



CITY COUNCIL AGENDA REPORT

MEETING DATE: JULY 21, 2015

ITEM NUMBER: PH-4

SUBJECT: REZONE R-14-05, PLANNING APPLICATION PA-14-48, AND TENTATIVE TRACT MAP T-17824 FOR A 10-UNIT DETACHED SINGLE-FAMILY RESIDENTIAL DEVELOPMENT AT 2880 MESA VERDE DRIVE EAST

FROM: PLANNING DIVISION/DEVELOPMENT SERVICES DEPARTMENT

PRESENTATION BY: MEL LEE, SENIOR PLANNER

DATE: JULY 13, 2015

FOR FURTHER INFORMATION CONTACT: MEL LEE, AICP (714) 754-5611
mel.lee@costamesaca.gov

RECOMMENDATIONS

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

1. **Approve Initial Study/Negative Declaration (IS/ND):** This document analyzes the environmental impacts of the proposed project. None of the impacts analyzed were determined to be significant. (Resolution attached).
2. **Give first reading to the ordinance approving Rezone R-14-05:** An ordinance to rezone a 2-acre site from I&R (Institutional and Recreational) to R1 (Single Family Residential). The maximum allowable density is 7.26 dwelling units per acre or a maximum of 14 dwelling units. (Ordinance attached).
3. **Approve Planning Application PA-14-48 and Tentative Tract Map T-17824 by adoption of resolution:** A Design Review for the development of a 10-unit, two-story, single-family residential development (5 dwelling units per acre proposed). The units would take access from a 40-foot wide private street from Mesa Verde Drive East. The lot sizes range from 8,712 square feet to 6,902 square feet (excluding the private street); the minimum lot size allowed is 6,000 square feet, and subdivision of the property into 10 fee simple lots for homeownership.

APPLICANT

The applicant is Pinnacle Residential, representing the property owner, First Church of Christ Scientist.

PLANNING APPLICATION SUMMARY

Location: 2880 Mesa Verde Dr. East Application: R-14-05, PA-14-48, and TT-17824
 Request: 10 Detached Single Family Residential Units

SUBJECT PROPERTY:

SURROUNDING PROPERTY:

Zone: <u>I&R (Exist.); R1 (Prop.)</u>	North: <u>R1, Residences</u>
General Plan: <u>Low Density Residential</u>	South: <u>C1, Office Buildings</u>
Lot Dimensions: <u>Irregular</u>	East: <u>(Acr. Andros) R1, Residences</u>
Lot Area: <u>2 Acres (87,120 SF)</u>	West: <u>(Acr. MV Dr. E.) R1, Residences</u>
Existing Development: <u>Church Buildings and Surface Parking (To Be Demolished)</u>	

DEVELOPMENT STANDARD COMPARISON (R1 STANDARDS USED FOR COMPARISON PURPOSES)

