



# **PLANNING COMMISSION AGENDA REPORT**

ATTACHMENT 8

MEETING DATE: OCTOBER 10, 2016

ITEM NUMBER: PH-2

**SUBJECT:** INITIAL STUDY/MITIGATED NEGATIVE DECLARATION, REZONE R-15-01, AND PLANNING APPLICATION PA-15-30, FOR A SELF-STORAGE FACILITY AND RETAIL BUILDING AT 375 BRISTOL STREET

**DATE:** SEPTEMBER 29, 2016

**FROM:** PLANNING DIVISION/DEVELOPMENT SERVICES DEPARTMENT

**PRESENTATION BY:** MEL LEE, SENIOR PLANNER

**FOR FURTHER INFORMATION CONTACT:** MEL LEE, AICP (719) 754-5611  
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## **DESCRIPTION**

The proposed project involves the following:

1. **Initial Study/Mitigated Negative Declaration (IS/MND):** This document analyzes the environmental impacts of the proposed project. Significant environmental impacts are mitigated to below a level of significance.
2. **Rezone R-15-01:** An ordinance to rezone a 3.18-acre site from PDC (Planned Development Commercial) to C2 (General Business District).
3. **Planning Application PA-15-30:** Conditional Use Permit PA-15-30 for the partial demolition of the existing automotive center (Bristol Autoplex) and the development of a mini-storage facility and to retain 12,500 square feet of the existing retail building. No code deviations are requested.

**NOTE:** The project as originally presented to the Planning Commission on June 13, 2016, was demolition of the entire Bristol Autoplex center in order to construct a 774-unit mini-storage facility and 5,000 square foot food court building, which was recommended for denial by the City Council. In response to the Planning Commission's recommendation for denial, the applicant has redesigned the project as discussed in this report.

## **APPLICANT/AUTHORIZED AGENT**

The applicant/authorized agent is Annette Wiley, representing the property owner, Sanderson J. Ray Development.

## **ENVIRONMENTAL DETERMINATION**

An Initial Study/Mitigated Negative Declaration (IS/MND) has been prepared for the project in accordance with the California Environmental Quality Act (CEQA).

## **RECOMMENDATIONS**

Recommend that the City Council:

- (1) Adopt the Initial Study/Mitigated Negative Declaration;
- (2) Give first reading to Rezone Ordinance for R-16-05: and
- (3) Approve Planning Application PA-15-30 by adopting a resolution to approve the project, subject to conditions of approval.

**PLANNING APPLICATION SUMMARY**  
**(ORIGINAL PROJECT-DENIED BY COMMISSION)**

Location: 375 Bristol Street Application: R-15-01 and PA-15-30

Request: 774-unit mini-storage facility and 5,000 square foot food court building

**SUBJECT PROPERTY:**

**SURROUNDING PROPERTY:**

Zone: PDC (Exist.); C2 (Prop.) North: (Acr. Bristol St.), 55 and 73 Freeways  
 General Plan: General Commercial South: Santa Ana Delhi Channel and Residences  
(City of Newport Beach)  
 Lot Dimensions: Irregular East: Golf Course (City of Newport Beach)  
 Lot Area: 138,487 SF (3.18 AC) West: PDC, Hotel and Shopping Center  
 Existing Development: Bristol Street Autoplex (Portion To Be Demolished)

**DEVELOPMENT STANDARD COMPARISON**

**Development Standard**                      **Required/Allowed**                      **Proposed/Provided**

<b>Lot Size:</b>		
Lot Width	120 FT	560 FT
Lot Area	12,000 SF Min.	138,487 SF (3.18 AC)
Floor Area Ratio (FAR)	.75 (103,865 SF Max.)	(98,800 SF) - Self-Storage (6,200 SF) - Food Court and Office .76 (105,000 SF Total)
No. of Stories/Building Height	2 Stories/30 FT	Food Court and Office: 1 Story/21 FT Self-Storage Building: 2 Stories/21 FT (30 FT to Top of Elevators)
Interior Landscaping	1,575 SF	2,337.5 SF
<b>Setbacks (Buildings)</b>		
Front	20 FT	25 FT to Food Court Building 68 FT to Self-Storage Building
Side (left/right)	15 FT/0 FT	31 FT/ 35 FT
Rear	0 FT	29 FT
<b>Parking</b>		
Standard	59	60
Handicap	4	4
<b>TOTAL</b>	<b>63 Spaces</b>	<b>64 Spaces</b>
NA = Not Applicable or No Requirement		
CEQA Status	Initial Study/Mitigated Negative Declaration	
Final Action	City Council	

