



PLANNING COMMISSION AGENDA REPORT

11.1

MEETING DATE: JUNE 26, 2006

ITEM NUMBER:

SUBJECT: REZONE PETITION R-06-01 AND SPECIFIC PLAN SP-06-03 AMENDMENT TO THE 19 WEST URBAN PLAN FOR PROPERTIES LOCATED AT 2115, 2121, 2131, 2139, AND 2145 PLACENTIA AVENUE AND 811 AND 817 VICTORIA STREET

DATE: JUNE 13, 2006

FROM: PLANNING DIVISION/DEVELOPMENT SERVICES DEPARTMENT

PRESENTATION BY: REBECCA ROBBINS, ASSISTANT PLANNER

FOR FURTHER INFORMATION CONTACT: REBECCA ROBBINS, ASSISTANT PLANNER
(714) 754-5609

DESCRIPTION

Pursuant to City Council direction, the proposed project involves the following:

1. **Rezone R-06-01 Mixed-Use Overlay Zoning District:** An Ordinance of the City Council of the City of Costa Mesa, California amending the Zoning Map to include seven parcels at the southwesterly area of Victoria Street and Placentia Avenue into the 19 West Mixed-Use Overlay District.
2. **Specific Plan Amendment SP-06-03 to the 19 West Urban Plan:** Amendment to the 19 West Urban Plan (SP-05-07) to include the seven parcels at the southwesterly area of Victoria Street and Placentia Avenue.

RECOMMENDATION

Recommend that City Council take the following actions, by approving the attached resolution: (1) Approve Addendum to Initial Study/Mitigated Negative Declaration for Westside Urban Plans (State Clearinghouse No. 2006021045), (2) Approve Rezone Petition R-06-01, and (3) Approve Specific Plan Amendment SP-06-03 to the 19 West Urban Plan.

REBECCA ROBBINS
Assistant Planner

KIMBERLY BRANDT, AICP
Principal Planner

R. MICHAEL ROBINSON, AICP
Asst. Development Services Director

BACKGROUND

On April 4, 2006, City Council adopted the Westside Urban Plans to allow new mixed-use and residential ownership development opportunities. The 19 West Urban Plan is one of these three development incentive plans which provides guidance to property owners and developers for revitalization of the Westside. An initial study/mitigated negative declaration for the Westside Urban Plans was also adopted and circulated through the State Clearinghouse (SCH#2006021045).

Concurrently with the adoption of these plans, the City Council also directed staff to initiate the process of expanding the 19 West Mixed-Use Overlay District to include seven parcels located at the southwesterly area of Victoria Street and Placentia Avenue. (See Council meeting minutes, Attachment 3). This would allow these properties to be developed as mixed-use development (horizontal/vertical mixed-use or live/work lofts) pursuant to an approved master plan.

Furthermore, Denny Pender, property owner at 2121 Placentia Avenue, had expressed interest for inclusion in the mixed-use overlay district during public hearings for the adoption of the Westside Urban Plans.

ANALYSIS

Project Location

The project area for the 19 West Urban Plan is generally bound by Victoria Street (north) and Placentia Avenue (east). The 19 West Urban Plan area contains 103 acres and is proposed to be amended to include the following seven parcels: 2115, 2121, 2131, 2139, and 2145 Placentia Avenue and 811 and 817 Victoria Street (3.3 acres) Attachment 1 is a vicinity map of project area.

Site Description

The current zoning for the proposed seven added parcels include Administrative Professional (AP), Local Business (C1), Multifamily Residential Medium Density (R2-MD), and High Density Residential (R3). The amended project area does not include areas within established residential neighborhoods or communities such as the Freedom Homes or Marina Highlands and will not divide an established community.

Rezone Petition and Urban Plan Amendment

The proposed project involves Rezone Petition R-06-01 for a Mixed-Use Overlay Zoning District and an amendment to the 19 West Urban Plan SP-06-03. Specifically, the Zoning Map will be amended to include the subject seven parcels in the 19 West Mixed-use Overlay District. Accordingly, minor text amendments to the 19 West Urban Plan will also be made to reflect the inclusion of this area. These changes are shown as Exhibit "B" of the attached resolution.

The inclusion of these seven parcels would not change the overall projected development scenario for the Westside Urban Plans for two primary reasons: (1) the subject area

represents less than 0.5 percent of the 19 West Mixed-use Overlay District and (2) these properties were originally included for environmental analysis purposes in the greater project study area. For land use and traffic projections, the City of Costa Mesa 2000 General Plan aggregates existing and future land use data by traffic analysis zones (TAZs). The land use data contained in the TAZ is the basis for environmental analyses (e.g. traffic study, air quality study, noise study).

In this case, the seven parcels are located with TAZ 117. The land use data in TAZ 117 originally had been aggregated to the larger project study area for environmental analysis purposes. This allowed a comprehensive analysis of the different plan areas in the environmental document for the Westside Urban Plans.

Provided for reference purposes is the original (unchanged) project development scenario for the three Westside Urban Plans, including the subject seven parcels at Victoria and Placentia:

- The **net change** of existing conditions (Year 2005) compared to the projected development scenario (Year 2025) results in the following "project development scenario":
 - Addition of 3,771 residential units, including 1,398 live/work units
 - Addition of 69,746 commercial square feet
 - Reduction of 1,413,926 light industrial square feet
 - Addition of 155 general commercial jobs
 - Reduction of 3008 light industrial jobs
 - Addition of 1,398 live/work related jobs

FISCAL REVIEW

Fiscal review is not required for this item.

LEGAL REVIEW

The City Attorney's office has approved the attached resolution as to form.

