

AGENDA NO. 12a



City of Oceanside *Development Services Department Administration*

Memorandum

Date: September 11, 2013

To: Honorable Mayor and City Councilmembers

Through: Peter Weiss, City Manager *W*

From: George Buell, Development Services Director *GB*

Subject: **Screening of Proposed General Plan Amendments**

A number of development applications have been submitted that request General Plan Amendments to allow residential development where jobs-producing land uses are now planned. Consistent with the City's Economic Sustainability Strategy, which was adopted by the City Council in 2008, staff shares concern with project proponents about the proposals' negative effect on the City's jobs-to-housing balance, which is currently at only .64—the lowest in San Diego County. Staff's position in regards to these recent submittals has been to recommend denial of the projects, and this position is typically shared well before application submittal.

In the past, project technical reviews of similar projects commenced upon submittal, and the requisite environmental studies were performed. This process can take years to complete, especially if an Environmental Impact Report (EIR) is required.

The City has a policy that addresses General Plan and Zoning amendments which provides a process for the Planning Commission and Council to consider those applications prior to detailed project actions. However, applications for General Plan and Zoning amendments require a completed application, along with the necessary environmental clearances, which in most cases will require an EIR.

In the interest of potential time and money savings, it would be helpful to applicants and staff to ascertain Council's general position as to whether these applications should continue through a full technical/environmental review process.

In order to facilitate this, staff will be scheduling meetings this fall with both the Planning Commission and City Council to review the individual projects that propose to convert revenue generating lands to residential and direct staff to either proceed through the technical and environmental review processes or to stop work.

Screening of Proposed General Plan Amendment Process

At this time *Villa Storia*, a large residential project on the vacant land just east of the Mission San Luis Rey, and Mission Cove, the affordable housing project, are now under detailed technical review. *Villa Storia* is not very far into the review process, and Mission Cove is nearing the end of the EIR preparation process. Given staff's recommendation to conduct the aforementioned workshop, Integral Communities, the applicant for *Villa Storia*, will be informed that work on their project will be delayed until Council direction is provided. However, because the City Council has been aware and generally supportive of Mission Cove for a number of years, work on that project will continue.

Attachments: A- Table of Pending General Plan Amendments
B- City Council Policy 300-13 General Plan Amendments
C- Screening Example- City of Costa Mesa Staff Report of July 16, 2013

cc: Economic Development Commission
Planning Commission
Development Services and Economic Development Staff

Project Name	Existing Designations		Proposed Designations		Project Specifics	Estimated Timing of Approval
	GP	Zoning	GP	Zoning		
Mission Cove	LI	IL	HD-R/GC	PD	288-unit affordable housing project with commercial component	Fall 2013
Mission/Academy	PI/SFD-R	PS/RS	MDA-R/MDR/R/MDC-R/HD-R	PD-H	Medium and high-density residential ranging between 394 and 568 units	TBD
4665 North River Rd	LI	IL	HD-R	RH	Re-designation of 9.71-acre IL property to allow for high-density residential	TBD
Melrose Heights	EB-R & PC	RE-B-SP & CN	HD-R	RH-SP & RH	Residential Master Plan Development 675-931 DUs	TBD
Stirling @ El Corazon*	El Corazon Plan SP-1-09	El Corazon Specific Plan SP-1-09	Not known at this time	Not known at this time	Staff anticipates a proposal to re-designate a hotel site to allow multi-family housing; roughly 100 senior vet. units and 250 apartment units*	TBD

* Not yet submitted.

Legend

General Plan		Zoning
LI	Light Industrial	IL
PI	Private Institutional	PS
SFD-R	Single Family Detached Residential	RS
EB-R	Estate B Residential	RE-B-SP
PC	Professional Commercial	CN
HD-R	High Density Residential	PD
GC	General Commercial	PD-H
MDA-R	Medium Density A Residential	RH
MDR-R	Medium Density B Residential	RH-SP
MDC-R	Medium Density C Residential	Limited Industrial Public & Semipublic Single Family Residential Residential Estate B – Scenic Park Overlay Neighborhood Commercial Planned Development Planned Development – Historic Overlay High Density Residential High Density Residential – Scenic Park Overlay

SUBJECT: Procedures for General Plan Amendments	POLICY NUMBER	300-13
	ADOPTED	3-26-86
	REVISED	7-22-87
	REVISED	12-4-91
	REVISED	10-7-92
	REVISED	11-28-01

In accordance with California Government Code Section 65358, the City Council adopts the following policy pertaining to the amendment of the City's Land Use Element of the General Plan:

1. The City will consider amendments to the Land Use Element of the General Plan twice a year, with the following target hearing dates. The actual hearing dates for these two amendment cycles may be modified by staff based upon the timing and complexity associated with such amendment, and the availability of Commission and Council agenda space.

