

P98-102 4121 and 4127 14th Avenue - Parking lot for St. Paul's  
Missionary Baptist Church

- REQUEST:
- A. Categorical Exemption (Section 15303, 15305 and 15311);
  - B. **Special Permit** to allow an 84 space off-site parking lot for an existing church;
  - C. **Variance** to reduce the required 50% tree shading requirement to 25%;
  - D. **Variance** to waive the six foot high masonry wall that is required between the non-residential use and the adjacent residential uses; and,
  - E. **Lot Line Merger** to merge two parcels into one parcel on a .66 ± acre parcel in the Heavy Commercial (C-4) zone.

LOCATION: 4121 and 4127 14th Avenue  
APN:014-0272-035 and 036  
Council District 5

APPLICANT:	St. Paul Missionary Baptist Church 3996 14th Avenue Sacramento, CA 95820
OWNER:	St. Paul Missionary Baptist Church 3996 14th Avenue Sacramento, CA 95820
APPLICATION FILED:	September 16, 1998
STAFF CONTACT:	Don Smith, 264-8289

**SUMMARY:** The applicant is seeking the necessary entitlements to allow the construction of an 84 space off-site parking lot on a .66 ± acre vacant lot in the Standard Single Family (R-1) zone. The applicant is requesting Variances to reduce the required tree shading from 50% to 25% and to waive the requirement for a six foot high masonry wall. A request to merge the two parcels into one parcel is also requested.

**RECOMMENDATION:** Staff finds the proposal for the parking lot to be an acceptable use and supports the request for the parking lot and lot line merger. Staff does not support the requests to reduce the required tree shading or the waiver of the six foot high masonry wall. The 50% tree shading needs to be met and the six foot masonry wall needs to be provided around the property.

**PROJECT INFORMATION:**

General Plan Designation: Low Density Residential (4-15 DU/NA)  
Zoning: Standard Single Family Residential (R-1)  
Existing Land Use of Site: Vacant  
School District: Sacramento Unified

**Surrounding Land Use and Zoning:**

North: Single Family Residential; (R-1)  
South: Single Family Residential; (R-1)  
East: Single Family Residential; (R-1)  
West: Single Family Residential; (R-1)

Property Area: .66 acres  
Property Dimensions: 139 ±' X 205 ±'  
Provided Parking Spaces: 84 spaces

**OTHER APPROVALS REQUIRED:** In addition to the requested entitlement, the applicant will be required to obtain the following permits or approvals, including but not limited to:

<u>Permits</u>	<u>Agency</u>
Building Permit	Development Services Division
Certificate of Compliance	Public Works

**BACKGROUND:** During the early part of the 20th Century, single family dwellings occupied the subject parcels. Records indicate that additional dwellings were added to each parcel during the 1950's and 60's. In 1987, a Special Permit was granted on the 4127 14th Avenue parcel for an elderly care facility for 15 residents. Today, both parcels are vacant. Structures that were there in the past, have now been demolished. The site has been a depository for trash and other debris.

St. Paul's Missionary Baptist Church is located at 3996 14th Avenue, approximately 250 feet west of the proposed parking lot. Sunday services at the church generate a significant parking demand in the neighborhood. The main parking lot for the church is

located directly south of the church. The main parking facility is full during Sunday services. On-street parking is necessary to handle the congregation's vehicles.

The church proposes to construct the subject parking lot to reduce the amount of on-street parking that occurs on Sundays. Future plans for the church include the construction of a gymnasium on a vacant parcel that is adjacent to the church property and southwest of the proposed parking lot (that lot is outside the City limits). The proposed parking lot would be convenient for future gymnasium users.

**STAFF EVALUATION:** Staff has the following comments:

A. Policy Considerations

The General Plan designation and zoning of the property is Low Density Residential (4 to 15 DU/NA) and Standard Single Family Residential (R-1), respectively. Although the use of the single family property for the church might contribute to a loss of housing, the Zoning Ordinance allows parking lots to be located in any zone with an approved Special Permit. The proposed parking lot would accommodate overflow parking for the existing church, gymnasium use, and as such may be considered consistent with the General Plan.

