



CITY COUNCIL AGENDA REPORT

MEETING DATE: NOVEMBER 21, 2006

ITEM NUMBER:

SUBJECT: NORTH COSTA MESA HIGH-RISE RESIDENTIAL PROJECTS:

- FINAL PROGRAM EIR NO. 1052 (SCH#2006011077)
- GENERAL PLAN AMENDMENT GP-06-02
- NORTH COSTA MESA SPECIFIC PLAN AMENDMENT SP-06-02
- ZONING CODE AMENDMENT CO-06-05
- PRELIMINARY MASTER PLANS: PA-05-53 FOR SEGERSTROM TOWN CENTER, PA-05-52 FOR ORANGE COUNTY MUSEUM OF ART, PA-05-47 FOR SYMPHONY TOWERS, AND PA-05-50 FOR PACIFIC ARTS PLAZA.

DATE: NOVEMBER 6, 2006

FROM: PLANNING DIVISION/DEVELOPMENT SERVICES DEPARTMENT

PRESENTATION BY: CLAIRE L. FLYNN, AICP, SENIOR PLANNER

FOR FURTHER INFORMATION CONTACT: CLAIRE FLYNN, (714) 754-5609

RECOMMENDATION

The Planning Commission recommends that City Council take the following actions:

1. Certify Final Program EIR No. 1052 (SCH#2006011077)
2. Approve General Plan Amendment GP-06-02
3. Approve North Costa Mesa Specific Plan Amendment SP-06-02
4. Give first reading to Zoning Code Amendment CO-06-05
5. Approve the following Preliminary Master Plans: PA-05-53 for Segerstrom Town Center, PA-05-52 for Orange County Museum of Art, PA-05-47 for Symphony Towers, and PA-05-50 for Pacific Arts Plaza

Staff will also present the Airport Land Use Commission's determination made on November 16, 2006 via a supplemental memorandum. The City Council will be taking action related to the ALUC's determination on the proposed project, and any necessary actions will be described in detail in the supplemental memo.

BACKGROUND

In December 2005, five developers in the South Coast Plaza Town Center and South Coast Metro area collectively submitted applications for high-rise residential projects. All of the five high-rise residential sites were initially prescreened by City Council and accepted for processing.

On August 7, 2006, the City conducted a community workshop open to the general public to disseminate information on the proposed projects and receive verbal and written comments on the Draft Program EIR in circulation at that time.

On August 14, 2006, the Planning Commission held its first public hearing to receive public comments on the Draft Program EIR. On September 11, 2006, the Planning Commission recommended approval of the proposed projects on a 5-0 vote (Attachment F).

ANALYSIS

Project Description

The proposals would create a unique housing type and will be the first of this kind of housing type in Costa Mesa. The new buildings will feature world-class architecture designed by renowned architects, and the high-rises will complement the cultural and entertainment arts center uses at South Coast Plaza Town Center. The proposed projects would meet the housing needs of the high-income segments of the community at a level no greater than which can be supported by planned infrastructure improvements. The total net change in average daily trips is an additional 531 trips (123 trips in AM peak hour and 44 trips in PM peak hour).

The North Costa Mesa High-Rise Residential Project consists of five development sites located as follows (Illustrative Exhibit, Attachment A):

- 3400/3420 Bristol Street (Site 1 – Segerstrom Town Center)
- 605 Town Center Drive (Site 2 – Orange County Museum of Art)
- 580 Anton Boulevard (Site 3 – The Californian at Town Center)
- 585 Anton Boulevard (Site 4 – Symphony Towers)
- 675 Anton Boulevard (Site 5 – Pacific Arts Plaza).

Table 1 provides a project development summary and identifies the net changes in traffic generation assumptions compared to current General Plan conditions.