PLANNING COMMISSION -
 General Plan Amendment Hearing Dates:
 2nd Meeting in March
 2nd Meeting in September

CITY COUNCIL -
 General Plan Amendment Hearing Dates:
 2nd Meeting in May
 2nd Meeting in December

2. The above listed hearing dates shall be for the purpose of considering amendments to the General Plan and the corresponding and consistent Zoning Amendment action only, except that related commercial and industrial development project applications may proceed concurrently with the amendments through the public hearing process if the applications are in a complete status and if such concurrent processing is requested by the applicant. The City may, at its discretion, allow concurrent processing of residential development plans with a proposed General Plan and Zone Amendment, provided that a bona fide affordable housing project for low/moderate is being proposed with participation by the City. No hearing may be scheduled before the Planning Commission on a related project that is inconsistent with the General Plan.
3. In order for a General Plan Amendment application to be scheduled for consideration, a completed application form and accompanying

environmental clearance must be on file and deemed completed at least 45 days prior to the Planning Commission Public Hearing date.

4. The City Council may authorize up to two additional Land Use General Plan Amendment cycles in conformance with Government Code Section 65358 by minute action in order to accommodate orderly and logical consideration of proposed amendments initiated either by the City or by an applicant.



CITY COUNCIL AGENDA REPORT

MEETING DATE: JULY 16, 2013

ITEM NUMBER:

SUBJECT: GENERAL PLAN SCREENING GPS-13-02 - FOR PROPOSED 208-UNIT RESIDENTIAL APARTMENT PROJECT AT 1973 NEWPORT BOULEVARD

DATE: JULY 8, 2013

FROM: PLANNING DIVISION/DEVELOPMENT SERVICES DEPARTMENT

PRESENTATION BY: MINOO ASHABI, PRINCIPAL PLANNER

**FOR FURTHER INFORMATION CONTACT: MINOO ASHABI, SENIOR PLANNER
(714) 754-5610, mashabi@ci.costa-mesa.ca.us**

RECOMMENDATION

Accept or deny General Plan amendment request for processing to amend the land use designation from General Commercial (CG) to High Density Residential (HDR) related to development of a 208-unit apartment complex project.

REQUEST

The applicant is proposing a 208-unit residential development on the site of an existing mobile home park with 55 units (Rolling Hills Trailer Park). If the General Plan Screening is accepted for processing, the proposal would require approval of the following:

- General Plan Amendment to change the land use designation from General Commercial to High Density Residential;
- Rezone to change the zoning from C2 (General Business) to PDR-HD (Planned Development Residential – High Density);
- Design/site plan review; and,
- Tentative Tract Map.

BACKGROUND

Project Site

The proposed project is located on the west side of Newport Boulevard, north of Ford Street (Attachment 2). It is bounded by high density residential to the northwest and west and another mobile home park to the north and northeast. The property also abuts the Sandpiper Motel property to the east. The 3.77-acre site is zoned C2 (General Business) and designated as General commercial. The existing Rolling Hills Mobile Home Park features 55 spaces and a manager's unit currently on the property.

Proposed Project

The proposed project submitted for screening to the City Council involves a ***General Plan amendment*** to allow a residential development and a site specific density of 56 du/acre. The proposed site plan includes a four-story residential structure with 208 apartment units wrapping around a five level parking structure containing approximately 400 parking spaces. The proposed apartment complex will be built to condominium specifications.