B. Site Plan

The site plan shows a rectangular shaped parking lot for 84 vehicles. The plan provides for 25% tree shading of the overall lot. A decorative wrought iron fence is proposed along the front of the property. The proposed decorative fence includes images of children at play. The applicant proposes a six foot high chain link fence between the parking lot and adjacent residences.

The Zoning Ordinance requires a six foot high masonry wall between residential and non-residential uses. The applicant states that the variance to waive that requirement is requested for two reasons: first, the masonry wall would be a target for graffiti; and, second, construction cost of \$500 per lineal foot of wall makes it prohibitive. Staff does not feel that there is sufficient hardship to support the requested waiver and recommends denying the variance to waive the required wall. The lot would then have a solid masonry wall on the east, west and north sides. The wrought iron fence would be placed along the street frontage (south side).

C. Design

The design of the parking lot is efficient. Striping, paving, landscape planters and

bumper stops will be in conformance with City Standards. The five foot high decorative wrought iron fence proposed along 14<sup>th</sup> Avenue is a desirable feature. The fence shall be installed along the north side of the planter (about four feet behind the side walk) so that the plants are on the street side of the fence. The plan has adequate room for landscaping. Staff recommends that the types of plant materials used should be reconsidered. Flowering shrubs are preferred. The gate(s) shall be reviewed and approved by the Fire Department, Planning Division, Transportation Division of Public Works and Building Division. Gates shall be opened prior to church services and other related activities. The gates shall be closed and secured upon conclusion of church activities in the evenings.

Parking lot light fixtures shall be not higher than 14 feet. The style of the lighting stanchions shall be similar to the street lights that are located along 14<sup>th</sup> Avenue in front of the site.

#### Variance Requests

Staff recommends that the variance to reduce the tree shading requirement be denied. A denial of the request will require the applicant to provide landscaping to the 50% level required by the Zoning Ordinance. Staff supports maintaining the required tree shading due to its aesthetic value, and its value in reducing the amount of heat generated by the parking lot paving. Tree shading also reduces emissions by cooling fuel tanks. Conditions of approval are recommended to maintain landscaping in a way that it will not disturb security.

Staff recommends that the masonry wall be provided as required to help improve the aesthetics of the parking lot and to provide a buffer between adjacent residential properties.

#### D. Lot Line Merger

The applicant proposes to merge the two parcels into one parcel for the proposed parking lot. This is recommended and supported by staff.

### PROJECT REVIEW PROCESS:

#### A. Environmental Determination

The proposed project consists of the construction of a parking lot, with a fence, or wall, and includes a lot line merger. The following CEQA Sections may be applied to the project. Section 15311 exempts minor structures accessory to an existing

commercial, industrial or institutional use including small parking lots. Section 15305 exempts minor alterations in land use limitations such as minor lot line adjustments. Section 15303 exempts new construction of small accessory structures including fences. The project, therefore, qualifies for a Categorical Exemption pursuant to Sections 15311, 15305 and 15303 of the California Environmental Quality Act (CEQA) Guidelines. No further environmental review is required.

B. Neighborhood Response

Public notice was sent to the Councilmember for District 5, the Neighborhood Services Area 3 Manager and Neighborhood Planning Liaison. Staff has visited each residence adjacent to the proposed parking lot, talked to residents and left messages. No comments have been received.

C. Summary of Agency Comments

Comments received by public agencies have been incorporated into the conditions of approval.

PROJECT APPROVAL PROCESS: The Planning Commission has the authority to approve or deny the requested entitlement(s). The Commission action may be appealed to the City Council within 10 days following the Commission's action. Any modification to the project shall be subject to review and approval by Planning staff prior to the issuance of building permits.

RECOMMENDATION: Staff recommends that the Planning Commission take the following action:

- A. Adopt the attached Notice of Decision and Findings of Fact with the environmental determination that the project is exempt pursuant to CEQA;
- B. Adopt the attached Notice of Decision and Findings of Fact approving the **Special Permit** to allow an 84 space off-site parking lot for an existing church;
- C. Adopt the attached Notice of Decision and Findings of Fact denying the **Variance** to reduce the required 50% tree shading requirement to 25%;
- D. Adopt the attached Notice of Decision and Findings of Fact denying the **Variance** to waive the six foot high masonry wall that is required between the non-residential use and the adjacent residential uses;

- E. Adopt the Notice of Decision and Findings of Fact approving the **Lot Line Merger** to merge two parcels into one parcel on a  $.66 \pm$  acre parcel in the Standard Single Family Residential (R-1) zone.