**PLANNING APPLICATION SUMMARY**  
**(REVISED PROJECT)**

Location: 375 Bristol Street Application: R-15-01 and PA-15-30

Request: 719-unit mini-storage facility and 12,500 SF Retail Building To Remain)

**SUBJECT PROPERTY:**

**SURROUNDING PROPERTY:**

Zone: PDC (Exist.); C2 (Prop.) North: (Acr. Bristol St.), 55 and 73 Freeways  
 General Plan: General Commercial South: Santa Ana Delhi Channel and Residences  
(City of Newport Beach)  
 Lot Dimensions: Irregular East: Golf Course (City of Newport Beach)  
 Lot Area: 138,487 SF (3.18 AC) West: PDC, Hotel and Shopping Center  
 Existing Development: Bristol Street Autoplex (Portion To Be Demolished)

**DEVELOPMENT STANDARD COMPARISON**

**Development Standard**                      **Required/Allowed**                      **Proposed/Provided**

<b>Lot Size:</b>		
Lot Width	120 FT	560 FT
Lot Area	12,000 SF Min.	138,487 SF (3.18 AC)
Floor Area Ratio (FAR)	.75 (103,865 SF Max.)	(90,910 SF) - Self-Storage (12,500 SF) – Retail Building (To Remain) .75 (103,410 SF Total)
No. of Stories/Building Height	2 Stories/30 FT	Retail Building (To Remain): 1 Story/20.5 FT Self-Storage Building: 2 Stories/28.5 FT
Interior Landscaping	2,325 SF	2,337.5 SF
<b>Setbacks (Buildings)</b>		
Front	20 FT	68 FT
Side (left/right)	15 FT/0 FT	31 FT/ 35 FT
Rear	0 FT	29 FT
<b>Parking</b>		
Standard	82	89
Handicap	4	4
<b>TOTAL</b>	<b>86 Spaces</b>	<b>93 Spaces</b>
NA = Not Applicable or No Requirement		
CEQA Status	Initial Study/Mitigated Negative Declaration	
Final Action	City Council	

## **BACKGROUND**

### ***Project Site/Environs***

The project site is located in the eastern portion of City of Costa Mesa. The site is located at the southern end of Bristol Street, west of Campus Drive, where the road splits into a frontage road along SR-73 at 375 Bristol Street. A shopping center and the Ayers Hotel abuts the site to the west, and a golf course (in the City of Newport Beach) abuts the site to the east. The 55-foot-wide concrete Santa Ana Delhi Channel borders the site to the south.

The subject site is 138,487 square feet in size (3.18 Acres) and is currently developed with an automotive center (Bristol Street Autoplex) constructed in the late 1980's. The automotive center is 37,883 square feet in size and consists of three buildings with multiple tenants and a surface parking lot. The property is currently zoned PDC (Planned Development Commercial) and has a General Plan Land Use designation of General Commercial.

### ***June 13, 2016 Planning Commission Hearing***

On June 13, 2016, the Planning Commission considered the original project. During the hearing, 17 persons spoke in opposition to the request, the majority of whom were existing tenants of the Bristol Street Autoplex. Based on the testimony presented by the tenants at the hearing, the Commission recommended denial of the original project on by a 4-1 vote (Chair Dickson voting no).

In response to the Commission's recommendation for denial, the applicant has revised the project reducing the number of self-storage units from 774 to 719 and retaining 12,500 square feet of the existing retail center for some of the existing tenants.

## **ANALYSIS**

### ***Zone Change***

A rezone (or change) of the zoning classification of the 3.18-acre site from PDC (Planned Development Commercial) to C2 (General Business District) is proposed. The proposed rezone would be compatible with the existing General Commercial General Plan designation for the project site. The Zoning Code requires that a finding be made as to whether or not the rezone is consistent with the Zoning Code and General Plan.