The apartments are planned to be marketed to professionals in the area, they are mostly studios and one bedroom units. The proposed bedroom mix is as follows:

- One Bedroom – 104 units (50%)
- Two Bedroom – 104 units (50%)

The required parking for the proposed development is 481 parking spaces, at a ratio of approximately 2.25 per unit with a credit for providing covered parking spaces (481 vs. 533). The applicant is proposing a 1.92 per unit parking ratio that will be subject to submittal of a parking analysis of a similar project and approval of a minor conditional use permit to deviate from parking requirements.

ANALYSIS

General Plan Amendment Screening Criteria

City Council Policy 500-2 sets forth the criteria to evaluate General Plan amendment requests. Council takes action on whether or not a proposal should be accepted for processing by using these criteria as guidance.

City Council Policy 500-2 establishes a procedure for processing privately initiated General Plan amendments (Attachment 1). The policy also acknowledges these criteria are only guidelines and City Council may accept an application which does not meet the criteria if it finds there are overriding reasons to do so.

A project summary sheet is attached for the screening request. This summary sheet provides the following information:

- General Plan Land Use Map and Aerial Photograph
- Potential Project Description, Land Use and Traffic Evaluation
- Justification for approval or rejection of application for further processing

Additionally, acceptance of a proposal for screening is not a commitment to approve the General Plan amendment. This action represents that Council would like to consider the request for processing, and subsequently explore alternatives prior to making a final decision on amending the General Plan.

The proposal technically does not satisfy the General Plan amendment acceptance criteria, since the request increases traffic in the general area.

Because of the proximity of this site to the freeway and major roadways and the potential traffic impacts, an initial study and a mitigated negative declaration will be required for the

project. The environmental analysis will examine existing noise and traffic/ circulation conditions and consider mitigation measures to reduce any potential impacts.

ALTERNATIVES

In addition to providing general feedback on the proposed project, City Council would need to take action on the General Plan amendment screening request.

1. Accept processing of the General Plan Amendment request. This will require amending the General Plan to allow a high density residential development in place of an existing office complex.
2. Deny General Plan Amendment request from further processing. Denial of this request would maintain the existing office complex land use designation and prohibit the establishment of residential uses.

FISCAL REVIEW

Fiscal review is not required for this item.

LEGAL REVIEW

The City Attorney's office has considered the proposal and determined that a General Plan amendment is necessary in order for the project to proceed as proposed.

CONCLUSION

Staff believes the proposed development meets the goals and intent of the City's General Plan and regional land use plans in that it provides housing within proximity to transit service. The proposed development will replace a mobile home park with an apartment complex constructed to condominium specifications. The project would involve closure of the mobile home park and provide new housing opportunities in close proximity to major transportation corridors and neighborhood service uses.

MINOO ASHABI, AIA
Principal Planner

GARY ARMSTRONG, AICP
Economic and Development Services
Director

Attachments: 1. [Summary Sheet](#)
 2. [Council policy 500-2](#)
 3. [Vicinity Map](#)
 4. [Applicant's submitted plans](#)

cc: Chief Executive Officer
 Assistant Chief Executive Officer
 Director of Economic & Development/Deputy CEO
 Public Services Director
 City Attorney
 Transportation Services Manager

**City Engineer
City Clerk (9)
Staff (7)
File (2)**

**Julie Vint
Province Group
26 Corporate Plaza, Suite 260
Newport Beach, CA 92660**



GENERAL PLAN SCREENING REQUEST

The project site is a 3.77-acre parcel in the General Commercial land use designation developed with a mobile home park. The request is to amend the General Plan to allow a high density residential development (55 du/acre). The site is bounded by high density residential to the northwest and west. The property abuts the Ponderosa Mobile Home Park to the north/northeast and the Sandpiper Motel property to south/southeast.

TRAFFIC EVALUATION

The main vehicular entrance to the parking structure is proposed from Ford Street and a secondary exit is provided on Newport Boulevard. Transportation staff completed a preliminary trip generation analysis and concluded that the proposed project is expected to result in 67% fewer daily trips in comparison with the General Plan build out. The following refers to the average peak trips for the commercial vs. residential development.