ENVIRONMENTAL REVIEW

Pursuant to the requirements of the California Environmental Quality Act (CEQA), CEQA guidelines, and the City's environmental procedures, the City has prepared an Addendum to the adopted Initial Study/Mitigated Negative Declaration for the Westside Urban Plans. As required by Section 15064 of the CEQA Guidelines, the purpose of the Addendum is to provide information on whether the amended project area will have any new significant environmental effects or substantially increase the severity of previously identified effects on the environment. Given that no new significant effects are identified, no new mitigation measures are proposed. The Addendum is provided as Exhibit "C".

ALTERNATIVES CONSIDERED

The Planning Commission has the following alternatives for consideration:

1. Approve rezone petition and amendment to 19 West Urban Plan. The approval of the proposed project would add the seven subject parcels into the 19 West Mixed-use Overlay District. This action would provide development incentives for continued revitalization of the 19 West Urban Plan area into mixed-use development, including live/work lofts, for that area.
2. Deny rezone petition and amendment to 19 West Urban Plan. If the proposed project were denied, the development incentives of the 19 West Urban Plan would not apply to these properties. Developers proposing a mixed-use development will need to apply for a rezone to a Planned Development Commercial (PDC) or Planned Development Residential (PDR) zone, and comply with the development standards of the appropriate zone. Live/work units would still not be allowed since the Zoning Code does not allow live/work uses in the planned development zones.

CONCLUSION

Pursuant to City Council direction, staff has prepared the necessary documentation to amend the boundaries of the 19 West Mixed-use Overlay District to include seven additional parcels. The inclusion of these parcels into the mixed-use overlay zoning district would allow mixed-use development or live/work development with an approved master plan. The approval of the proposed project does not expressly authorize any specific development proposal, as subsequent Master Plan approval and project-specific environmental analysis would be required.

- Attachments:
1. Vicinity Map
 2. Resolution for 19 West Urban Plan
 - Exhibit "A" – Property Locations and Zoning Districts
 - Exhibit "B" - Amended 19 West Urban Plan pages
 - Exhibit "C" - Addendum to Initial Study/Mitigated Negative Declaration
 3. Council meeting minutes from April 18, 2006

cc: Deputy City Manager-Dev. Svs. Director
 Sr. Deputy City Attorney
 Peter Naghavi, Transportation Svs. Mgr.
 Raja Sethuraman, Associate Engineer
 Staff (4)
 File (2)

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 Costa Mesa, CA 92627

Joseph C Ingardia
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A

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Costa Mesa CA 92627

Eight-Seventeen Apt
2600 S Yale St
Santa Ana CA 92704

Hrachia Bakardzian
25561 Rapid Falls Rd
Laguna Hills CA 92653

American Blacktop Inc
54 Beacon Bay
Newport Beach CA 92660

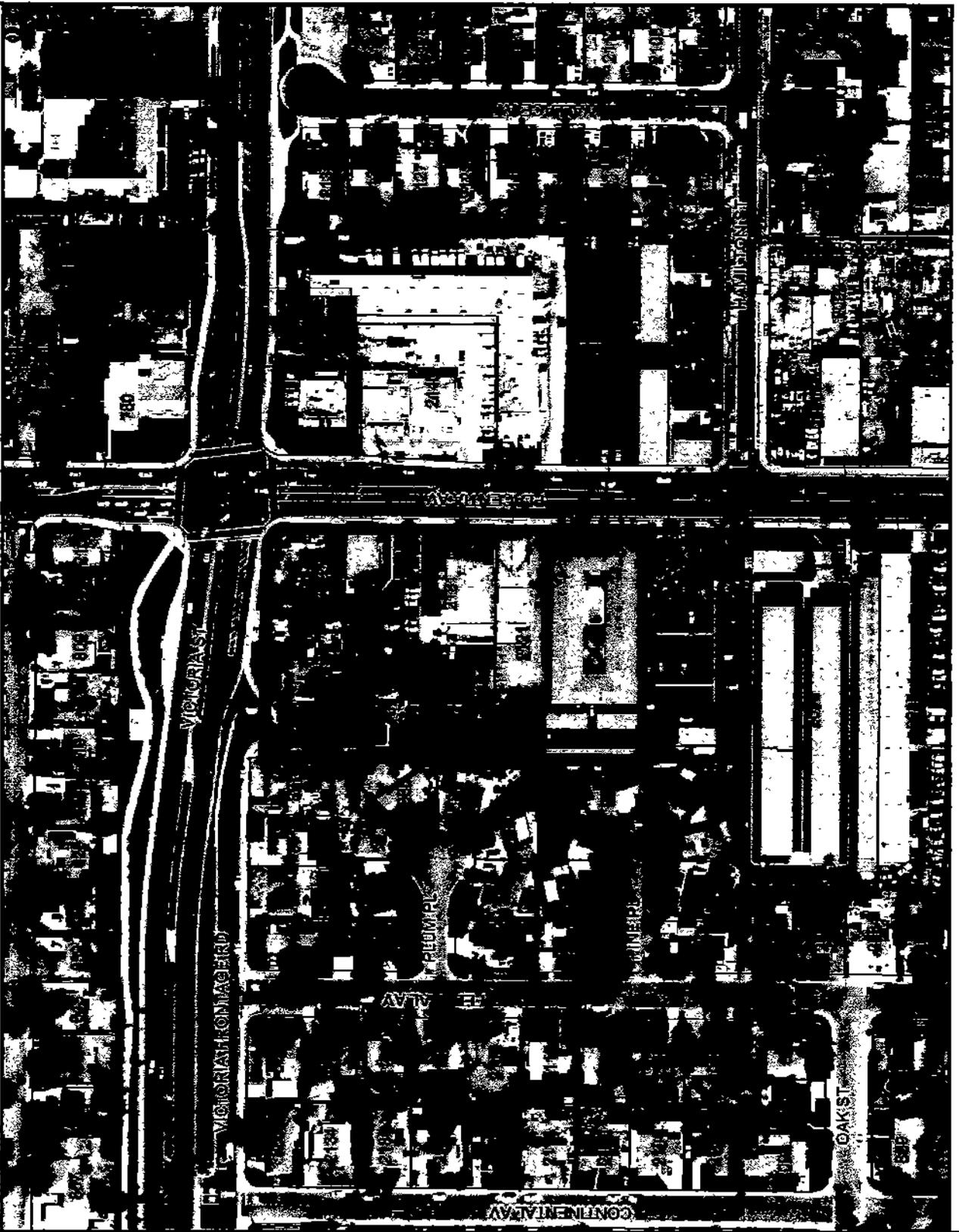
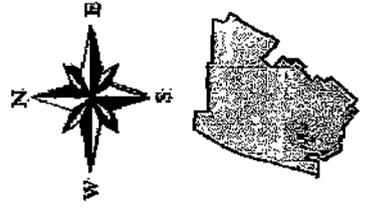
Attachment 1