### ***Self-Storage Use***

If the project is approved, the hours of operation for the self-storage leasing office will be Monday through Saturday, 8:00 am to 6:00 pm, and Sunday, 9:00 am to 5:00 pm. Customers of the self-storage facility shall have access to the storage units via a key pad entry gates system between the hours of 7:00 am to 8:00 pm, seven days a week. The leasing office manager will not reside overnight at the facility.

## ***Retention of 12,500 Square Feet of the Existing Retail Center***

In response to the testimony presented at the Planning Commission hearing, the applicant has revised the project to retain approximately 12,500 square feet of existing retail space, including the sushi and sandwich restaurants (4,000 square feet combined) and relocating other auto-related tenants to the remaining available area of approximately 8,770 square feet. As noted in the Zoning Code summary on the previous pages, no code deviations are being requested for the revised project.

### ***“Green” Design Features***

The proposed project includes energy efficient features and design elements aimed at reducing energy consumption to net zero and reducing water use. These features and elements include:

- Cool roofs that avoid heat gain;
- Naturally ventilated building;
- Rooftop solar panels;
- Energy efficient lighting, including low-energy light-emitting diode (LED) lighting and daylighting;
- Use of sustainable materials with recycled content;
- Native, drought-tolerant landscaping;
- Vegetated swales, pervious pavement for stormwater capture, filtration; and
- Urban gardens.

## **GENERAL PLAN AND ZONING CODE CONFORMANCE**

The proposed project would be in conformance with the following planning documents:

- General Plan
- Zoning Code

### ***Conformance with the City of Costa Mesa General Plan***

The Costa Mesa General Plan establishes the long-range planning and policy direction that guides change and preserves the qualities that define the community. The 2015-2035 General Plan sets forth the vision for Costa Mesa for the next two decades. This vision recognizes that Costa Mesa’s focus remains on protecting and enhancing Costa Mesa’s diverse residential neighborhoods, accommodating an array of businesses that both serve local needs and attract regional and international spending, and continuing to provide cultural, educational, social, and recreational amenities that contribute to the quality of life in the community. Over the long term, General Plan implementation will ensure that development decisions and improvements to public and private infrastructure are consistent with the goals, objectives, and policies contained in this Plan.

The following analysis evaluates the proposed project’s consistency with specific goals, and objectives of the General Plan, Land Use Element.

- **General Plan Objective LU-1A:** Establish and maintain a balance of land uses throughout the community to preserve the residential character of the City at a level no greater than can be supported by the infrastructure.

**Consistency:** The project would provide a self-storage facility under the title and design features of a “mini-warehouse” with the retention of a portion of the existing retail building that is designated for general commercial uses. The project would add to the commercial character of the community and meet the competing demands for alternative development. Therefore, the project is consistent with this General Plan objective.

- **General Plan Policy LU-1.1:** Provide for the development of a mix and balance of housing opportunities, commercial goods and services, and employment opportunities in consideration of the needs of the business and residential segment of the community.

**Consistency:** The project would develop a profitable self-storage facility and retail building and would provide local employment opportunities. The proposed project would strengthen the City’s economic base. Therefore, the project is consistent with this General Plan policy.

- **General Plan Policy LU-3.6:** Facilitate revitalization of aging commercial centers by working with property owners, developers, local businesses, and other community organizations to coordinate efforts.

**Consistency:** The project would redevelop a portion of the existing Autoplex Center, built in the late 1980’s, with a self-storage facility. The project would enhance the site’s visual appearance through the use of landscaping to soften the visual impact of the storage facility. The proposed project would include the use of materials and colors that create visual interest as outlined in City policies related to aesthetics. The project’s design would reflect that of similar project recently constructed in the area. Therefore, the project is consistent with this General Plan policy.

- **General Plan Objective LU-4:** Encourage new development and redevelopment that protects and improves the quality of Costa Mesa’s natural environment and resources.

**Consistency:** The proposed project includes the redevelopment of a site that currently has an automotive mall. Implementation of the proposed project would reduce stormwater runoff by improving on-site hydrology. The building would be designed with energy saving components including solar panels and low-energy lighting.

### ***Conformance with the Zoning Code***

The proposed project complies with the development standards for the C2 zone, including setbacks, building heights, and on-site parking.