General Plan Land Use Designation	Development Description	AM Peak Hr Trips	PM Peak Hr Trips	Total Avg Daily Trips
Scenario 1 General Plan maximum build out	<u>General Plan Allowance:</u> General Plan allows Max. 0.30 FAR – commercial development	47	183	2,104
Scenario 2 Existing Development Commercial Limited	Current use – 50 unit mobile home park and one manager unit	22	30	250
Scenario 3 Proposed project 55 du/acre	208-unit apartment project <ul style="list-style-type: none"> • Studios – 12 units (5%) • One Bedroom – 124 units (53%) • Two Bedroom – 100 units (42%) 	106	129	1,398
Difference between GP build out and Proposed Project		59 (125%)	-54 (-70%)	-706 (-87%)
Difference between Existing Development and Proposed Project		84 (46%)	99 (430%)	1148 (550%)

The project will increase the traffic in comparison with the existing uses; however, in comparison with the existing commercial land use designation built out, the proposed residential development would result in decreased trips compared to General Plan buildout. The proposed project will generate 67 percent fewer average daily trips in comparison with the General Plan land use designation of General Commercial. The proposed project will generate 59 more trips in the AM peak hour, 54 less trips in the PM peak hour and 706 less daily trips as compared to the General Plan land use designation. The significance of traffic related impacts for the project will be addressed in a future traffic study for the project.

PROJECT COMPLIES WITH GOALS OF THE GENERAL PLAN

Staff believes that the proposed project is compliance with the following goals of the City's General Plan:

1. *General Plan Housing Objective HOU-3.1. Encourage the conversion of existing marginal land to residential, where feasible and consistent with environmental conditions that are suitable for new residential development.* The project site is an existing mobile home park and marginal commercial development on Ford Street. The proposed residential development is located on a parcel that is bounded by medium and high density residential development on three sides. This location can be desirable to professionals seeking housing in close proximity to major employers and transportation corridors.
2. *General Plan Land Use Objective LU-1A1. 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.* The proposed residential development will contribute to jobs and housing balance within the community. The housing will be in close proximity to businesses and major employers along major freeways.
3. *General Plan Housing Objective HOU-3.2. Provide opportunities for the development of well planned and designed projects which, through vertical or horizontal integration, provide for the development of compatible residential, commercial, industrial, institutional, or public uses within a single project or neighborhood.* The proposed project provides on-site amenities for the residents in an integrated structure. The residential units will be provided within well designed four-story structures with private and common open space and recreation areas on a site in close proximity to employment opportunities and service uses. The apartment complex will be built to condominium specifications.
4. *Projected increase in vehicle trips is lower than General Plan buildout under the Commercial designation.* It should be noted that the General Plan land use designation for the project site is "General Commercial." The General Plan buildout scenario will generate more vehicle trips than the proposed residential use. The proposed project will generate 67 percent fewer average daily trips in comparison with the General Plan land use designation of General Commercial. The proposed project will generate 59 more trips in the AM peak hour, 54 less trips in the PM peak hour, and 706 less daily trips as compared to the General Plan land use designation. The significance of traffic related impacts for the project will be addressed in a future traffic study for the project.
5. *Although project does not technically satisfy the General Plan Acceptance Screening Criteria, the residential development may merit further consideration by Council.* City Council Policy establishes three criteria for accepting GPA requests such as (a) resolving an inconsistency between General Plan and zoning for a parcel; (b) providing a uniform land use designation for a parcel; and (c) resulting in decreased traffic impacts. However, the project does involve closure of a mobile home park to provide new housing opportunities in Costa Mesa. The residential project will have on-site amenities and be constructed pursuant to condominium specifications.

CITY OF COSTA MESA, CALIFORNIA

COUNCIL POLICY

SUBJECT	POLICY NUMBER	EFFECTIVE DATE	PAGE
PROCESSING OF GENERAL PLAN AMENDMENTS	500-2	11/3/86 Rev. 8/1/94	1 of 2

Background

The General Plan constitutes the official policy of the City Council of the City of Costa Mesa with regard to physical development of the City. The City Council may, at its option, amend the General Plan or any element thereof. On August 2, 1982, the City Council enacted Resolution 82-65 adopting "General Plan Administration and Implementation Policies and Procedures". These procedures provided that regularly scheduled General Plan review hearings would be held at the first Planning Commission meeting in February, June, and October. Since that date, State Law has been amended to allow elements of the General Plan to be amended four, rather than three, times during any calendar year. Due to the increased workload on Staff, Planning Commission and City Council resulting from the review of General Plan Amendment applications, the City Council wishes to review the type and number of such applications prior to acceptance for processing.

