled, "...the volumes compared to Caltrans Peak Hour Warrants for a traffic signal in urban areas, neither hour would warrant installation of a traffic signal." It was also concluded that the existing traffic counts made during the weekday school hours would be less than the time when Sunday Mass is in session at the church itself. The traffic study also concluded that not all traffic at this location is a result of church traffic. In comparing the Sunday counts to the weekday counts, the study did not find any significant increase for traffic along Via de la Valle. The most increases noted were along Del Mar Downs Road and South Nardo Avenue. However, even these increases were considered minimal. No mitigation measures were recommended since it was found that the project would not result in increases to traffic on public streets and that the proposed improvements, including the re-design of traffic flow within the site, would result in the on-site traffic flow being made safer.

As with the original expansion, the additions proposed through the subject amendment will not result in an increase in the number of students or employees. The project was approved by the City of Solana Beach with the condition that student enrollment not be permitted to increase beyond a maximum K-8 enrollment of 266 students as a result of the expansion. The 221 sq.ft. addition to the existing parish hall accommodates a minor redesign of the facility, and the 4,728 education center addition relocates the existing 7th and 8th grades and adds basement storage and an addition to the restrooms for handicapped accessibility. The applicant has indicated that the new space will provide a designated teaching area for music and art/science where the existing 7th and 8th students are currently located. In addition, the previously approved trailers on the site will be removed as the kindergarten classes will be able to housed in the expansion.

Therefore, the additional expansion will not result in any increase in traffic or congestion in the area. Since there will be no increase in the maximum occupancy of the church sanctuary, number of students at the existing school, or school employees, the expansion should not have any impact on the level of service (LOS) on adjacent major street systems nor increase the average daily trips (ADT). However, future expansions in the facility or number of students and employees would change the intensity of the use of the site and could adversely impact parking and traffic. Thus, the original condition placed on the permit advising the applicant that should there be any increases in number of students or employees of these facilities a separate amendment or coastal development permit will be required, will remain in effect. Such an amendment or coastal development permit application must be accompanied by a detailed and updated traffic analysis addressing traffic conditions, i.e. Average Daily Trips (ADT's) on major streets and intersections in the area at that time, patterns of traffic generation and ADT's resulting from future development proposals or increases in enrollment, etc., and a comparison of these factors with existing conditions and with impact of site buildout at a residential density consistent with that in a certified LCP for the area.

Therefore, the proposed expansions to the church facility will not have a significant impact on beach visitor access nor the surrounding street system, and the proposed project can be found consistent with Section 30252 of the Coastal Act.

4. Visual Impacts/Community Character. Section 30251 of the Act provides for, in part, the protection of scenic and visual qualities of coastal areas, the protection of views to and along the ocean, and that new development be compatible with the character of surrounding areas. Due to the nature of the surrounding terrain which is hilly and vegetated, the subject site is not visible from the major coastal access routes of Via de la Valle to the south nor Interstate-5 to the east. The site is situated in an urbanized residential area of Solana Beach consisting of a variety of single and multi-family residential development.

The amendment would relocate the previously approved two-story ministry center from the middle of the site to the eastern side of the site, approximately 800 feet southeast of the original location. However, the building will not block any public views. The relocation and the additional expansions proposed will not significantly change the overall appearance of the church community. Therefore, the proposed development can be found consistent with Section 30251 of the Act.