Table 1 - Project Development Summary and Net Change in Trips Compared to General Plan Conditions

Existing Development Of Project Site ³	Previously Unbuilt Entitlements	Proposed High-Rise Building	Slated for Demolition	Net Change in Trips (General Plan Conditions compared to Proposed Project) ⁵
Site 1 - Segerstrom Town Center – Sub-Area of South Coast Plaza Town Center at 3400 and 3420 Bristol Street				
31,500 sq. ft. theaters (2)	200-key hotel 220,000 sq.ft.	Max. 50 units in addition to unbuilt hotel entitlement	31,500 sq.ft. theaters (2)	-35 trips am peak hour 0 trips pm peak hour +525 trips ADT
84,025 sq.ft. office	336,525 sq.ft. office lower	Max. 103,355 sq.ft. conversion of unbuilt office entitlement to a maximum of 225 residential high-rise units resulting in 233,170 sq.ft. of office space	84,025 sq.ft. office	
Site 2 - Orange County Museum of Art – Sub-Area of South Coast Plaza Town Center at 605 Town Center				
Vacant	140,000 sq.ft. art museum/academy	Max. 80 units atop unbuilt 140,000-sq.ft. museum building	N/A	+37 trips am peak hour +45 trips pm peak hour +484 trips ADT
Site 3 – The Californian at Town Center – Sub-Area of The Lakes Pavilions at 580 Anton Boulevard				
21,349 sq.ft. retail	N/A	Max. 250 units within two 25-story residential high-rises and 2,350 sq.ft. of ancillary retail	21,349-sq.ft. Lakes Pavilion Retail Center	+98 trips am peak hour +17 trips pm peak hour + 45 trips ADT
Site 4 – Symphony Towers – Sub-Area of South Coast Metro Center at 585 Anton Boulevard				
17,529 sq.ft. of two restaurants	200,950 sq.ft. (300-key hotel)	Two 24-story high rises and two 6-story mid-rises: 484 dwelling units 6,000 sq.ft. ancillary retail	17,529 sq.ft. (2 existing restaurants)	+45 trips am peak hour -18 trips pm peak hour -869 trips ADT
Site 5 - Pacific Arts Plaza – Sub-Area of South Coast Plaza Town Center at 675 Anton Boulevard				
67,450 sq.ft. of office	N/A	180-unit residential high-rise tower	67,450 sq.ft. of office	-22 trips am peak hour 0 trips pm peak hour +346 trips ADT
TOTAL NET CHANGE IN TRIPS			+123 trips am peak hour +44 trips pm peak hour +531 trips ADT	
TOTAL NET CHANGE IN COMMERCIAL/OFFICE SQ. FOOTAGE: GENERAL PLAN TO PROJECT GENERAL PLAN:			-402,283 square feet	
TOTAL NET CHANGE IN RESIDENTIAL			+1,269 units	
NOTES:				
1. <i>Overall Acreage of Specific Plan Area</i> – Refers to the total acreage of the development area identified in the NCMSP. Exception: the acreage for the South Coast Plaza Town Center (Area 4 of Specific Plan) has been identified by sub-area.				
2. <i>Net Site Specific Acreage</i> – Refers to a smaller site area within the overall Specific Plan area where the development project is proposed.				
3. <i>Existing Development of Project Site</i> – Refers to existing development in the proposed development site area and not the entire Specific Plan area.				
4. Floor Area Ratio does not include square footage of parking areas, parking structures, elevator shafts, stairwells, and mechanical equipment rooms.				
5. A comparison of the existing General Plan conditions (including unbuilt planned entitlements and proposed demolition of structures) and the proposed project results in the "net change in trips."				

Discretionary Actions

General Plan Amendment

The Land Use Element and the Noise Element need to be amended to allow for development of the proposed high-rise residential uses (Attachment 2, Amended Pages of General Plan). Table 2 summarizes the General Plan amendment.