Per CMMC Title 13, Chapter IX, Special Land Use Regulations, Article 7, mini-warehouses have the following use restrictions:

1. No facility shall be used for:
  - a. Any business activity (other than rental of storage units) including miscellaneous or garage sales, and transfer/storage businesses which utilize vehicles as part of the business; or
  - b. Servicing or repair of motor vehicles, boats, trailers, lawn mowers, or any similar equipment.
2. All rental contracts shall include clauses prohibiting:
  - a. The storage of flammable liquids, highly combustible or explosive materials, or hazardous chemicals; and
  - b. The use of the property for uses other than storage.
3. A resident manager shall be required on the site and shall be responsible for maintaining the operation of the facility in conformance with the conditions of approval and all applicable ordinances. This requirement may be waived by the final review authority, if alternative security measures are found acceptable.

Instead of a resident manager as required above, the applicant is proposing security cameras and alarms, inside and outside, with monitors in the manager's office and an internet-based feed to the owner's offices and cell phones for 24/7 surveillance.

### ***Justifications for Approval***

Pursuant to Title 13, Section 13-29(g), Findings, of the Costa Mesa Municipal Code, the Planning Commission shall find that the evidence presented in the administrative record substantially meets specified findings. Staff recommends approval of the proposed project, based on an assessment of facts and findings below which are also described in more detail in the draft approval resolution.

#### *Rezone*

- The proposed rezone is required to allow for a self-storage facility on the property, while meeting the development standards of the C2 zone; the proposal is therefore consistent with the Zoning Code and the General Plan.
- A self-storage facility is a prohibited use in the current PDC zone. A comparable zoning classification is the General Business District/C2 zone. A rezone is necessary to allow the proposed self-storage facility subject to the approval of a conditional use permit. The proposed project meets or exceeds the intent of the City's Zoning Code with regard to the development standards for the C2 zone, including lot size, building setbacks, building height, and on-site parking. The General Plan land use designation for the project area is General Commercial, which is compatible with the proposed zone change to C2.
- The project will generate less traffic in the form of average daily trips (ADT) compared to the existing commercial center (1,228 ADT existing; 709 ADT

proposed). The previous project was estimated to generate approximately 886 trips per day, but after removing the traffic volumes associated with the existing uses (1,228 daily trips), the previous project was found to reduce the existing total daily trips from the site. The analysis found that during the morning peak hour the previous project would increase traffic by 8 peak trips. Under the revised project, new retail (food services) would not be included on the project site. The project would retain a few of the existing establishments on the project site (some of which includes food services). In addition, the revised project would also include fewer storage units. The revised project would generate approximately 709 daily trips (proposed and existing uses to remain onsite), but after removing the traffic volumes associated with the existing uses (1,228 daily trips), fewer daily trips would occur under the revised project compared to the previous project. In addition, the revised project would result in a decrease in the morning and evening peak hour trips compared to the previous project.

- The revised project is consistent with the Airport Environs Land Use Plan for John Wayne Airport, as determined by the Airport Land Use Commission (ALUC) on July 21, 2016. The Airport Environs Land Use Plan (AELUP) is the comprehensive land use plan adopted and administered by the Airport Land Use Commission (ALUC) for Orange County, as required by Section 21675 of the California Public Utilities Code. The proposed project is located less than a quarter-mile southwest of JWA, and thus is within the Airport Planning Area of JWA according to the ALUC. Land uses within the planning area boundaries of the AELUP must conform to the noise, safety and height restriction standards. The mitigation measures stipulated in Exhibit C of the Planning Commission resolution will be required to ensure that the interior noise standards for all buildings comply with the standards in the City's Noise Ordinance. The proposed buildings would not exceed 30 feet in height and will be compatible with the AELUP height restrictions.

The project includes rooftop-mounted photovoltaic modules with anti-reflective coating. The photovoltaic modules are not anticipated to create a new source of substantial reflective glare. Furthermore, as required for any project within the approach/departure corridor, the FAA's final approval would be required to ensure no glare or interference with aviation operations would occur. The FAA's 7460 Determination and the glare analysis is required to be approved prior to issuance of building permits for the new structures.

On July 21, 2016 the ALUC determined, by unanimous vote, that the project, as revised, was consistent with the AELUP.