Purpose

It is the purpose of this policy to:

1. Establish dates for the hearing of General Plan Amendments.
2. Establish guidelines to assist the City Council in providing direction to Staff with regard to processing privately initiated General Plan Amendment applications.

Policy

Privately initiated General Plan Amendment applications shall be heard at the first Planning Commission meetings in February, June, and October. A fourth date for the hearing of General Plan Amendment applications may be assigned by the City Council at its discretion for either privately initiated or City initiated General Plan Amendments.

The City Council shall review applications for amendments to the General Plan and shall direct Staff to either proceed with processing of the applications or to return all materials to the applicant and refund the application fee. A list of applications, including the name of applicant, location of

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COUNCIL POLICY

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property, and request shall be submitted to the City Council by the Planning Staff in sufficient time to be heard by the City Council at the second Council meeting following the application deadline.

The following criteria shall be used as guidelines for the City Council to determine which applications will be accepted for processing. An application should be accepted if:

- A General Plan Amendment is necessary to resolve inconsistency between General Plan designation and zoning.
- A General Plan Amendment is necessary to provide a uniform land use designation on a single parcel or development site.
- A General Plan Amendment would result in decreased traffic impacts from the property.

An application for amendment to the General Plan should not be considered if:

- The request applies to a single small lot or a small area, especially if the change would make the property inconsistent with surrounding properties.
- The property is located in the Redevelopment Area (requires action by the Redevelopment Agency to amend the redevelopment plan).

No General Plan Amendment shall be accepted which would increase the overall, City-wide development cap. However, General Plan Amendments which would result in development exchanges or transfers, may be considered.

As these are simply guidelines, the Council may deviate from them if there are other important reasons for accepting or rejecting a particular application.