Vicinity Map

Vicinity Map

Legend

- Parcel Addresses
- Street Names
- Parcel Lines
- City Boundary
- Ortho Photography
- Parcels



Attachment 2

Resolution for 19 West Urban Plan

RESOLUTION NO. PC-06-

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF COSTA MESA, CALIFORNIA RECOMMENDING CITY COUNCIL ADOPTION OF REZONE PETITION R-06-01 AND THE ADOPTION OF SPECIFIC PLAN AMENDMENT SP-06-03 TO ADD SEVEN PARCELS LOCATED AT 2115, 2121, 2131, 2139, AND 2145 PLACENTIA AVENUE AND 811 AND 817 VICTORIA STREET TO THE 19 WEST MIXED-USE OVERLAY DISTRICT.

THE PLANNING COMMISSION OF THE CITY OF COSTA MESA DOES HEREBY RESOLVE AS FOLLOWS:

WHEREAS, the proposed project involves the following: (1) Rezone Petition R-06-01 to apply the 19 West Mixed-use Overlay Zoning District on the Zoning Map to seven parcels located at 2115, 2121, 2131, 2139, and 2145 Placentia Avenue and 811 and 817 Victoria Street; (2) Specific Plan Amendment SP-06-03 to the 19 West Urban Plan to amend the mixed-use overlay map exhibits to include these additional seven parcels and make all related technical text changes.

WHEREAS, on April 4, 2006, the City Council adopted Resolution 06-33 approving the 19 West Urban Plan and the Initial Study/Mitigated Negative Declaration for the Westside Urban Plans which includes the 19 West Urban Plan area (SCH# 2006021045);

WHEREAS, the environmental review for the proposed project was processed in accordance with the requirements of the California Environmental Quality Act (CEQA), the State CEQA Guidelines, and the City of Costa Mesa Environmental Guidelines, and an addendum to the IS/MND was prepared. Specifically, the evidence in the record as a whole indicates that the additional seven parcels would not result in any new significant effects than previously identified, and the proposed project will not individually or cumulatively have an adverse effect on wildlife resources or habitat;

WHEREAS, the Commission deems it to be in the best interest of the City that said amendment to the 19 West Urban Plan to include seven additional parcels be adopted;

BE IT RESOLVED that the Planning Commission recommends City Council approval of the addendum to the IS/MND as set forth in Exhibit "C".

BE IT FURTHER RESOLVED that the Planning Commission recommends City Council adoption of: (1) Rezone Petition R-06-01 adding the seven subject parcels to the 19 West Mixed-Use Overlay District as shown in Exhibit "A" and (2) Specific Plan Amendment SP-06-03 to the 19 West Urban Plan as shown in Exhibit "B".

PASSED AND ADOPTED this 26th day of June, 2006.