Report Prepared By,



Don Smith, Associate Planner

Report Reviewed By,



Bridgette Williams, Associate Planner

Attachments

- |              |   |
|--------------|---|
| Attachment 1 | Notice of Decision and Findings of Fact |
| Exhibit 1    | Vicinity Map                            |
| Exhibit 2    | Land Use and Zoning Map                 |
| Exhibit 3    | Site Plan                               |
| Exhibit 4    | Gate Detail                             |

**ATTACHMENT 1:**

**NOTICE OF DECISION AND FINDINGS OF FACT  
APPROVING THE SPECIAL PERMIT TO ALLOW AN 84 SPACE PARKING LOT AND  
LOT LINE MERGER TO COMBINE TWO PARCELS INTO ONE PARCEL; AND  
DENYING THE VARIANCE TO WAIVE THE 50% TREE SHADING REQUIREMENT AND  
VARIANCE TO WAIVE THE REQUIRED MASONRY WALL IN THE STANDARD SINGLE  
FAMILY RESIDENTIAL (R-1) ZONE AT 4121 AND 4127 14TH AVENUE,  
APN 014-0272-035 AND 036, SACRAMENTO, CALIFORNIA,**

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At the regular meeting of November 19, 1998, the City Planning Commission heard and considered evidence in the above entitled matter. Based on verbal and documentary evidence at said hearing, the Planning Commission took the following action for the location listed above:

- A. Categorical Exemption (Sections 15303, 15303 and 15311); and,
- B. Adopted the attached Notice of Decision and Findings of Fact **approving** the **Special Permit** to allow an 84 space off-site parking lot for an existing church;
- C. Adopt the attached Notice of Decision and Findings of Fact **denying** the **Variance** to reduce the required 50% tree shading requirement to 25%;
- D. Adopt the attached Notice of Decision and Findings of Fact **approving** the **Variance** to waive the six foot masonry wall that is required between the non-residential use and the adjacent residential uses;
- E. Adopt the Notice of Decision and Findings of Fact **approving** the **Lot Line Merger** to merge two parcels into one parcel on a .66 ± acre parcel in the Standard Single Family Residential (R-1) zone.

These actions were made based upon the following findings of fact:

**FINDINGS OF FACT**

- I. Environmental
  - A. Categorical Exemption The City Planning Commission finds and determines that the proposed project is exempt from environmental review pursuant to Sections 15303, 15305 and 15311 of the CEQA Guidelines.
- II Special Permit
  - A. Granting the Special Permit is granted upon sound principles of planning

in that:

1. the parking lot will provide a land use on a vacant lot that has been used for illegal dumping;
  2. the parking lot will reduce the amount of on-street parking in the vicinity of the church during services; and,
  3. the parking lot will be compatible with the residential land uses in the area by adding landscaping, fencing and lighting.
- B. Granting the Special Permit is not detrimental to the public health, safety or welfare in that adequate ingress, egress, fencing and landscaping is provided.
- C. Granting of the Special Permit will not create a nuisance in that:
1. lighting will be screened from the adjacent residential properties; and,
  2. a masonry wall shall be provided to buffer the parking area from adjacent residences.
- D. Granting of the Special Permit complies with the objectives of the General Plan for the area in that:
1. a parking lot is permitted in the Standard Single Family Residential (R-1) zone with an approved Special Permit; and,
  2. it improves a vacant property and provides for overflow parking.
- III. Variance to reduce the 50% tree shading requirement to 25%
- A. Denial of the variance to reduce the tree required 50% tree shading requirement to 25% in that:
1. the variance would be injurious to the public welfare, and to property in the vicinity of the project;
  2. the parking lot would not be as aesthetically pleasing; and,
  3. the surface of the parking lot would be hotter without the additional shading, that fuel tanks in cars using the facility would be warmer and would generate greater vehicle emissions.



- B. Granting the variance would not be in harmony with the general purpose and intent of the Zoning Ordinance and would be inconsistent with the Sacramento General Plan.