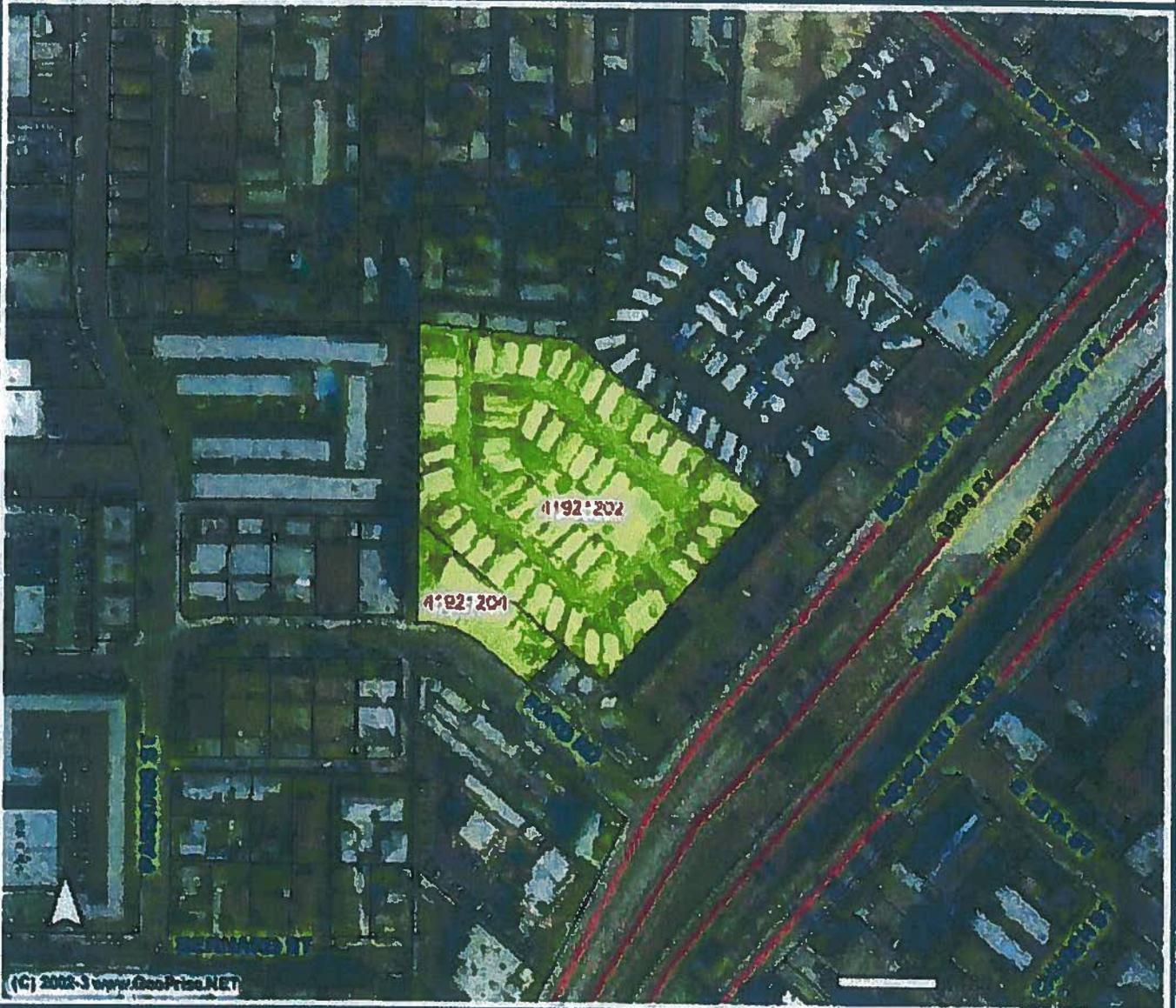
Overview Map



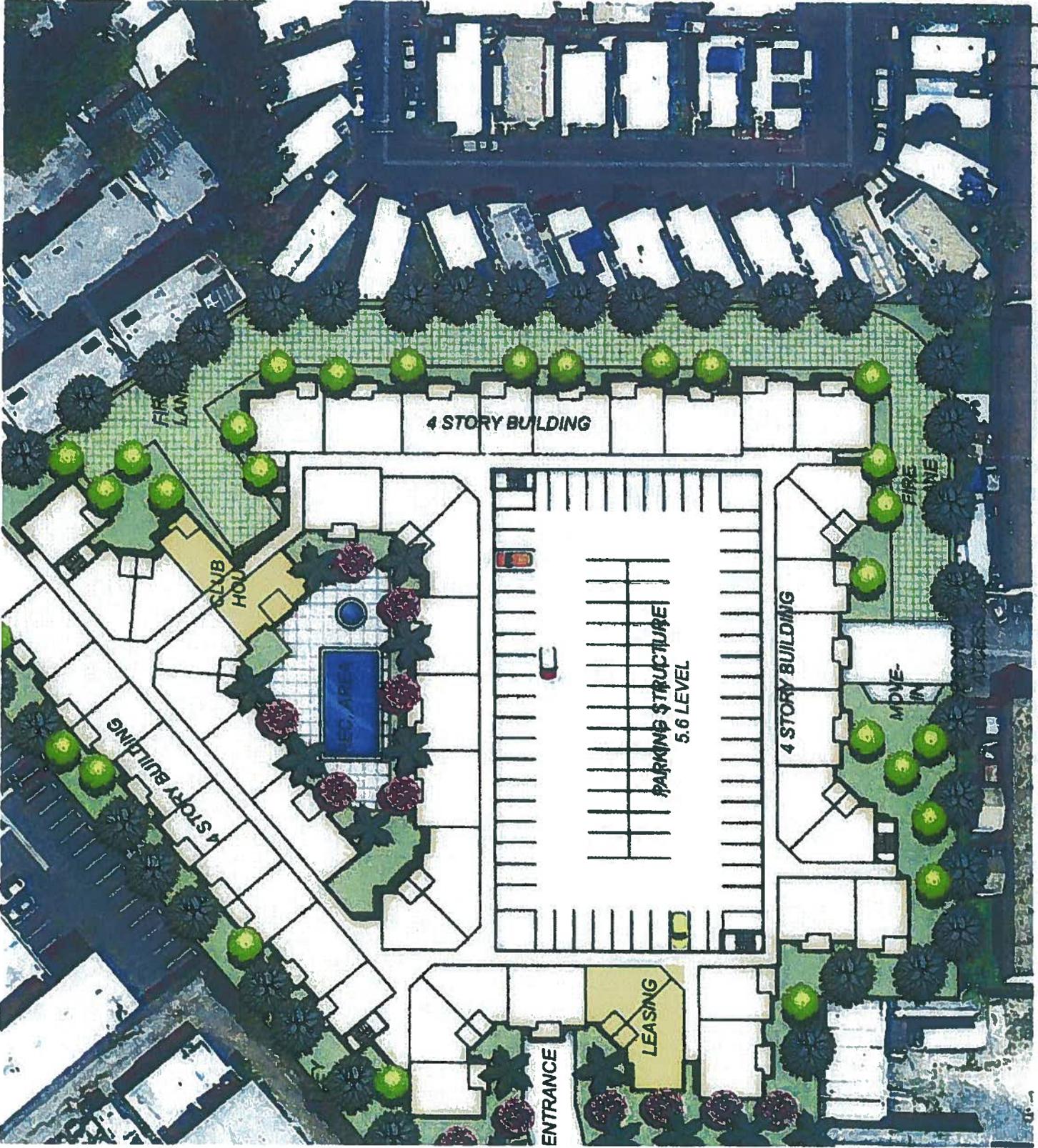
Legend

- | | | | |
|----------------|----------------|-------------|-----------|
| Address Points | Roads | Major | SECONDARY |
| Freeway | Collector | Neepen Blvd | Hydrology |
| | Freeway (cont) | Primary | Channels |
| | | (cont) | |

Map Display



- 4. UTILITIES:
- 3. DENSITY:



CONCEPTU



Exhibit A

Project Narrative and Request for General Plan Screening

Ford Road Multi-Family Community - Costa Mesa

1973 Newport Boulevard

Costa Mesa, CA

Applicant hereby requests a General Plan Screening for a proposed project at 1973 Newport Boulevard, as further described below.

Introduction

The project site, which is listed as #11 on the City of Costa Mesa's list of Motels & Mobile Home Parks 2012, consists of 3.37 gross acres and is located at 1973 Newport Boulevard behind the Sandpiper Motel. The site currently has a General Plan designation of General Commercial and is zoned C2 – General Business.

The proposed Ford Road project will be a 4-story, ±200-unit luxury multi-family community with a screened parking structure, private balconies, recreational area, open space, and 1 main entry/exit point, with an additional fire access road.

The aim of the Ford Road multi-family community is to meet the demand for new, high-quality for-rent housing options in Costa Mesa by reinvigorating an underutilized site which is currently occupied by a trailer park. This infill community will provide quality, attractive housing for young professionals, families, empty nesters looking to downsize, and households seeking easy accessibility to transportation, recreation and commercial amenities offered by the City of Costa Mesa. We expect