Bill Perkins, Chair
Costa Mesa Planning Commission

EXHIBIT A1

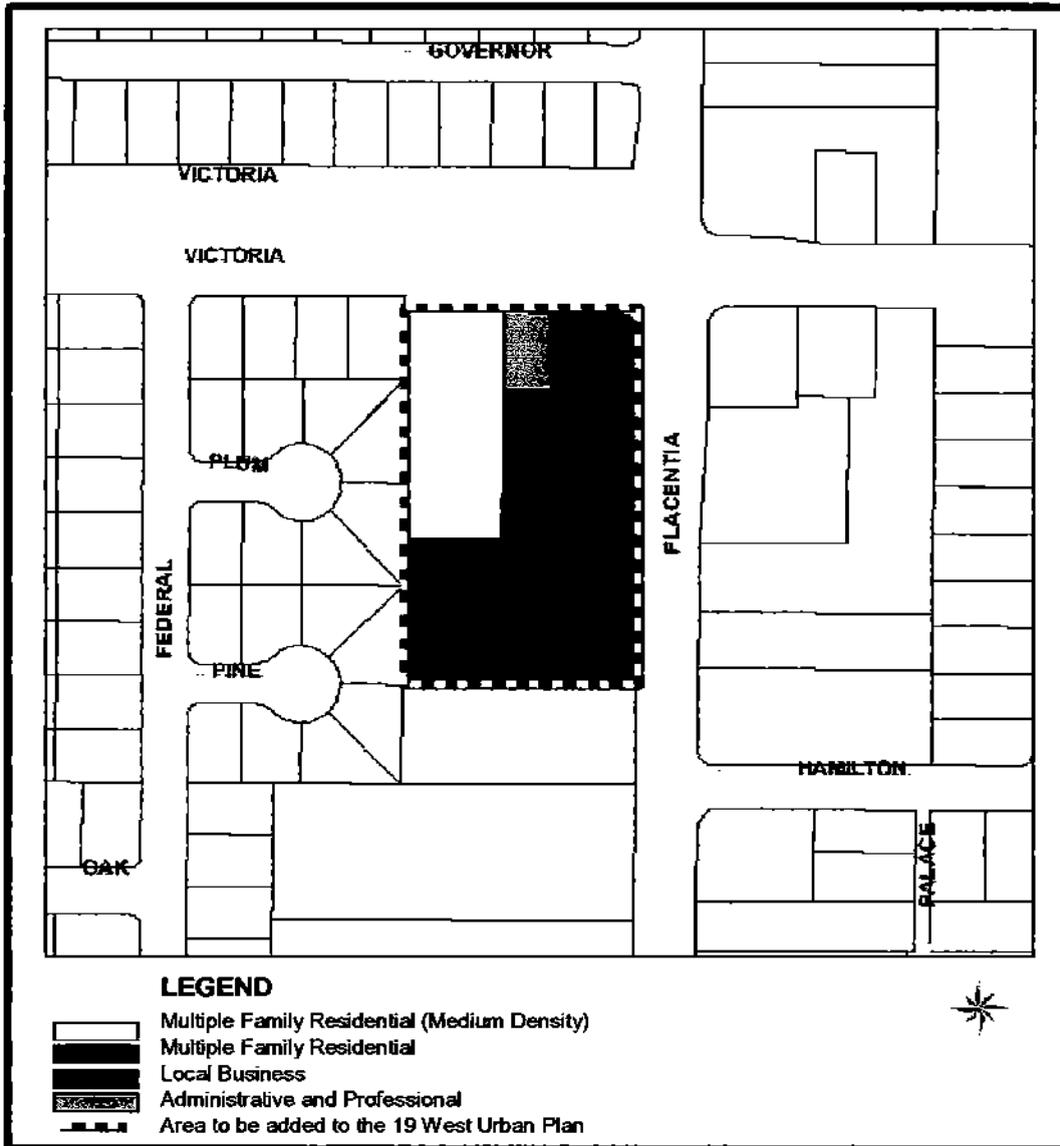


EXHIBIT A2

The following properties are hereby rezoned to be included in the 19 West Urban Plan:

ZONING DISTRICT	PARCEL NUMBERS	ADDRESS
R2-MD (Multiple Family Residential – Medium Density) with a Mixed-Use Overlay	422-454-21	817 Victoria Street
R3 (Multiple Family Residential) with a Mixed-Use Overlay	422-454-27	2115 Placentia Avenue
C1 (Local Business) with a Mixed-Use Overlay	422-454-23, 422-454-24, 422-454-25, and 422-454-26	2145, 2139, 2131, and 2121 Placentia Avenue
AP (Administrative Professional) with a Mixed-Use Overlay	422-454-22	811 Victoria Street

HISTORICAL CONTEXT

The City of Costa Mesa was incorporated in 1953. The Westside was among the earliest areas in the City to develop and is characterized by a diverse population, land uses, job opportunities, and housing choices. Some positive aspects of the Westside include its diverse land uses and convenient access to Fairview Park, beaches, and other recreation areas.

The Westside area is located as follows: Fairview Park and the Costa Mesa Golf Club to the north, the Santa Ana River to the west, the City of Newport Beach to the south, and Harbor Boulevard and Superior Avenue to the east. The area contains approximately 1,788 acres, or 2.8 square miles (see Figure 1).

The Westside Specific Plan was prepared in October, 2000. While this planning document was not formally adopted, some of the revitalization strategies in the plan have been used as a guide to stimulate area-wide improvement. In addition, the Westside Revitalization Oversight Committee (WROC) was convened to recommend revitalization strategies and identify specific areas for further improvement. The recommendations of the WROC assisted the City Council in identifying the Live/Work Overlay Zone and providing policy direction.