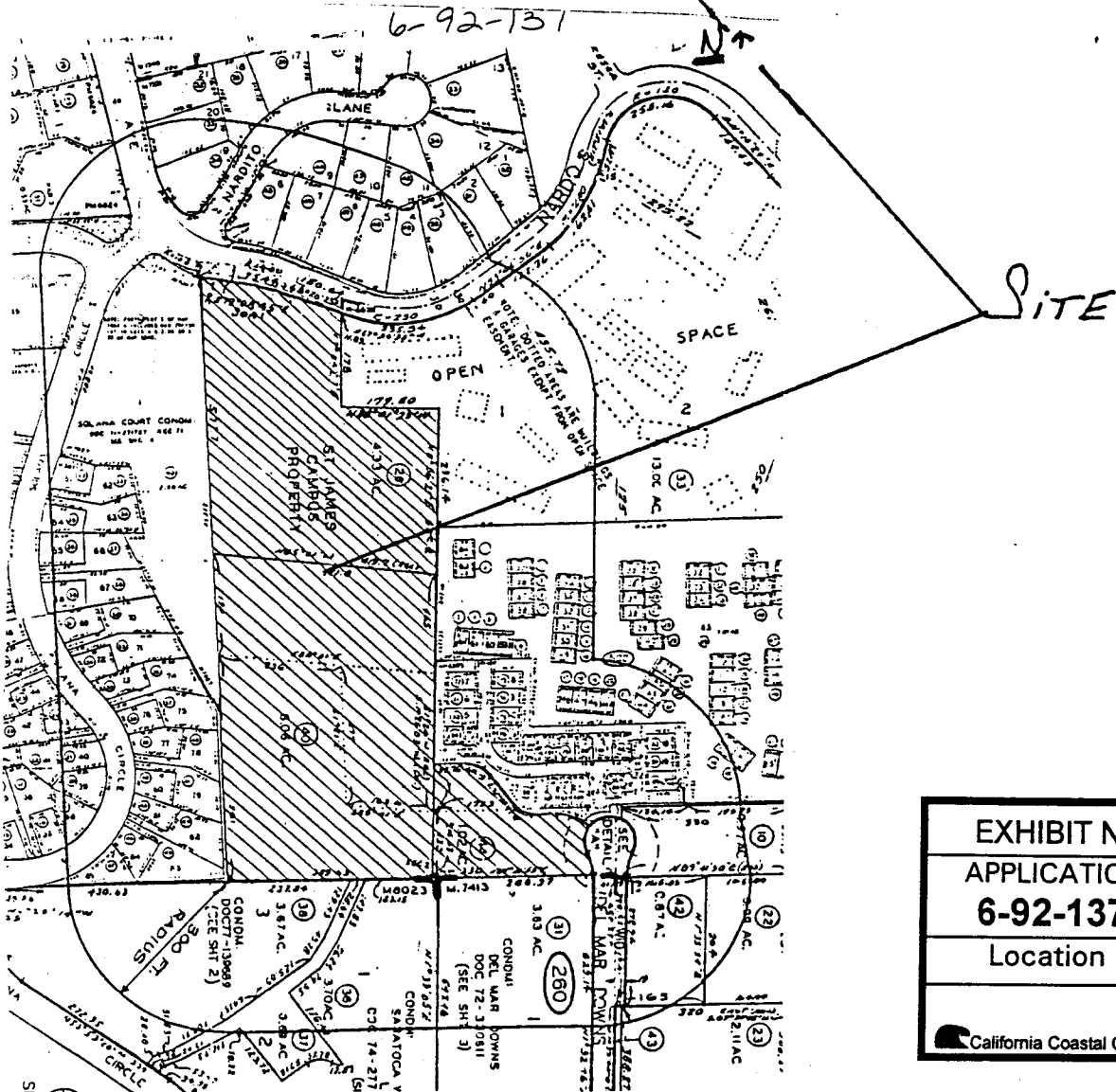
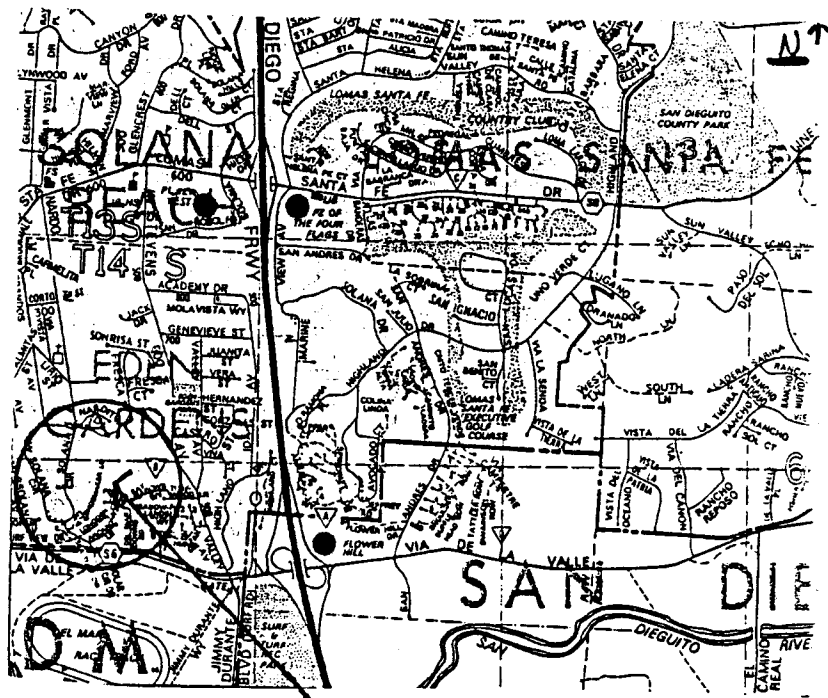
5. Local Coastal Planning. Section 30604 (a) requires that a coastal development permit amendment shall be issued only if the Commission finds that the permitted development as amended will not prejudice the ability of the local government to prepare a Local Coastal Program (LCP) in conformity with the provisions of Chapter 3 of the Coastal Act. In this case, such a finding can be made.