Table 2 – General Plan Amendment

Site	General Plan Land Use Designation	General Plan Amendment
Site 1 – Segerstrom Town Center Site 2 – Orange County Museum of Art Site 5 – Pacific Arts Plaza	Cultural Arts Center	Land Use Element Amendment to the Cultural Arts Center land use designation to allow for high-rise residential development option. A total of 535 dwelling units would be permitted throughout the 54-acre Cultural Arts Center Designation with a corresponding decrease in the FAR from 1.70 to 1.77 Trip Budget <ul style="list-style-type: none"> - Increase the 54-acre Cultural Arts Center land use designation maximum AM Peak Hour Trip Budget from 5,143 to 5,180 for residential option - Increase the 54-acre Cultural Arts Center land use designation maximum PM Peak Hour Trip Budget from 6,587 to 6,632 for residential option
Site 3 – The Californian at Town Center	High Density Residential	Land Use Element Density Increase from 20 dwelling units per acre to 125 dwelling units per acre for the 2-acre site Trip Budget <ul style="list-style-type: none"> - None required.
Site 4 – Symphony Towers	Urban Center Commercial	Land Use Element Add site-specific dwelling units density of 100 dwelling units per acre with a corresponding decrease in the FAR from 0.79 to 0.69 as a high-rise residential development option. Trip Budget <ul style="list-style-type: none"> - Increase AM Peak trip budget from 1,886 to 1,931 and decrease in PM Peak trip budget from 1,994 to 1,976 for residential option
Site 1-5	All	Noise Element Application of exterior noise standards to common outdoor recreational amenity areas located on the ground level and exclusion of 65 dB exterior noise standard to upper floors. the noise standard for the exterior areas shall only be applied to common outdoor recreational amenity areas located on the ground level. Recreational amenity areas located above the ground level and private balconies/patios shall be exempt from the exterior standard.

North Costa Mesa Specific Plan (NCMSP) Amendment

An amendment to the NCMSP will be required for the proposed projects (Attachment 3, Amended Pages of NCMSP). The Specific Plan implements the policies of the General Plan and provides development standards related to zoning designations, height, floor area ratio, trip budgets, and building heights, among others. The proposed amendment would maintain conformity with General Plan policies and allow for high-rise residential development uses which would increase density and intensity beyond the already existing allowances. Table 3 on the following page is a brief summary of the NCMSP amendments.

Table 3 – Summary of NCMSP Amendments

Table

Site	NCMSP Area	Maximum Non-Residential Floor Area Ratio (FAR) ¹		Maximum Allowable Dwelling Units		Maximum Trip Budget				Maximum Building Height	
		Existing	Proposed	Existing	Proposed	Existing		Proposed		Existing	Proposed
						AM Peak	PM Peak	AM Peak	PM Peak		
Site 1 – Segerstrom Town Center	Area 4, Sub-Area 3, South Coast Plaza Town Center	1.98	1.88 ³	0	275	2,764	3,453	2,729 ⁴	3,453	315' AGL	315' AGL
Site 2 – Orange County Museum of Art	Area 4, Sub-Area 2, South Coast Plaza Town Center	1.67	1.67	0	80	246	984	283	1,029	315' AGL	315' AGL
Site 3 – The Californian at Town Center	Area 5, The Lakes	N/A	N/A	40 (20 du/acre)	250 (125 du/acre)	N/A	N/A	N/A	N/A	90' AGL ¹	280' AGL
Site 4 – Symphony Towers	Area 6, Sub-Area 1, South Coast Metro Center	N/A ²	0.03 ²	0	484	N/A ²	N/A ²	227 ²	290 ²	180' AGL	306' AGL
Site 5 – Pacific Arts Plaza	Area 4, Sub-Area 1, South Coast Plaza Town Center	1.55	1.46 ³	0	180	2,133	2,150	2,111 ⁴	2,150	315' AGL	315' AGL

Notes:

1. For residential uses, 110 feet AGL for commercial uses.
2. The NCMSP Amendment will define sub-areas for South Coast Metro based on different ownership and management. Since the existing NCMSP examines the overall South Coast Metro area and does not identify a specific trip budget or FAR for these newly-defined sub-areas, the NCMSP Amendment will establish these specifications. This table provides information on maximum FARs and trip budgets for the Symphony Towers Sub-Area 1 of South Coast Metro.
3. The lower proposed non-residential FAR is associated with the residential option and the construction of the maximum allowable number of residential units; the non-residential FAR can be increased to the maximum existing FAR shown in direct relation to the decrease in the maximum allowable dwelling units.
4. The lower trip budget is associated with the residential option with the construction of the maximum allowable number of residential units; the trip budget can be increased to the maximum existing trip budget in direct relation to the decrease in the maximum allowable dwelling units.

Zoning Code Amendment

There are no proposed changes to the Zoning map. Text changes to the zoning districts, as shown in Table 4 below, to allow for the proposed high-rise residential development are required (Attachment 4, Ordinance).