Relationship to other Westside Urban Plans

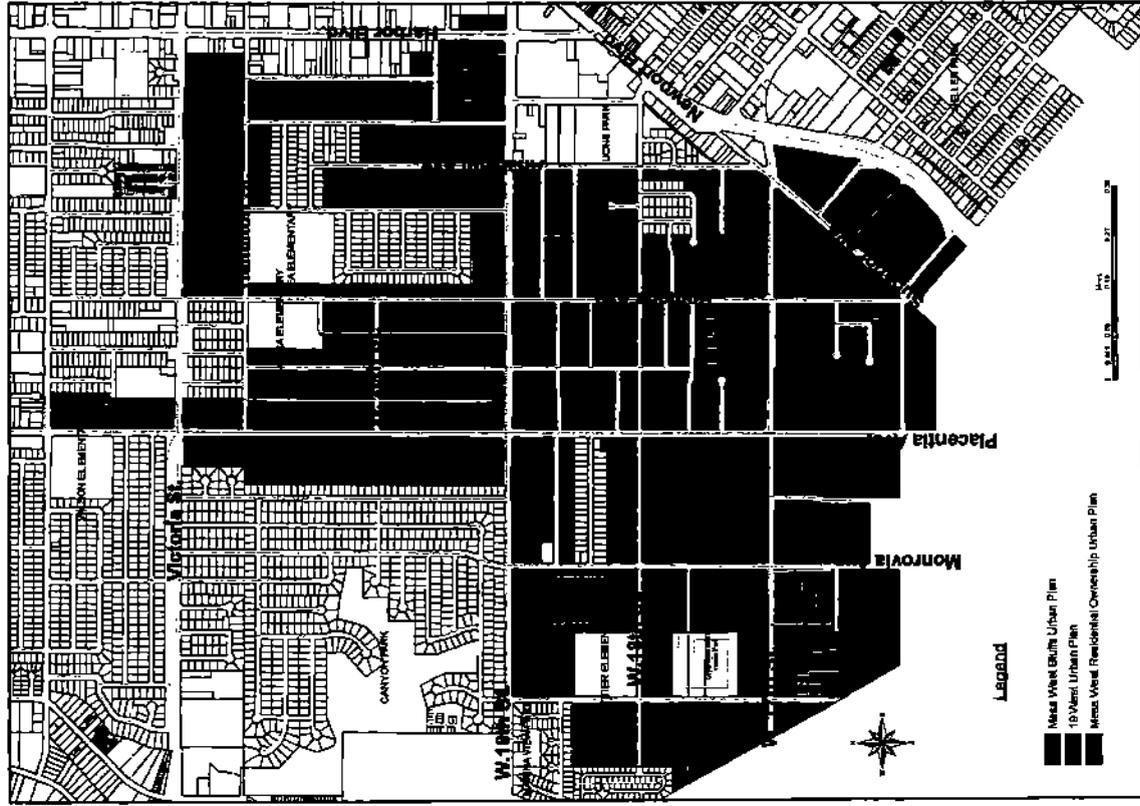
The Westside Implementation Plan was adopted in March 2005. Three Urban Plans were created to establish overlay zones in specific areas of the Westside: (1) 19 West Urban Plan, (2) Mesa West Bluffs Urban Plan, and (3) Mesa West Residential Ownership Urban Plan. (See Figure 2.) Each Urban Plan provides guidance to property owners and Developers for new development and redevelopment. All together, these plans will provide a framework for major private market

reinvestment and improvements for the Westside. However, the Urban Plans avoid being excessively restrictive by not dictating architectural design guidelines or establishing exterior building colors.

Figure 1: Vicinity Map of Westside



Figure 2: Identification of three separate Urban Plan areas for revitalization of Westside



WROC COMMITTEE

Many cities face similar situations where incompatible land uses are located side-by-side, and where public safety programs are consistently being impacted by a high demand for services from concentrated problem areas within the community. These problems often tend to spread, thus impacting adjoining neighborhoods or business areas. In August, 2003, the Redevelopment Agency appointed 40 members to the Westside Revitalization Oversight Committee (WROC). The WROC's objective was to build upon previous work completed by the Community Redevelopment Action Committee (CRAC). Through the efforts of an intense citizen participation program, the WROC assisted City Council/Redevelopment Agency in developing a long-term vision for the Westside.

Citizen participation was a critical part of the Westside Revitalization Program. The City wished to encourage all residents, especially those living adjacent to industrial properties, to participate in its planning process. In addition, other representatives from the business community were invited. The members of the Westside Revitalization Oversight Committee consisted of representatives of the following groups:

- Homeowners
- Industrial Business and Property Owners
- Rental Property Owners
- Commercial Business and Property Owners
- Residential Tenants
- Community Service Organizations

The public participation process was based on the premise that community planning begins with open communication and the exchange of information and ideas. With this exchange, a comprehensive revitalization plan could be developed which had both effective actions to implement in the short-term future and also broad public support.

The WROC provided all persons interested in the Westside with the opportunity to participate and provide feedback on what they envisioned for the future of the Westside (Figure 3). This concept was unusual because seldom is a committee encouraged to have a large membership. However, this committee of forty members proved that multiple diverse opinions and interest groups could come together to provide valuable input to its City leaders. This was demonstrated by the WROC through their intense commitment, a strong desire for change, diverse representation of the community, and numerous varying ideas and opinions. Compromise was not easily achieved, but when reached it was supported by a supermajority of the membership. The WROC's final report and implementation plan are significant since both documents represent the consensus of this 40-member committee (Figure 4). The City of Costa Mesa's Redevelopment Agency and City Council used the WROC's findings and recommendations in their decision-making process to identify the Urban Plan areas and to apply General Plan land use policies promoting mixed-use development.

The primary difference between this urban plan and the WROC recommendations for the commercial/residential overlay zone lie in the scope of the overlay zone. The WROC recommendations identified two areas for this type of development. The first is a PUD Commercial/Residential overlay zone for properties located south of West 19th Street, between Anaheim and Monrovia Avenues. The second was a PUD Commercial/ Industrial/ Residential Live/Work overlay zone for properties located north of West 19th Street, between Maple Avenue and 840 West 19th Street, with a two-story height limit. The overlay zone included in this urban plan includes an expanded West 19th Street area, plus additional areas located at the southeast corner of Victoria Street and Placentia Avenue, and west of Newport Boulevard, and along Superior Avenue, and West 17th Street between Pomona and

Anaheim Avenues, with a four-story height limit in the entire throughout the plan area.



Figure 3
Several
Westside
Revitalization
Oversight
Committee
members
making public
comments at
City Council
meeting.

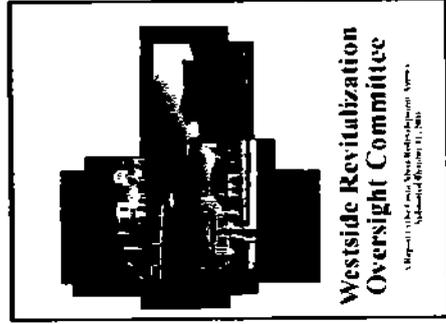


Figure 4
WROC Planning
documents

IDENTIFICATION OF 19 WEST MIXED-USE OVERLAY ZONE

Identifying 19 West Urban Plan Area

On March 15, 2005, the Santa Mesa City Council unanimously approved several revitalization strategies aimed to improve the Westside. City Council identified the 19 West Urban Plan area as a commercial/residential hybrid overlay area. This area is north and south of West 19th Street and the area between Newport Boulevard and Superior Avenue. The Zoning Map was amended on [date pending] to reflect this overlay zone for the plan area.