IV. Variance to waive the required six foot high masonry wall

- A. Granting of the variance to waive the required six foot high masonry wall may be a special privilege extended to one individual property owner in that the same variance may not be granted for any property owner facing similar circumstances.
- B. Granting of the variance will be injurious to the public welfare, or to property in the vicinity of the project in that an adequate buffer between the parking lot would not be provide.
- C. The variance is not in harmony with the general purpose and intent of the Zoning Ordinance and consistent with the Sacramento General Plan.

V. Lot Line Merger

- 1. The Lot Line Merger is consistent with the General Plan which allows a parking lot in the zone with an approved Special Permit.
- 2. All existing streets and easements of record are reserved; and,
- 3. The resulting parcel conforms to the requirements of the Subdivision Ordinance, Chapter 40.

These actions were made based upon the following conditions of approval:

**CONDITIONS OF APPROVAL** The requested Special Permit is hereby approved subject to the following conditions:

- 1. Construction of the parking lot shall conform to the approved plans. Applicant shall obtain necessary building permit(s) and comply with the provisions of the Uniform Building Code.
- 2. Landscape plans shall be submitted and approved by the Planning Division prior to the issuance of a building permit. Landscaping shall include a mixture of ground cover, flowering shrubs, trees, irrigation, planter curbs. Landscape improvements shall be installed prior to the issuance of the final building permit.
- 3. All landscaping shall be maintained at a minimum plant or shrub height of 30

- inches and trees maintained at a minimum distance of six feet from lowest branch to the ground. Decorative planting shall be maintained in a manner that will not obstruct or diminish lighting levels throughout the project.
4. Gates shall be opened prior to church services and other related activities. The gates shall be closed and secured upon conclusion of church activities. The gated entry shall be reviewed and approved by the Fire Department, Planning Division, Transportation Division of Public Works and the Building Division prior to issuance of a building permit.
  5. The masonry wall shall be coated with graffiti resistant paint to reduce the time and cost of maintaining the wall as graffiti free. All graffiti shall be removed within 48 hours.
  6. Parking lot light fixtures shall be not be higher than 14 feet. The style of the lighting stanchions shall be similar to the street lights that are located along 14<sup>th</sup> Avenue in front of the site.
  7. Lighting levels shall be as follows: 1.5 foot-candles of minimum maintained illumination per square foot of parking space between the hours of dusk and one hour after sunrise. A minimum of .25 foot-candles of illumination shall be provided at the surface of any walkway, alcove, or passageway related to the building project during the same hours. Lighting shall be shielded from traffic on 14<sup>th</sup> Avenue and from adjacent residences.
  8. Automatic sprinklers shall be provided for landscaped areas to the satisfaction of the Planning Division.
  9. A six foot high masonry wall is required along the east, west and north property lines around the parking lot. Materials for the wall should consist of split faced block or other units to enhance the appearance of the parking lot. Materials to be used shall be reviewed and approved by Planning staff prior to the issuance of the building permit.
  10. File a Certificate of Compliance, submit all required documents according to the submittal requirements checklist, and pay necessary fees.
  11. File a waiver of Parcel Map.
  12. Provide for handicap parking as required by the Building Division. This parking may be on the site of the subject parking lot, or in the main parking lot of the church as appropriate.
  13. Curb ramps, pedestrian ramps, walks and sidewalks shall meet Disabled Accessibility Regulations.

14. An on-site surface drainage system is required and shall be connected to the street drainage system by means of a storm drain service tap. All on-site systems shall be designed to result in no net increase in run-off to the drainage system. This may result in providing an on-site detention system.
15. A grading plan showing existing and proposed elevations is required. Adjacent off-site topography shall also be shown to the extent necessary to determine impacts to existing surface drainage paths. No grading shall occur until the grading plan has been reviewed and approved by the Department of Utilities.

Advisory note:

16. The applicant must comply with the City of Sacramento's Grading, Erosion and Sediment Control Ordinance. This ordinance will require the applicant to prepare erosion and sediment control plans for both during and after construction of the proposed project, prepare preliminary and final grading plans, and prepare plans to control urban run-off pollution from the site during construction.
17. This site is served by the Combined Sewer System (CSS). However based on the information provided, no significant impact to the CSS is anticipated. Consequently, no Impact/ Mitigation Agreement is required.