#### *Proposed Development/Conditional Use Permit*

The project exhibits excellence in design, site planning, integration of uses and structures, and protect the integrity of neighboring development. The project will provide an infill development that will be complementary to an urban setting. The proposed architecture and site design will enhance the street view and will be compatible with existing development in the area. The overall architectural design promotes excellence and compatibility. The variety of building elevations, materials and staggered massing diminishes the boxy design appearance.

A condition of approval requires that building materials shall not be modified unless otherwise approved by the Development Services Director as consistent with the architectural design and features of the proposed development.

- The proposed storage facility is compliant with the development standards for the C2 zone. The project meets or exceeds the minimum development standards required by Code with regard to parking, building height, and setbacks. Additional conditions of approval ensure compatibility with the existing community over the long-term. A condition of approval has been incorporated requiring the project to comply with the .75 maximum FAR as required by Code.
- New landscaping along Bristol Street will beautify the streetscape. The attached landscape plan, which is preliminary at this point, includes new water-efficient landscaping on the subject site. Staff has included, as a condition of approval, that landscaping be subject to final approval by the Planning Division.

## **ENVIRONMENTAL DETERMINATION**

An Initial Study/Mitigated Negative Declaration (IS/MND) has been prepared for the project in accordance with the California Environmental Quality Act (CEQA). In accordance with CEQA Guidelines Section 15073, the IS/MND was originally made available for a 30-day public review and comment period from May 14, 2016 to June 12, 2016. The IS/MND found that the environmental effects from the project would be less than significant with the incorporation of standard conditions of approval and mitigation measures (see Exhibit C of the Planning Commission resolution). A copy of the IS/MND prepared for the original project is included with this report under separate cover. A supplemental letter reflecting the revised project this attached to this report, concluding that the revised project would result in no new significant environmental effects that were evaluated under the original IS/MND.

## **PUBLIC NOTICE**

Pursuant to Title 13, Section 13-29(d), of the Costa Mesa Municipal Code, three types of public notification have been completed no less than 10 days prior to the date of the public hearing:

1. Mailed notice. A public notice was mailed to all property owners within a 500-foot radius of the project site. The required notice radius is measured from the external boundaries of the property. (See attached Notification Radius Map). NOTE: Notices were also mailed to the existing retail center tenants.
2. On-site posting. A public notice was posted on each street frontage of the project site.
3. Newspaper publication. A public notice was published once in the Daily Pilot newspaper.

## **FISCAL REVIEW**

Fiscal review is not required for this item.

## LEGAL REVIEW

The City Attorney has reviewed the draft ordinance and resolutions and they have been approved as to form by the City Attorney's Office.

## ALTERNATIVES

1. Recommend approval of the project with modifications. The Planning Commission may suggest specific changes that are necessary to alleviate concerns. If any of the additional requested changes are substantial, the item should be continued to a future meeting to allow a redesign or additional analysis. In the event of significant modifications to the proposal, should the Planning Commission choose to do so, staff will return with a revised resolution incorporating new findings and/or conditions.
2. Recommend Denial of the project. If the Planning Commission believes that there are insufficient facts to support the findings for approval, Planning Commission must recommend denial the application and provide facts in support of denial to be included in the attached draft resolution for denial.

## CONCLUSION

The revised project satisfies the required findings for the proposed rezone and conditional use permit and is deemed to be a high-quality development, therefore it is consistent with the intent of the General Plan and Zoning Code. Therefore, staff recommends approval of the project.



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Senior Planner



JAY TREVINO, AICP  
Interim Economic Development and  
Development Services Director

- Attachments:
1. ~~Location Map, Zoning Map, and 500' Radius Map~~
  2. ~~Site Photos~~
  3. ~~Applicant's Revised Project Description~~
  4. ~~Draft Ordinance, Resolutions, and Exhibits~~
  5. ~~Correspondence From Public~~
  6. ~~Plans (Original and Revised)~~
  7. ~~June 13, 2016 Planning Commission Meeting Minutes~~
  8. ~~June 13, 2016 Planning Commission Resolution (Denial)~~
  9. ~~Initial Study/Mitigated Negative Declaration Supplemental Letter~~
  10. ~~Initial Study/Mitigated Negative Declaration (Under Separate Cover)~~

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