<u>Development Standard</u>	<u>Required/Allowed</u>	<u>Proposed/Provided</u>
Lot Size:		
Lot Width	60 FT (Corner Lot) 50 FT (Interior Lot)	60 FT/50 FT
Lot Area (Excluding Street)	6,000 SF Min.	6,902 SF-8,712 SF
Density/Intensity:		
DU's/ Acre	PDR-LD Zone: Max. 16 units (1 du/5,445 SF) Proposed R1 Zone: 1 du/6,000 SF (7.26 DU's/Acre) Max. 14 units	1 du/8,712 SF (5 DU's/Acre) 10 units
Building Coverage (Development Lot)		
Buildings	NA	25,800 SF (30%)
Paving (Driveways and Private Street)	NA	19,883 SF (23%)
Open Space	34,848 SF (40%)	41,437 SF (47%)
TOTAL		87,120 SF (100%)
Open Space (Individual Lots)	40% Min.	50% Min./55% Average
No. of Stories/Building Height	2 Stories/27 FT	2 Stories/26 FT
Setbacks (Buildings)		
Front	20 FT	38 FT (2)
Side (left/right)	Corner Lot: 10 FT Street Side/ 5 FT Interior Side Interior Lot: 5 FT/5 FT	Corner Lot: 10 FT/5 FT Interior Lot: 5 FT/5 FT
Rear	10 FT (1 Story) 20 FT (2 Story)	28 FT (Min.)
Parking		
Covered	20 Min. (1)	20
Open (In Driveway)	20	20
Open (In Private Street)	NA	10
TOTAL	40 Spaces	50 Spaces
Interior garage dimension	20 FT X 20 FT (2 Car) 10 FT X 20 FT (1 Car)	20 FT X 20 FT 10 FT X 20 FT
NA = Not Applicable or No Requirement (1) All units have optional 3rd car garage spaces. (2) For zoning purposes, the lot area does not include the private street; however, the building setbacks are measured from the legal lot lines. In this case, the front property line is located at the centerline of the private street.		
CEQA Status	Initial Study/Negative Declaration	
Final Action	City Council	

BACKGROUND

Project Site/Environs

The project site is approximately 2 acres in size and contains the facilities for First Church of Christ Scientist, including offices, classrooms, and the main sanctuary, in two buildings totaling approximately 8,900 square feet, and approximately 124 surface parking spaces. The site is currently zoned I&R (Institutional and Recreational) and has a General Plan land use designation of Low Density Residential (LDR)¹. The site is bounded by R-1 (Single-Family Residential) zoned properties to the north, east (across Andros Street), and west (across Mesa Verde Drive East); and an office complex zoned C1 (Local Business District) to the south.

Original Project Proposal

The original project proposal consisted of a 13 unit, detached single family residential development with a proposed rezone to PDR-LD (Planned Development Residential-Low Density) and deviations from the perimeter open space requirements of the PDR-LD zone. A copy of the original plan is attached to this report for reference.

On February 17 and February 19, 2015, the applicant conducted outreach to the Mesa Verde residents by scheduling community meetings with the assistance of the Board of Mesa Verde Community Inc. (MVCI). Approximately 30-40 residents attended each meeting. The applicant also met individually with the four residential property owners abutting the project site to the north.

The project was originally scheduled to be considered by the Planning Commission on March 9, 2015, but was pulled from the calendar by the applicant to make further revisions to the plan based on input from the community.

Planning Commission Action

On June 22, 2015, Planning Commission, on a 4-0 vote (Commissioner Andranian absent) recommended approval of the revised proposal for 10 single family units instead of 13 and rezone to R1 instead of PDR-LD. A comparison is contained in the below table:

Comparison Table of General Plan and Revised Project

	<i>Existing General Plan</i>	<i>Original Project PDR-LD Zone</i>	<i>Current Project R1 Zone</i>
No. of Units	Max. 16 units	13 units	10 units
Zone Change	PDR-LD or R1 Rezone Required	PDR-LD	R1
Density	8 units/Acre	6.5 Units/Acre	5 Units/Acre
Code Deviations		Perimeter Open Space 20 FT Req.; 3-13 FT Prop.	None
Lot Size (Min.)		5,043 SF	6,902 SF
Unit Size (Not Including Garage)		2,824 SF/3,120 SF	3,311 SF
Parking		59 Spaces	50 Spaces
Open Space		45% (Average)	55% (Average)

¹ Per the 2000 General Plan Land Use Element, non-residential uses that serve surrounding neighborhoods, including churches, are consistent with the LDR General Plan land use designation.

A link to the Planning Commission staff report can be found on the City's website here:

<http://www.costamesaca.gov/ftp/planningcommission/agenda/2015/2015-06-22/PH-2.pdf>

The excerpt of the Planning Commission meeting minutes for the item (unofficial) will be submitted separately via supplemental memorandum.