\_\_\_\_\_  
CHAIRPERSON

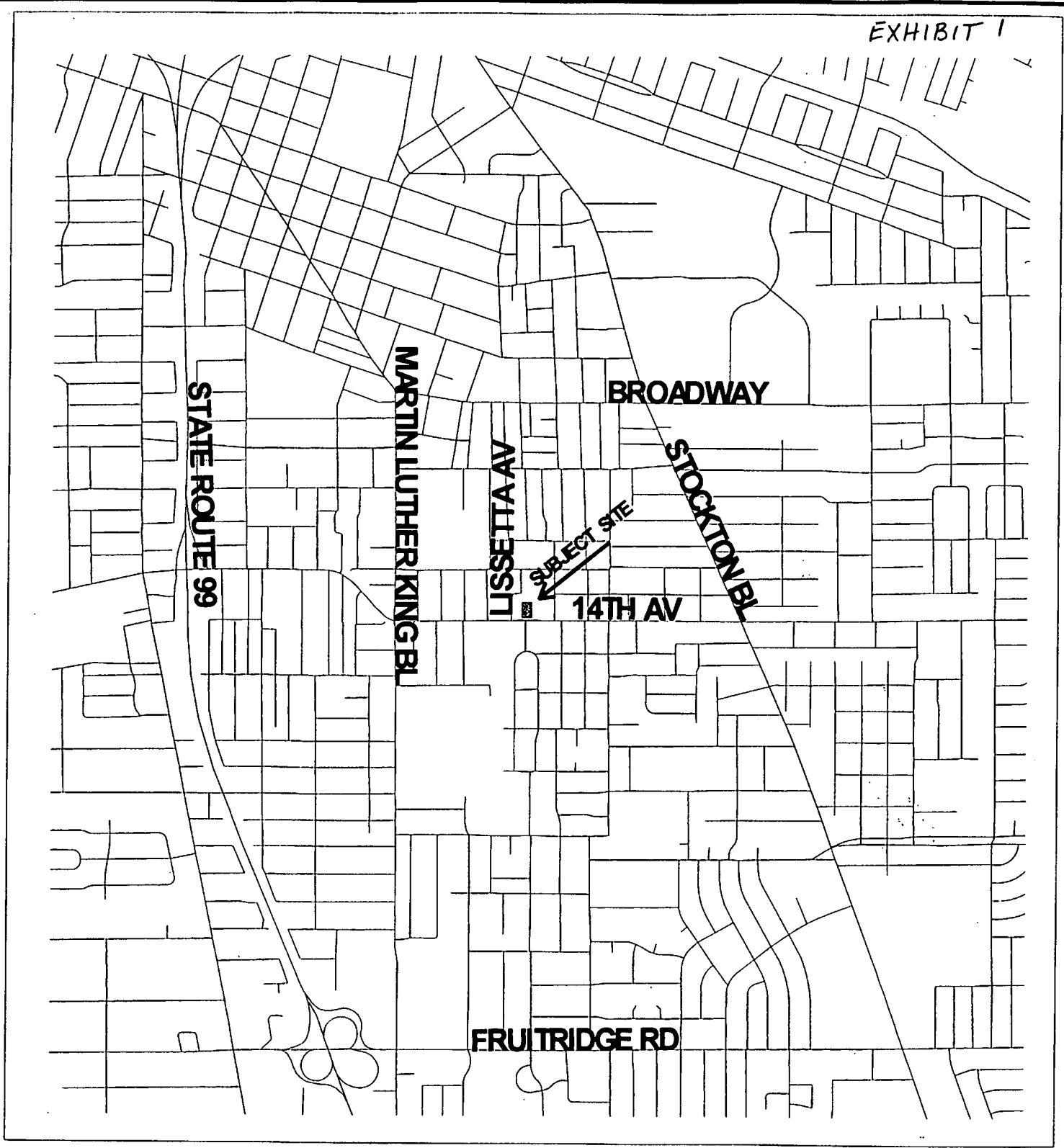
ATTEST:

\_\_\_\_\_  
SECRETARY TO CITY PLANNING COMMISSION

\_\_\_\_\_  
DATE (P98-102)

Attachments

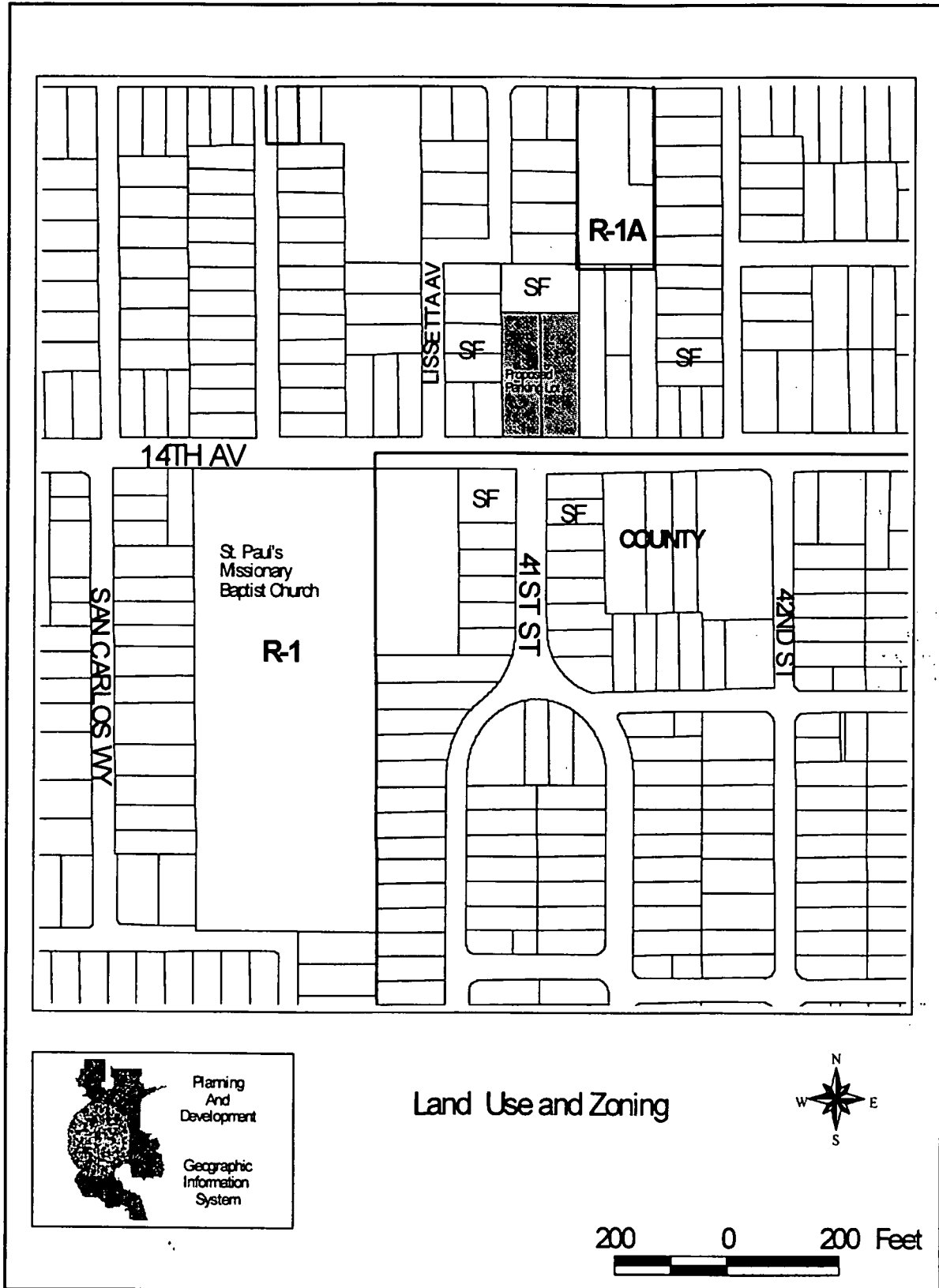
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Planning  
and  
Development  
  