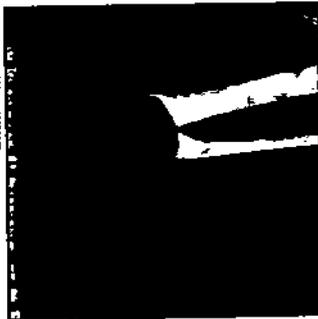
The 19 West Urban Plan area is approximately 400 106.3 acres in size. Some major roadways in the plan area include West 19th Street, West 17th Street, Superior Avenue, and Placencia Avenue.

Adoption of the Urban Plan

On February 13 and March 13, 2006, Planning Commission conducted public hearings on the three proposed Westside Urban Plans. The Planning Commission (Figure 5A) reviewed these plans at a total of five study sessions and two public hearings and unanimously recommended approval of the plan to City Council.

On April 4, 2006, City Council (Figure 5B) adopted the 19 West Urban Plan.

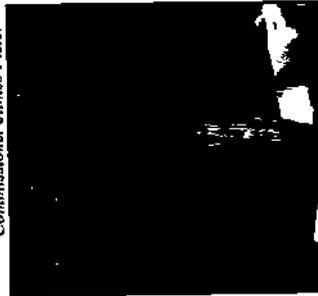
Chair: Bill Perkins



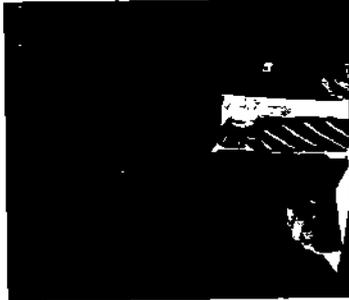
Vice Chair: Donn Hall



Commissioner: James Flister



Commissioner: Bruce Guifich

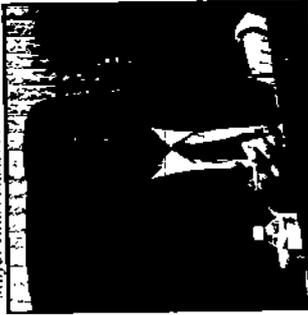


Commissioner: Eleanor Egan

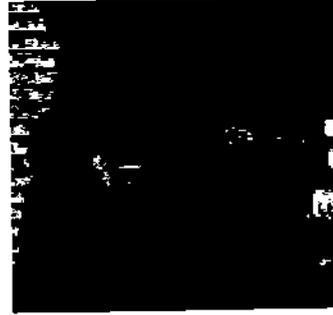
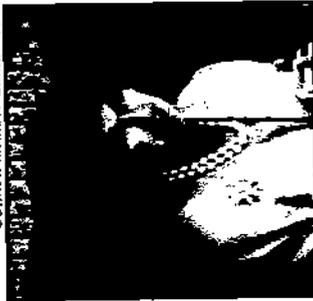


CITY COUNCIL (Figure 5B)

Mayor: Allan Munsinger



Council member: Linda Dixon



Mayor Pro Tem: Eric Bowen



Council member: Kariisa Foley



Council member Gary Mouchatti

PLANNING COMMISSION (Figure 5A)

GENERAL PLAN AND ZONING

The 19 West Urban Plan area is characterized by a wide variety of land uses. The plan area is composed of the following General Plan land use designations:

- High Density Residential
- Neighborhood Commercial
- General Commercial
- Commercial Center
- Light Industry

The plan area consists of the following zoning classifications:

- R3 - Multi-Family Residential
- CL - Commercial Limited
- C1 - Local Business District
- C2 - General Business
- AP - Administrative/Professional
- M16 - General Industrial

The General Plan land use designations (Figure 9A) and Zoning districts (Figure 9B) are shown.

EXISTING LAND USE CONTEXT

The Westside's primary uses are single- and multi-family neighborhoods, and industrial uses. The single-family neighborhoods are located north and south of 19th Street and, in some areas, are undergoing increased renovation activities. Multi-family neighborhoods are found throughout the Westside, with a substantial number of units both north and south of 19th Street. The industrial areas of the Westside are concentrated south of 19th Street and along Placentia, north of 19th Street.

Multi-family residential uses are located adjacent to general commercial areas in the 19 West Urban Plan area. Light industrial uses are located along Superior Avenue, Placentia Avenue, and West 17th

Street. There are approximately 680 dwelling units (general estimate only) located in the plan area. A wide range of land uses are shown in Figure 9 below.