The subject development is consistent with the "Institutional" General Plan and zoning designation applied to the site by the City of Solana Beach. The site is zoned and designated for residential uses in the certified County LCP, which permits religious assembly uses with a use permit. The amended project has received a Use Permit Modification from the City of Solana Beach for the proposed development. The subject site is not located within any of the special area overlay zones contained in the certified County of San Diego LCP. Therefore, the Commission finds that the proposed development will not prejudice the ability of the City of Solana Beach to prepare a certifiable LCP.

6. Consistency with the California Environmental Quality Act (CEQA). Section 13096 of the Commission's administrative regulations requires Commission approval of a coastal development permit or amendment to be supported by a finding showing the permit or permit amendment, to be consistent with any applicable requirements of the California Environmental Quality Act (CEQA). Section 21080.5(d)(2)(i) of CEQA prohibits a proposed development from being approved if there are feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse impact which the activity may have on the environment.

The proposed project has been previously conditioned in order to be found consistent with the public access and visual resource policies of the Coastal Act. This condition will remain in effect. Mitigation measures, including requiring the applicant to obtain further review from the Commission if the intensity of use on the site changes, will minimize all adverse environmental impacts. As conditioned, there are no feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse impact which the activity may have on the environment. Therefore, the Commission finds that the proposed amendment, as conditioned to mitigate the identified impacts, is the least environmentally damaging feasible alternative and can be found consistent with the requirements of the Coastal Act to conform to CEQA.