Geographic  
Information  
System

VICINITY MAP





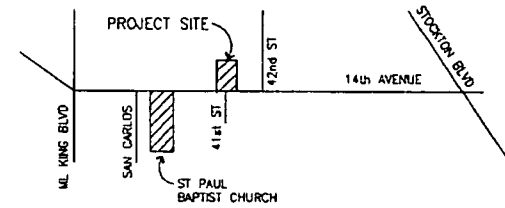
# OVERFLOW PARKING FOR ST. PAUL MISSIONARY BAPTIST CHURCH

4121 & 4127 14th Avenue  
Sacramento, CA

84 PARKING SPACES (8'x18' STALLS)

SITE AREA: 28,550 SF  
PAVED AREA: 24,718 SF  
TREE SHADING: 6321 SF - 25.0%

APN 014-0272-035-0000  
APN 014-0272-038-0000



### MATERIALS

2" ASPHALT PAVING OVER 4" AGGREGATE BASE  
POURED CONCRETE CURBS  
8' HIGH DECORATIVE WROUGHT IRON SECURITY FENCE w/ GATE  
8' HIGH CHAIN LINK FENCE  
15' HIGH LIGHT POLES w/ SODIUM LIGHTING (1.5 to 6)

### LEGEND

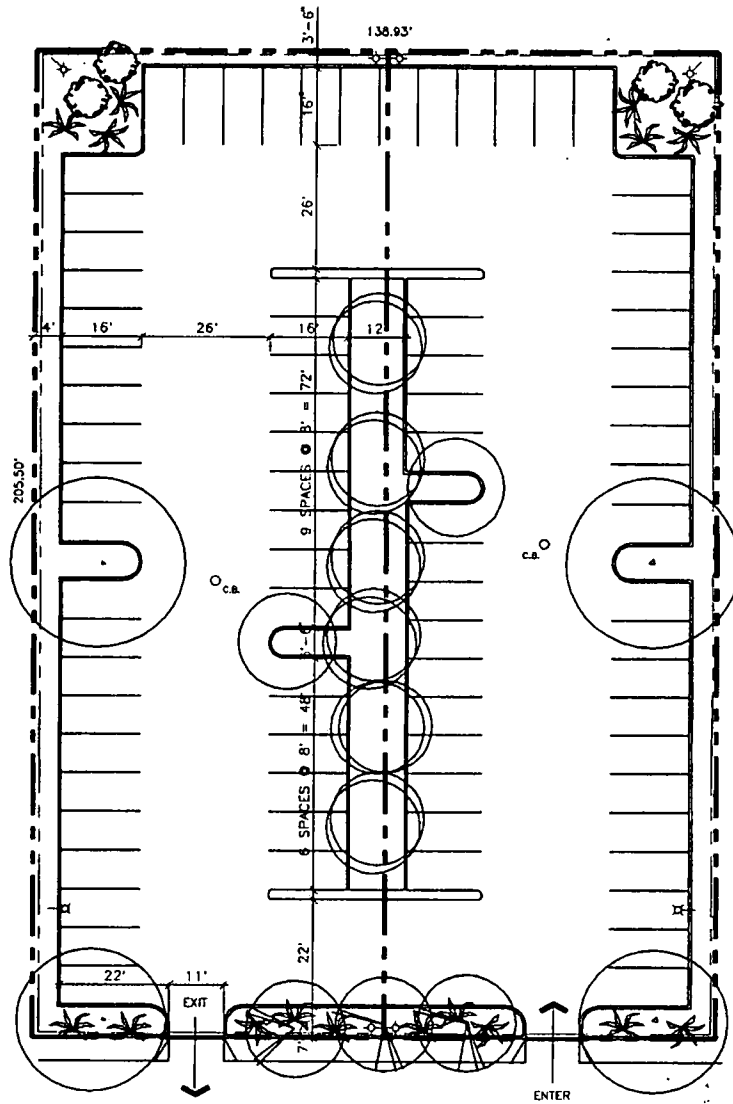
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|--|-------------------|--|--------------------|
|  | CHINESE HACKBERRY |  | AMERICAN SWEET GUM |
|  | CHINESE TALLOW    |  | OLEANDER           |
|  | FLOWERING PLUM    |  | PHILODENDRON       |
|  | AFRICAN SUMAC     |  | GROUND COVER       |