ANALYSIS

Project Description

The project involves the demolition of the existing site improvements and the construction of a 10-unit, 2-story, detached, single family residential development. To facilitate the project, the property is proposed to be rezoned to R1 (Single Family Residential) and the residential project is being developed per the R1 standards.

Proposed Single-Family Development

The proposed single family residential units and a lot-by-lot summary of the development is included in the following tables:

Unit Type Summary

<i>Plan 1</i>	
Unit Size (Not Including Garage)	3,311 SF
Total No. of Units	10
No. of Stories	2 Stories/26 FT
No. of Garage Spaces	2 + 1 Optional Garage/Flex Space
No. of Open Spaces (In Driveway)	2
No. of Open Spaces (In Private Street)	10
Total Parking	50

Lot Summary

Lot #	Front Setback* (see footnotes 1 and 2)	Side Setback (Left/Right)	Rear Setback	Lot Area (Excluding Street)	Open Space
1 (Corner Lot)	49 FT (To P.L.) 20 FT (From St.)	12 FT/5 FT	29 FT	7,886 SF	4,478 SF (56%)
2	40 FT (To P.L.) 20 FT (From St.)	5 FT/5 FT	33 FT	6,999 SF	3,591 SF (51%)
3	40 FT (To P.L.) 19 FT (From St.)	5 FT/5 FT	27 FT	6,902 SF	3,494 SF (50%)
4	45 FT (To P.L.) 16 FT (From St.)	5 FT/5 FT	27 FT	7,382 SF	3,974 SF (54%)
5 (Corner Lot)	45 FT (To P.L.) 23 FT (From St.)	5 FT/11 FT	27 FT	8,230 SF	4,822 SF (58%)
6 (Corner Lot)	45 FT (To P.L.) 30 FT (From St.)	10 FT/5 FT	38 FT	8,218 SF	4,810 SF (58%)
7	45 FT (To P.L.) 15 FT (From St.)	5 FT/5 FT	32 FT	7,503 SF	4,095 SF (54%)
8	38 FT (To P.L.) 17 FT (From St.)	5 FT/5 FT	42 FT	7,135 SF	3,727 SF (52%)
9	40 FT (To P.L.) 20 FT (From St.)	5 FT/5 FT	43 FT	7,606 SF	4,198 SF (55%)
10 (Corner Lot)	50 FT (To P.L.) 20 FT (From St.)	5 FT/13 FT	44 FT	8,712 SF	5,304 SF (61%)

Notes: 1. For zoning purposes, the lot area of each R1 lot excludes the square footage contained in the proposed private street which is subject to ingress/egress easements. 2. For zoning purposes, the setbacks are measured from the legal lot lines; in this case, the front property line is located at the centerline of the private street.

On-Site Parking

As noted above, the proposed development exceeds the Code-required parking by 10 parking spaces, not including the optional 3rd garage space available for each unit. No compact parking stalls are proposed. Parking is also provided in the individual driveways leading to each garage and within the private street. The vehicular circulation has been reviewed and approved by the Transportation Services Division.

Perimeter Walls/Fences

A new perimeter block wall is proposed along the boundaries of the project site. Staff is recommending, as a condition of approval, that the Mesa Verde Drive Street frontage. Existing perimeter fences abutting the residential and commercial properties on either side of the development site are required to be replaced with decorative block walls a minimum 6 feet in height. Where walls on adjacent properties already exist, the applicant shall work with the adjacent property owner(s) to prevent side-by-side walls with gaps in between them.

Staff is recommending, as a condition of approval, that the perimeter walls along Mesa Verde Drive East and Andros Street incorporate landscape planters between the wall and back of public sidewalk, with landscape materials subject to the approval by the Development Services Director.

Building Architecture

The proposed architecture consists of a “Santa Barbara” style with composition shingle roofs, stucco with stone siding and veneers. Projections are included to maximize floor space on upper floors and provide building articulation, texture and color variation throughout the project’s design.