Table 4 – Zoning Code Amendment

Site	Zoning District	Amended to Allow
1 – Segerstrom Town Center	Town Center (TC)	Residential Use
2 – Orange County Museum of Art	Town Center (TC)	Residential Use
3 – The Californian at Town Center	Planned Development Residential (PDR-HD)	Higher Residential Densities as set forth in the NCMSP
4 – Symphony Towers	Planned Development Commercial (PDC)	Higher Residential Densities as set forth in the NCMSP
5 – Pacific Arts Plaza	Town Center (TC)	Residential Use

Additionally, the Noise Ordinance, as amended, includes exceptions for high-rise residential developments in the NCMSP area. The amendments acknowledge the recreational amenity areas located above the ground level and private balconies/patios shall be exempt from the exterior standard.

Master Plans

In brief, the proposed projects generally involve demolition of existing structures, modification of unbuilt entitlements, and/or conversion of unbuilt entitlements for the construction of new high-rise residential condominium buildings collectively totaling 1,269 dwelling units, with ancillary commercial/retail uses. Amendments to the City's General Plan, Zoning Code, and North Costa Mesa Specific Plan are required. With the exception of a proposed final master plan for Site 3, the Californian at Town Center, preliminary master plans are proposed.

- *Site 1 – Segerstrom Town Center* by South Coast Plaza Partners: Preliminary Master Plan PA-05-53 for: (a) demolition of 84,025 sq.ft. office buildings and (b) conversion of a maximum of 103,355 sq.ft. of unbuilt office entitlement for the construction of a maximum of 225 residential high-rise units, resulting in 233,170 sq.ft. of office space at 3420 Bristol Street in a TC zone; (a) demolition of 31,500 sq.ft. of theaters and (b) construction of a maximum of 50 additional residential high-rise units atop an unbuilt 200-room hotel entitlement at 3400 Bristol Street in a TC zone.

- *Site 2 – Orange County Museum of Art* by the Orange County Performing Arts Center: Preliminary Master Plan PA-05-52 for construction of a maximum of 80 residential high-rise units atop an unbuilt 140,000 sq.ft. museum building entitlement at 605 Town Center Drive in a TC zone.

- *Site 3 – The Californian at Town Center* by Fifield Properties: Final Master Plan PA-05-48 for: (a) demolition of 21,349 sq.ft. of Lakes Pavilions Retail Center and (b) construction of a maximum of 250 residential high-rise units within two 25-story residential high-rises with additional 2,350 sq.ft. of ancillary retail at 580 Anton Boulevard in a PDR-HD zone. Approval of a Vesting Tentative Tract Map VT-17017 is also requested. (See Tab No. _)

- *Site 4 – Symphony Towers* by J.K. Sakioka Company/Stockbridge/South Coast/AMS Craig: Preliminary Master Plan PA-05-47 for: (a) demolition of 17,529 sq.ft. of existing

restaurants, (b) conversion of an unbuilt 300-room hotel entitlement, and (c) construction of a maximum of 484 residential high-rise units within two 24-story high rises and two 6-story midrises, with additional 6,000 sq.ft. of ancillary retail at 585 Anton Boulevard in a PDC zone.

- *Site 5 – Pacific Arts Plaza* by Maguire Properties: Preliminary Master Plan PA-05-50 for: (a) demolition of a 67,450 sq.ft. office building and (b) construction of a maximum 180 residential high-rise units at 675 Anton Boulevard in a TC zone.

OTHER ISSUES

Fiscal Impact Analysis

Stanley R. Hoffman Associates prepared a study to determine the project's fiscal impacts on the City's annual revenues and operation costs. The study concluded the following:

1. *Proposed projects could fiscally support its share of City costs.* Revenues collected from residential projects typically do not fully fund the City's service-related costs. Residential projects are therefore generally considered as "fiscally negative." In this case however, the project's annual impacts to the City's general fund are "fiscally positive" due to the high values of the proposed upscale units. A recurring annual surplus of \$1.53 million is anticipated after project build out based on recurring revenues of \$4.03 million and recurring costs of \$2.50 million. The corresponding revenue/cost ratio is 1.61, which means that the project will generate \$1.61 of City revenues for every \$1.00 of City costs.
2. *Proposed projects involves large recurring revenues to the City.* The largest projected recurring revenues are property tax, property tax in lieu of vehicle license fees, and transient occupancy tax. The largest projected recurring costs are police protection, fire protection, and general government. Attachment B contains the full fiscal analysis, and the consultant will attend the public hearing to answer any questions regarding the report.