PARTIAL ELEVATION OF WROUGHT IRON FENCE  
ALONG 14th AVENUE



AUGUST 31, 1998



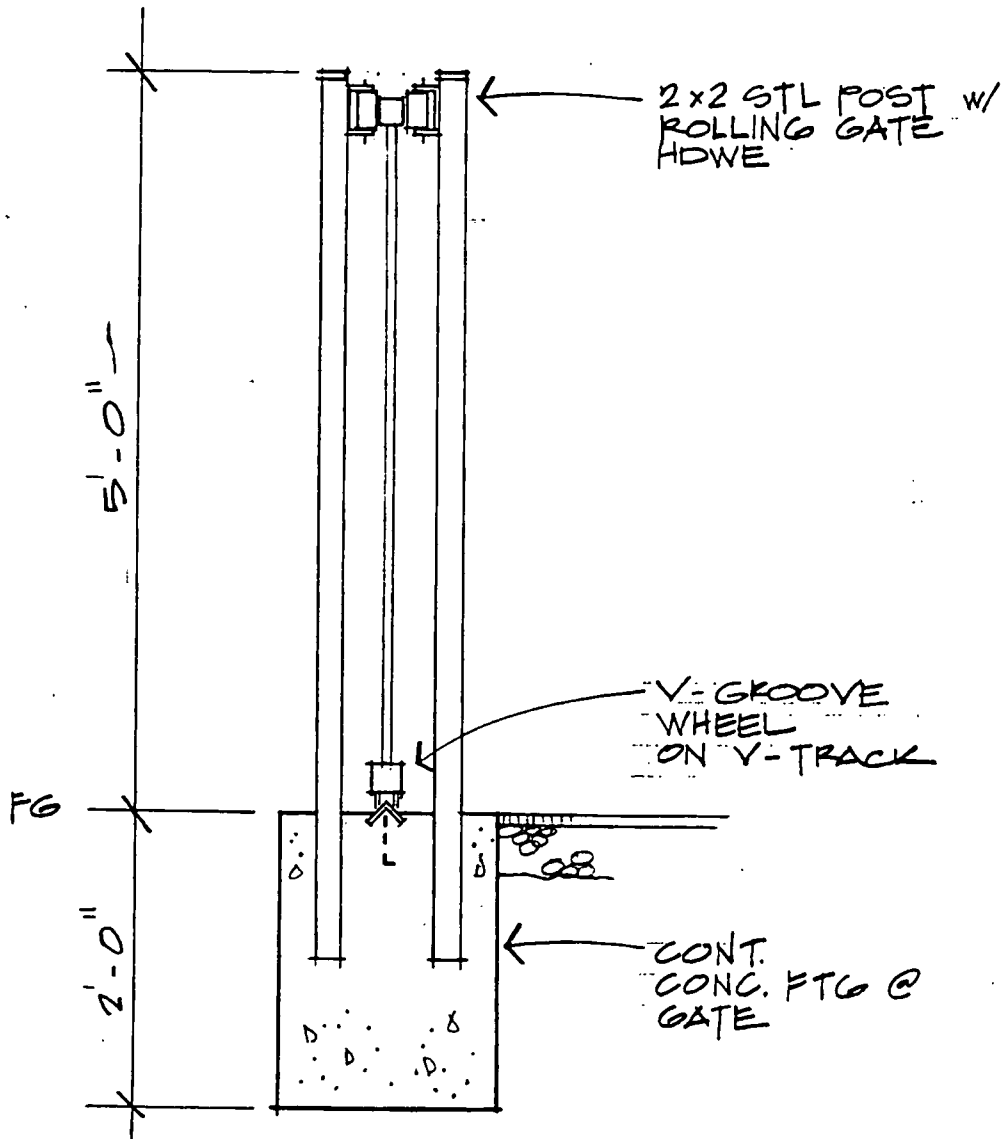
14th Avenue

NORTH



1" = 10'-0"





TYP. GATE SECTION

3/4" = 1'-0"

ST. PAUL BAPTIST CHURCH OVERFLOW PARKING LOT  
PLANNING NO. P98-102  
NOV. 9, 1998

Ransom  
Peoples  
ARCHITECTURE