Staff has incorporated, as a condition of approval, that elevations visible from Mesa Verde Drive East and Andros Street have additional exterior elevation treatments as recommended in the City's Residential Design Guidelines.

Open Space

The open space for each lot exceeds the minimum required for the R1 zone (40% required; 50% minimum provided). Additionally, the rear yard setbacks exceed the 20-foot minimum required for two-story residences in the R1 zone (27 feet minimum provided), resulting in large rear yard areas for each lot. The total open space for the project is 47%, which exceeds the 40% minimum required per code.

Zone Change

A rezone (or change) of the zoning classification of the 2-acre development site from I&R (Institutional and Recreational) to R1 (Single Family Residential) is proposed. The proposed rezone to R1 would be compatible with the existing Low Density Residential 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. It is staff's opinion that the proposed rezone is consistent with the Zoning Code and General Plan as discussed in the "General Plan and Zoning Code Conformance" section later in this report.

Tentative Tract Map

The tentative tract map proposed is for a 10-lot subdivision. An easement for private road, utilities and drainage over the private street will be provided as required by the Public Services Division. The private street and perimeter landscaping along the street frontages will be maintained by a maintenance association.

GENERAL PLAN AND ZONING CODE CONFORMANCE

Pursuant to an approved Master Plan, 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

Future development of all land within the City of Costa Mesa is guided by the General Plan adopted in 2002. The Land Use Element of the General Plan directs long-range development in the City by indicating the location and extent of development to be allowed. The General Plan sets forth land use goals, policies, and objectives that guide new development. The General Plan land use designation for the project area is Low Density Residential (8 dwelling units to the acre maximum) which is compatible with the proposed zone change to R1 (Single Family Residential).

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

- **Goal LU-1:** *It is the goal of the City of Costa Mesa to provide its citizens with a balanced community of residential, commercial, industrial, recreational, and institutional uses to satisfy the needs of the social and economic segments of the population and to retain the residential character of the City; to meet the competing demands for alternative developments within each land use classification within reasonable land use intensity limits; and to ensure the long term viability and productivity of the community's natural and man-made environments.*

Consistency: The project will provide additional ownership housing opportunities. The infill nature of the proposed project protects the viability of the natural environment and decreases the need for significant infrastructure improvements. The project is consistent with this General Plan goal.

- **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 is an infill redevelopment project with residential uses. Adequate infrastructure (i.e., roads, emergency, and utility services) is available to serve the proposed project. Therefore, the project is consistent with this General Plan objective.

- **Objective LU-1A.4:** *Strongly encourage the development of low-density residential uses and owner-occupied housing where feasible to improve the balance between rental and ownership housing opportunities.*

Consistency: The project is consistent with the Low Density Residential General Plan Designation of the property and is designed for owner-occupied housing units. Therefore, the project is consistent with this General Plan objective.

- **Objective LU-1F.5:** *Provide opportunities for the development of well planned and designed projects which, through vertical or horizontal integration, provide for the development of compatible residential uses within a single project or neighborhood.*

Consistency: The project has been designed with appropriate building articulation, setbacks and offsets to ensure that it is compatible with surrounding properties and uses. Therefore, the project is consistent with this General Plan objective.

- **Goal LU-2:** *It is the goal of the City of Costa Mesa to establish development policies that will create and maintain an aesthetically pleasing and functional environment and minimize impacts on existing physical and social resources.*

Consistency: The project would allow for the redevelopment of property containing church buildings. The proposed project would enhance the visual appearance of the site through implementation of the proposed landscape plan. In addition, the project would provide a high-quality architectural design to the project area. As required by a standard condition of approval on the project, perimeter wall treatments will be reviewed to ensure that landscaping is provided to soften

the edges of the development and compatibility with the surrounding area. As a result, the proposed project is supportive of this General Plan goal.