Airport Land Use Commission Determination

The Orange County Airport Land Use Commission (ALUC) must make a determination related to the project's consistency with the Airport Environs Land Use Plan (AELUP). This meeting is scheduled on November 16, 2006 which is subsequent to the time of the staff report publication. Staff will inform Council of the ALUC's action in a supplemental memo prior to the public hearing. If the ALUC determines the proposed project as inconsistent with the AELUP, as a procedural matter, the City Council must override the ALUC's determination on a 4/5ths vote in order to approve the project. The supplemental memo will describe any necessary action related to the ALUC determination that must be taken by City Council.

Affordable Housing Requirements

Concerns have been raised by affordable housing advocates that the proposed high-rise residential projects do not make any provisions for inclusionary affordable housing. The Planning Commission noted the following:

1. *Affordable housing is a policy issue and not an environmental issue.* The Planning Commission noted the proposed project would not result in any significant adverse impacts related to the CEQA thresholds established in the Program EIR for Housing/Population/Employment or Land Use Planning, and that the proposed high-rise residential projects would be consistent with the 2000 General Plan, should City Council wish to approve the proposed General Plan amendment. Therefore, no impacts related to

housing were identified in the Program EIR, and, as such, no mitigation measures are required.

2. City does not mandate affordable housing for these high-rise projects. The City currently does not mandate the inclusion of affordable housing in conjunction with new housing development, nor does the City require the payment of an in-lieu fee for the provision of affordable housing. Therefore, staff cannot place such a requirement on the proposed high-rise residential projects. If Council desires that a mandatory inclusionary affordable program be developed for the City as part of the next Housing Element update (occurring 2007/2008), Council may direct staff to do so. A staff memorandum on the Housing Element status is provided as Attachment C.
3. SCAG and State of California HCD had no concerns on the proposed projects. The Draft Program EIR was circulated to the State Housing and Community Development Department, and the State had no comments or concerns to date on the proposed project. Please refer to the Responses to Comments document for more information on this issue.
4. Project would improve the City's jobs-to-housing ratio. It is also important to note that the residential units proposed by these projects are in addition to the housing production projections in the current General Plan, and some will replace existing or entitled employment-generating uses. These actions could ultimately result in a more balanced jobs-to-housing ratio.

Additional Conditions of Approval

Library Services Impact Fee Program

The Planning Commission reviewed the Statement of Overriding Considerations which addressed cumulative impacts to library services that could not be mitigated to below a level of significance. Planning Commission added the following condition of approval related to library impacts:

"Prior to issuance of building permits, the project applicant shall pay a library services impact fee for the development costs for expanded or new library facilities pursuant to the Library Services Impact Fee Program, if such a program is established by the City of Costa Mesa by December 31, 2008 (Sites 1-5)."

Aviation

Staff has added conditions of approval related to air navigation safety to the Conditions of Approval/Mitigation Measure Monitoring Program. These aviation-related conditions reflect the No Hazard Determinations issued by FAA and also require a buyer's notice and aviation easement for the proposed projects (see City Manager's letter to JWA, Attachment D). Please see the Monitoring Program (Exhibit B) of master plan resolutions for more information. Additional errata pages for the Aviation section of the Final Program EIR are also attached as Attachment E.

ENVIRONMENTAL DETERMINATION

The California Environmental Quality Act (CEQA) requires a Program EIR be prepared for the proposed project. Final Program EIR No. 1052 was prepared in accordance with the California Environmental Quality Act (CEQA), the State CEQA Guidelines, and the City of Costa Mesa Environmental Guidelines.

Table 5 – Summary of Significant Environmental Impacts

Environmental Topic Requiring Mitigation	Level of Significance after Mitigation
Transportation and Circulation	Less than Significant
<i>Air Quality*</i>	<i>Significant</i>
Noise	Less than Significant
Geology and Soils	Less than Significant
Hydrology and Water Quality	Less than Significant
Hazards & Hazardous Materials	Less than Significant
<i>Public Services – Library Services*</i>	<i>Cumulatively Significant Impact</i>
Utilities and Service Systems	Less than Significant

**Impacts remain significant after mitigation measures are implemented.*

A Statement of Facts and Findings and Statement of Overriding Considerations (Attachment 2, General Plan Resolution) provide justification for approval of the proposed project despite unmitigable, significant impacts to air quality and library services. The Mitigation Monitoring Program is provided as an attachment to the Preliminary Master Plan resolutions.