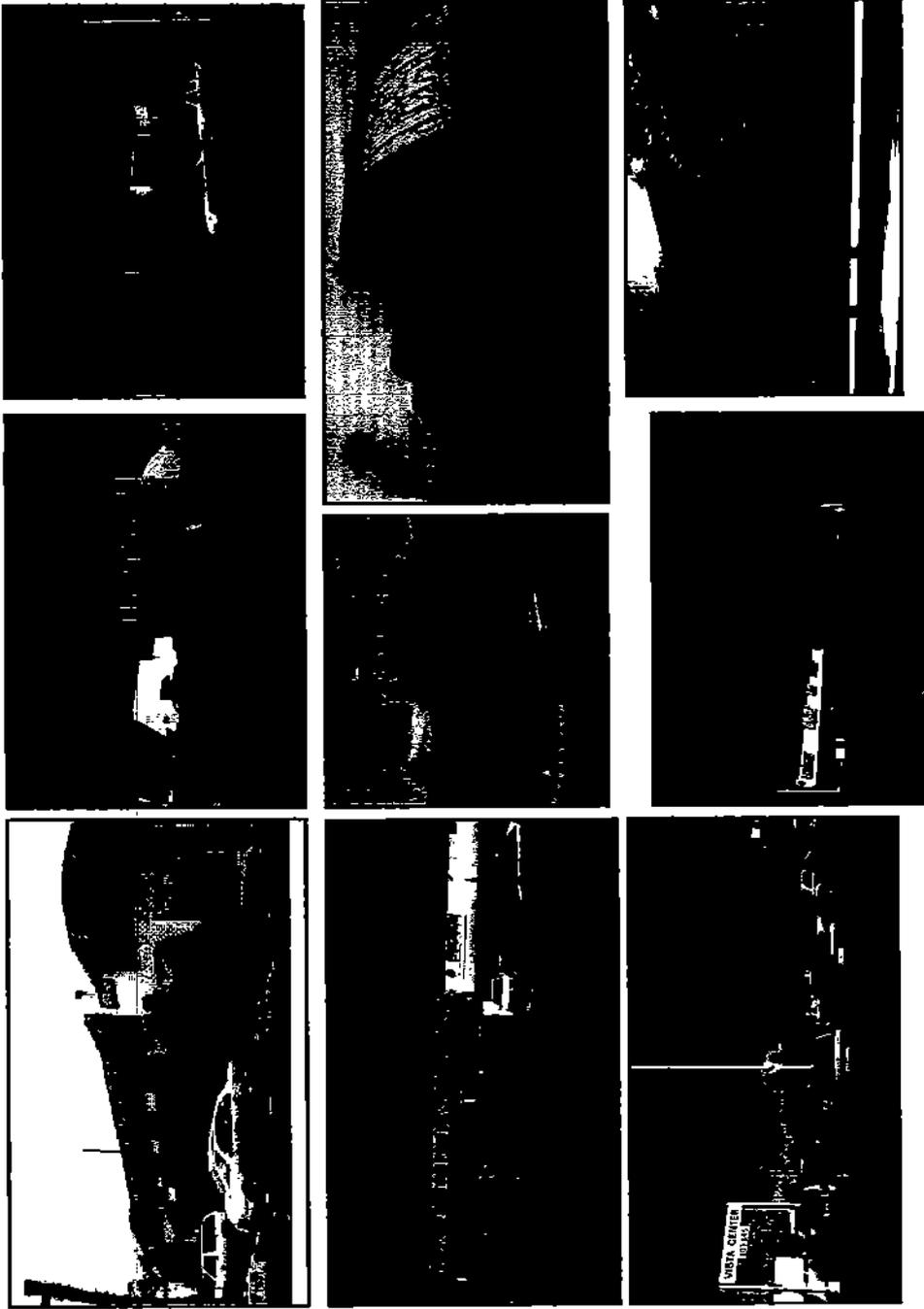


Figure 9: Collection of site photos of residential structures and existing businesses in 19 West Urban Plan area.

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19 West Village Mixed-Use Overlay District