- **Objective LU-2A:** *Encourage new development and redevelopment to improve and maintain the quality of the environment.*

Consistency: As discussed later in this report, an Initial Study/Negative Declaration has been prepared for the project per the provisions of the California Environmental Quality Act (CEQA). Based on the IS/ND, the proposed project will not create an adverse impact on the environment. Because the project is an infill development, it would not result in the loss of any habitat, or require extensive infrastructure improvements to provide service to the site. Therefore, the project is consistent with this objective.

Conformance with the Zoning Code

As noted earlier, the proposed project meets or exceeds the intent of the City's Zoning Code with regard to the development standards for the R1 zone, including lot sizes, building setbacks, open space, and on-site parking.

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 creates 10 large, custom R1 lots which exceed the minimum lot area requirements in the LDR General Plan designation, and the proposal is therefore consistent with the Zoning Code and the General Plan.* The LDR General Plan land use designation allows a maximum of 16 units in the PDR-LD zone and 13 units in the R1 zone. The proposed project meets or exceeds the intent of the City's Zoning Code with regard to the development standards for the R1 zone, including lot sizes, building setbacks, open space, and onsite parking. The General Plan land use designation for the project area is Low Density Residential (8 dwelling units to the acre maximum), which is compatible with the proposed zone change to R1 (Single Family Residential). The project provides a maximum density of 5 dwelling units to the acre.

Comparison of Maximum Density Allowed

	Existing General Plan	Original Project PDR-LD Zone	Current Project R1 Zone
No. of Units	Max. 16 units	16 units allowed; 13 units proposed	14 units allowed; 10 units proposed
Allowable Zoning Districts (subject to Rezone)	PDR-LD or R1	PDR-LD	R1
Maximum Density	8 units/Acre for PDR-LD zone 7.25 units/Acre for R1 zone	Proposed: 6.5 Units/Acre	Proposed: 5 Units/Acre

	Existing General Plan	Original Project PDR-LD Zone	Current Project R1 Zone
Minimum Lot Area (individual dwelling lot)	5,445 SF for PDR-LD zone 6,000 SF for R1 zone	5,043 SF to 6,674 SF	6,902 SF to 8,712 SF

Design Review

- *The project exhibits excellence in design, site planning, integration of uses and structures, and protect the integrity of neighboring development.* The project will provide a single-family 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 consistent with the City's Residential Design Guidelines.

A condition of approval requires that enhancements to the rear and side elevations shall include enhanced detailing including articulation, projections and use of varied building materials as required in the City's Residential Design Guidelines, and 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 project provides 10 additional standard-sized parking spaces in the private street and exceeds the parking required by Code (40 spaces required; 50 spaces proposed).* In addition to the 2-car (with an optional third) garage spaces, parking is provided in the individual driveways leading to each garage and within the private street to provide convenient parking for future guests within the development. The Transportation Division has reviewed and approved the parking design configuration and cul de sac design for the proposed development.

A condition of approval requires that the open parking spaces on the private street be open, unassigned, and available for all guests of the development. Proper signage indicating a tow-away zone shall be required.

A condition of approval also requires that any future vehicle gate along Mesa Verde Drive be subject to the review and approval by the Transportation Services Manager.

A condition of approval requires that the private cul de sac be enhanced with pervious pavers, colored concrete, or other treatment to the satisfaction of the Development Services Director.

- *The project exceeds the minimum requirements for open space in the form of a large private yards for each unit (40% required; 50% to 61% proposed). Additionally, park fees in the amount of \$135,720.00 is required to be paid to the City.* The minimum required open space for this project is 40%; the project provides an average of 47% total open space. Additionally, park fees in the amount of \$135,720.00 is required to be paid for the project.
- *The interface of the proposed development with the existing single-family homes on Minorca Drive features enhanced rear setbacks and block walls to ensure neighborhood compatibility and privacy.*

Code requires a minimum of a 20-foot rear setback for two-story structures. In this case, the proposed rear setbacks of Lots 1 through 5 which abut the homes on Minorca Drive range from 28 feet to 38 feet. Also, new block walls at height of 6 feet minimum are proposed. The applicant is also currently in discussion with the neighbors regarding new landscaping in the rear yards. A condition of approval requires that new perimeter block walls be complementary to the existing neighboring walls.