that the demand for goods and services that the future residents of the Ford Road multi-family community future residents will bring will support and strengthen the vitality of Costa Mesa and its local businesses. In addition, redevelopment of this property will create a much more visually appealing community.

Site Characteristics

The site is currently comprised of one parcel (with the intention of adding one or more adjacent parcels) which is currently occupied by a 57 unit trailer park with a pool. The Assessor's Parcel Map number is 419-212-02. There is one main driveway that provides one-way access through the park. Access to Newport Boulevard is currently provided via an easement through the Sandpiper Motel parking lot.

The site is surrounded by the following neighboring uses:

North: Multi-family residential

South: Commercial/Industrial

East: Trailer park

West: Multi-family residential

Development Characteristics

The proposed site plan provides for approximately 200 units in one 4-story building which wraps around a central parking structure. This equates to a density of 55.5 units per acre (with the addition of an adjacent parcel). The units will range in size from approximately 600 to 1,100 square feet. The preliminary site plan provides ±400 resident parking stalls and ±65 guest parking stalls. Vehicular access to the project will be provided through one of the parcels to be acquired on Ford Road.

The architectural elements and features of the proposed buildings have yet to be determined. High quality materials will be used throughout and the project will be built to condo specs. The community will provide open space including landscaping, balconies, community amenity areas, and a fire access lane.