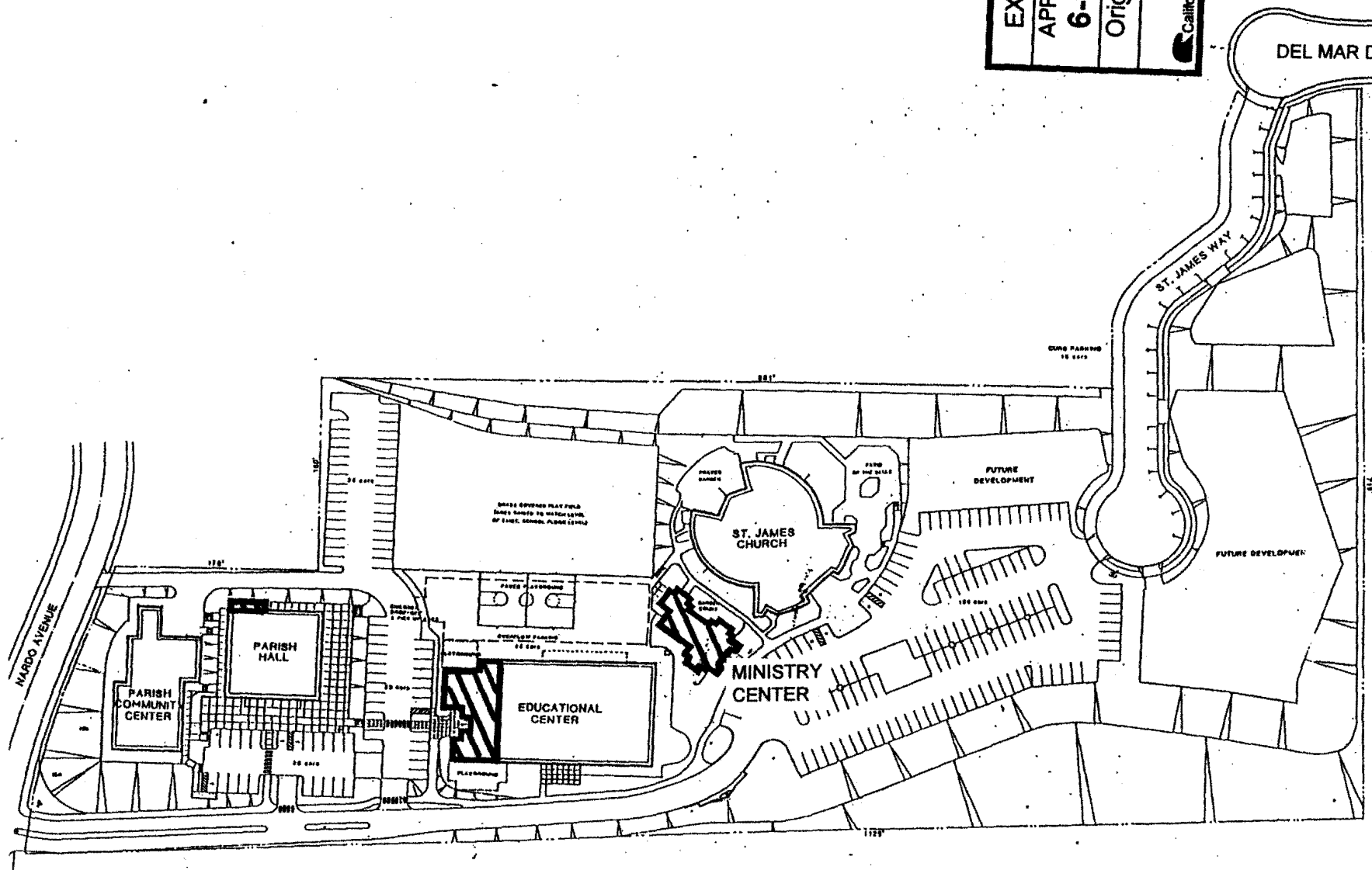
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| EXHIBIT NO. 1                 |
| APPLICATION NO.               |
| <b>6-92-137-A1</b>            |
| Location Map                  |
| California Coastal Commission |