- The proposal does not require any deviations from the code requirements for the R1 zone. The project exceeds the minimum development standards required by Code with regard to parking, open space, and setbacks. Additional conditions of approval ensure compatibility with the existing community over the long-term.

A condition requires that CC&Rs be recorded and a Maintenance Association be formed to maintain the private street area and landscape parkways.

- New landscaping where none currently exist, including trees along Mesa Verde Drive East and along Andros Street, will beautify the streetscape.

The attached landscape plan, which is preliminary at this point, includes new landscaping on the subject site and within the public right-of-way. Staff has included, as a condition of approval, that landscaping within the public right-of-way be subject to final approval by the Public Services Department.

Tentative Tract Map

- The creation of the subdivision and related improvements is consistent with the General Plan and the Zoning Code, is physically suitable to accommodate the subdivision in terms of type, design, and density of development, and is consistent with the State Subdivision Map Act. The overall design reflects a quality project that is consistent with the intent of the Zoning Code and General Plan. The creation of the subdivision is consistent with General Plan Land Use Element in that the project complies with Objectives 1A.4, 2A.7, and 2A.8 by developing owner-occupied housing to improve the balance between rental and ownership housing opportunities.

ENVIRONMENTAL DETERMINATION

An Initial Study/Negative Declaration (IS/ND) 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 March 27, 2015 to April 25, 2015. The reduction in the project density by three units and change in the zoning request (R1 zone) did not result in any changes to the environmental conclusions of the document. While not required by State law, the public review period was extended through June 29, 2015 to allow the opportunity for the public to comment on the environmental document based on the revised project description. The State Clearinghouse issued a revised Notice of Availability which reflected the extended review period and reiterated that the original environmental conclusions/analysis were still relevant. The IS/ND found that the environmental effects from the project would be less than significant with the

incorporation of standard conditions of approval and compliance with the Code requirements.

A copy of the IS/ND and comments received to date are included with this report under separate cover.

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.

CONCLUSION

Approval of the project will allow development of a 28-unit detached residential ownership development. The project satisfies the required findings for the proposed project and is deemed to be a high-quality development, therefore it is consistent with the intent of the General Plan and Zoning Code. Therefore, Planning Commission recommends approval of the project.

ALTERNATIVES

The City Council has the following alternatives:

1. Continue the item to allow additional time for further analysis or revisions to the project.
2. Deny the project. If the City Council denies the project, the applicant could not submit substantially the same type of application for six months.

MEL LEE, AICP
Senior Planner

GARY ARMSTRONG, AICP
Economic Development & Development
Services Director / Deputy CEO

- Attachments:
1. [Location Map, Zoning Map, and 500' Radius Map](#)
 2. [Site Photos](#)
 3. [Applicant's Project Description](#)
 4. [Draft Ordinance, Resolutions and Exhibits](#)
 5. [Correspondence From Public for the Original \(13-Unit\) Version of the Project](#)
 6. [Plans](#)
 7. [Initial Study/Negative Declaration \(Under Separate Cover\)](#)
 8. [Comments on IS/ND](#)
 9. [April 13, 2015 Planning Commission Staff Report and Attachments](#)
 10. [Planning Commission Resolution](#)
 11. [Supplemental Memorandum](#)

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

Transportation Svs. Mgr.
City Engineer
City Clerk (9)
Staff (7)
File (2)

Pinnacle Residential
20 Enterprise, Suite 320
Aliso Viejo, CA 9265623

First Church of Christ Scientist
2880 Mesa Verde Drive East
Costa Mesa, CA 92626