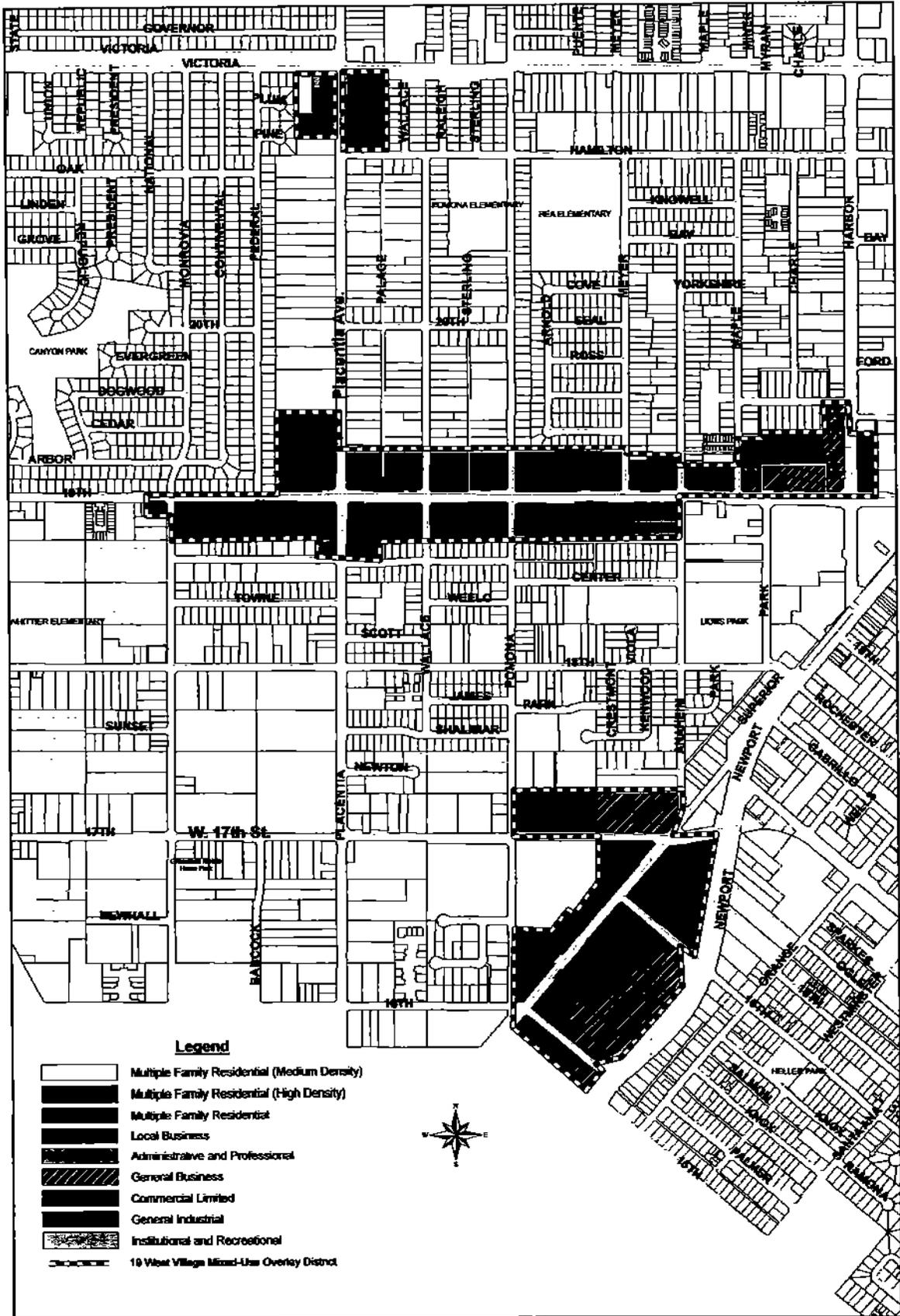


FIGURE 9B

19 West Zoning Designations

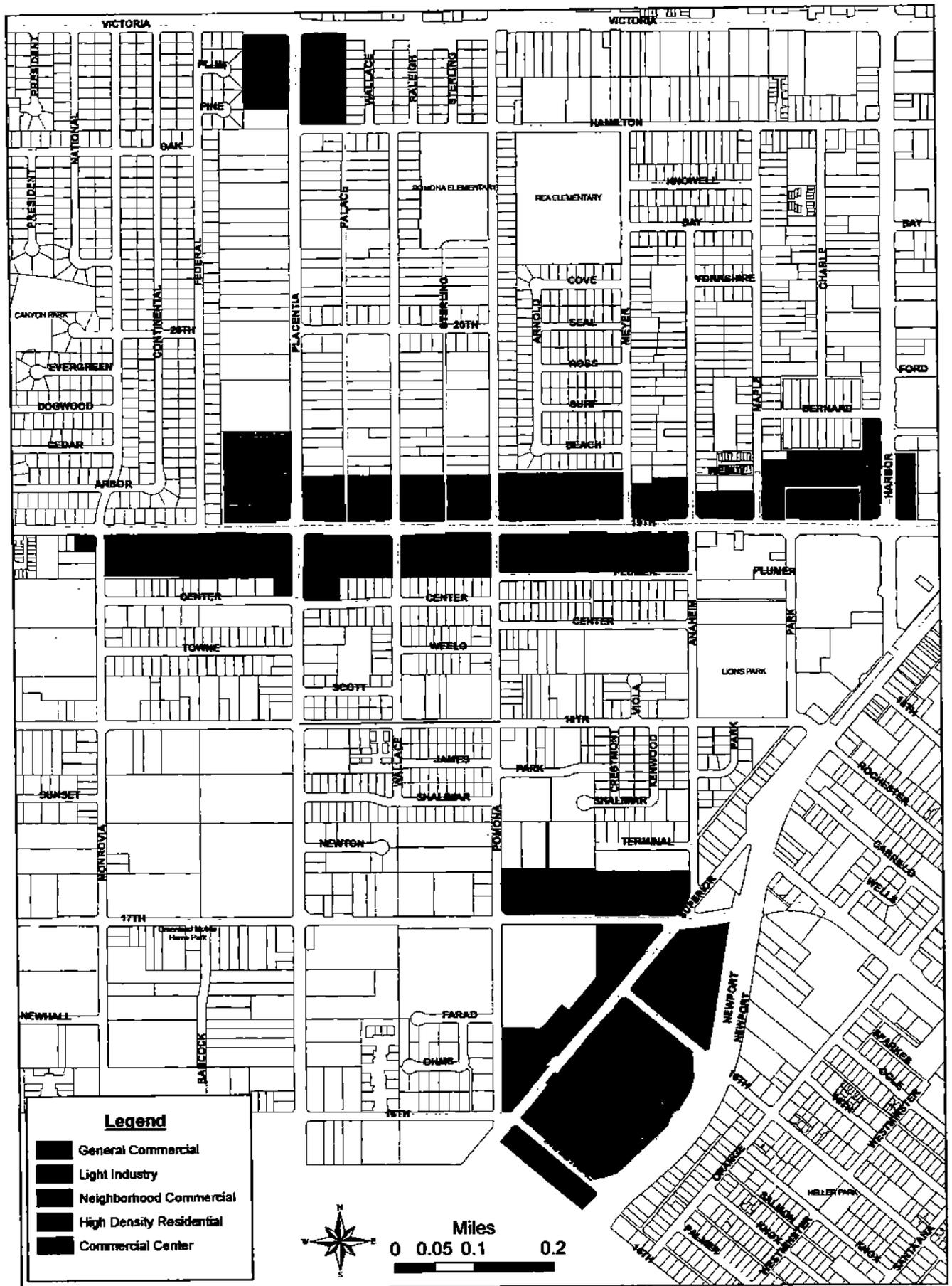


FIGURE 9A

**19 West Urban Plan Area
General Plan Land Use Designations**



CITY OF COSTA MESA

P.O. BOX 1200 • 77 FAIR DRIVE • CALIFORNIA 92628-1200

DEVELOPMENT SERVICES DEPARTMENT

**FOR ATTACHMENTS NOT INCLUDED IN THIS REPORT,
PLEASE CONTACT THE PLANNING DIV. AT (714)754-5245.**