**California Coastal Commission**

DEL MAR DOWNS



**TOTAL CARS PROVIDED      229 cars**

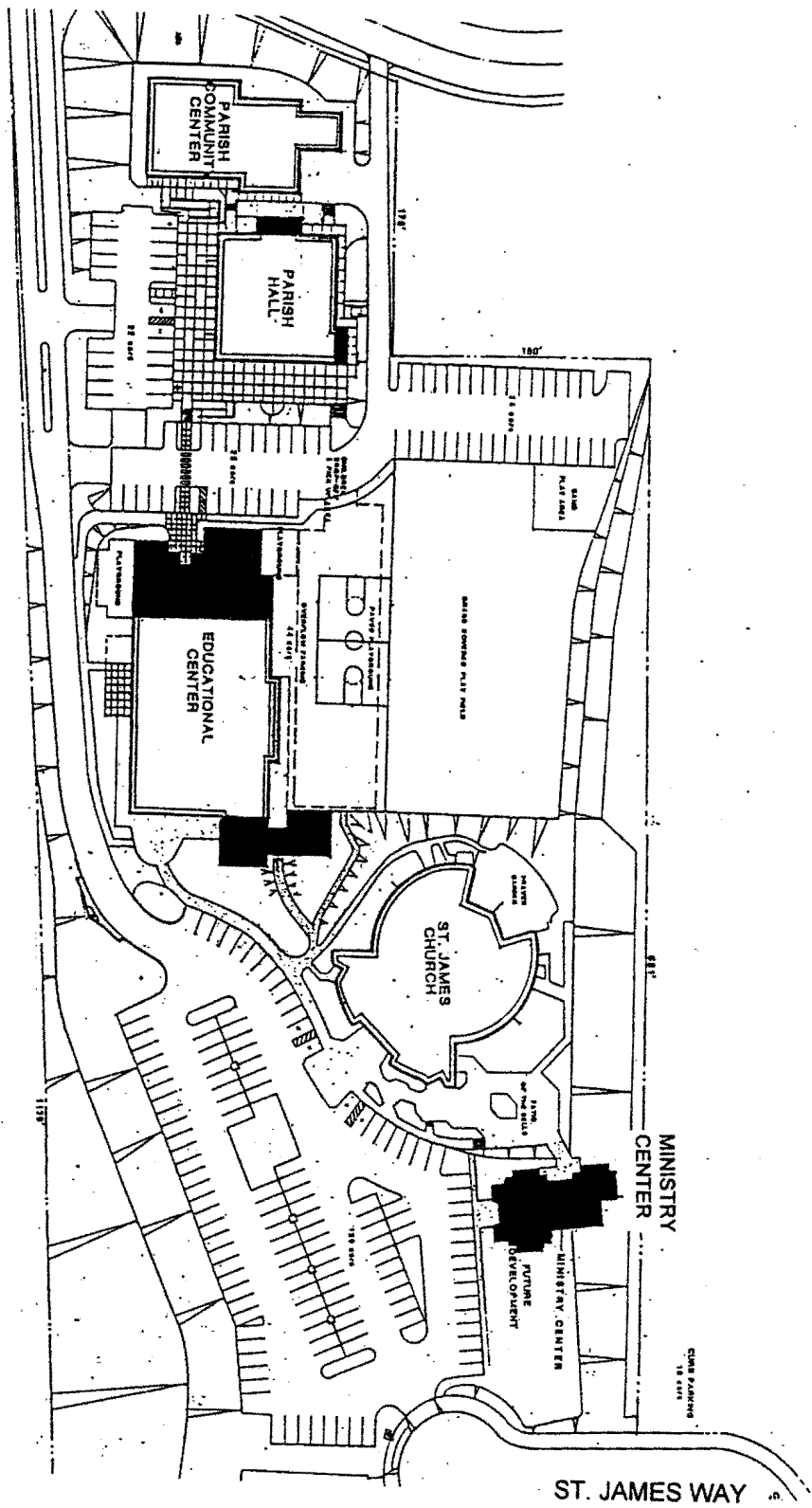
273 cars PROVIDED WITH  
OVERFLOW PARKING

# St. James/St. Leo Catholic Community

**SCHOELL & PAUL**




MASTER PLAN



ST. JAMES WAY

DEL MAR DOWNS

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|---|
| EXHIBIT NO. 3   |
| APPLICATION NO.   |
| <b>6-92-137-A1</b>  |
| Proposed Site Plan  |
|  California Coastal Commission |