The Responses to Comments document includes responses by the City of Costa Mesa as lead agency to significant environmental comments raised during the public review period of the Draft Program EIR. *[Note: This document was transmitted to the City Council in October, 2006.]* The Draft Program EIR, along with the Responses to Comments document and redlined/strikeout (errata pages), constitute the Final Program EIR. The Final Program EIR and technical appendices may also be downloaded from the City's website at: www.ci.costa-mesa.ca.us.

LEGAL REVIEW

The City Attorney's office has approved the attached resolutions and ordinance as to form.

ALTERNATIVES

City Council may consider the following alternatives:

1. *Certify Final Program EIR No. 1052 and Approve General Plan Amendment GP-06-02, NCMSP Amendment SP-06-02, and Zoning Code Amendment CO-06-05, and Preliminary Master Plans, as recommended by the Planning Commission.* This action will allow the applicants to proceed with final master plans and/or development of high-rise residential in the project area as an option to the existing General Plan built and unbuilt entitlements.
2. *Certify Final Program EIR No. 1052 and deny all other discretionary approvals.* This action will acknowledge that the Final Program EIR was prepared and does comply with CEQA and the CEQA Guidelines. Since an EIR is an informational and disclosure document only, certification of the EIR does not bind Council to approve

the projects for which the EIR was prepared. However, this action would have the net result to prohibit high-rise residential development in the North Costa Mesa Specific Plan area. The applicants would be precluded from implementing the proposed high-rise structures, and the existing General Plan unbuilt entitlements will not include high-rise residential development.

CONCLUSION

When Council accepted the General Plan screening requests for the five high-rise residential projects for processing, Council stressed the importance of the proposals to be within the development capacity of the General Plan, to feature ownership units, and to exhibit architectural design excellence showcasing the City's cultural arts center. The proposed projects comply with these important objectives.

The proposals would create a unique housing type and will be the first of this kind of housing type in Costa Mesa. The new buildings will feature world-class architecture designed by renowned architects, and the high-rises will complement the cultural and entertainment arts center uses at South Coast Plaza Town Center. The proposed project would meet the housing needs of the high-income segments of the community at a level no greater than which can be supported by planned infrastructure improvements. The total net change in average daily trips is considered less than significant, at an additional 531 trips (123 trips in AM peak hour and 44 trips in PM peak hour).

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Attachments: *Attached to the staff report*

- A. Illustrative Exhibit of Proposed High-Rise Buildings
- B. Fiscal Impact Analysis Report by Stanley Hoffman & Associates
- C. 11/01/2006 Memorandum – General Plan Housing Element Status
- D. 10/09/06 City Manager's letter to John Wayne Airport
- E. Additional Errata Pages of EIR
- F. 9/11/06 Planning Commission meeting minutes
- G. 9/11/06 Planning Commission Staff Report and Resolutions (provided on CD)

Appended with Individual Tab Dividers

1. Final Program EIR No. 1052 (SCH#2006011077) Resolution
2. General Plan Amendment GP-06-02 Resolution
3. North Costa Mesa Specific Plan Amendment SP-06-02 Resolution
4. Ordinance for Zoning Code Amendment CO-06-05
5. PA-05-53 for Segerstrom Town Center Preliminary Master Plan Resolution
Note: Exhibit "B" contains the same Mitigation Monitoring Program that will also be attached to all Master Plan resolutions.
6. PA-05-52 for OCMA Preliminary Master Plan Resolution
7. PA-05-47 for Symphony Towers Preliminary Master Plan Resolution

8. PA-05-50 for Pacific Arts Plaza Preliminary Master Plan Resolution
9. City Council Staff Report for The Californian at Town Center

Previously Provided under Separate Cover

- Final Program EIR: Responses to Comments and Errata Pages of Program EIR previously provided under separate cover
- Draft Program EIR No. 1052, Errata, and Responses to Comments previously provided under separate cover

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DEVELOPMENT SERVICES DEPARTMENT

FOR ATTACHMENTS NOT INCLUDED IN THIS REPORT,

PLEASE CONTACT THE CITY CLERK'S OFFICE AT

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