



* your story matters:

MEMORANDUM

TO: City Council
City of Costa Mesa
77 Fair Drive
Costa Mesa CA 92626

FROM: Michael J. Beals, Ph.D., President
Vanguard University
55 Fair Drive
Costa Mesa CA 92626

DATE: November 6, 2018

**RE: Council Review of the Vanguard University Campus Master Plan
Public Hearing November 13, 2018**

I. Introduction

Following the unanimous approval of the Vanguard University Campus Master Plan by the Planning Commission on October 8, 2018, Mayor Genis requested that the City Council review that decision, citing concerns regarding "effects on nearby residents, including but not limited to noise, air quality, and visual impacts."

This letter provides the City Council with an overview of the Vanguard University Campus Master Plan; outlines the extensive collaborative efforts undertaken by the University, together with the Planning Commission and the project neighbors, in the Master Plan's development and approval; and addresses the concerns cited in the Mayor's request for review of the Planning Commission decision.

II. Vanguard's Campus Master Planning Process

Prior to submitting its application to the City in April 2017, Vanguard worked for two (2) years with its leadership and architects to develop a Campus Master Plan that would meet the needs of the University, the City, and the community for the next thirty (30) years. Key considerations included honoring the City's zoning and General Plan requirements, without the need for amendment or exception; high quality design in harmony with existing uses in the community; and embodying the University's academic and student-centric mission in its physical development. The safety of students and the community was, therefore, also paramount, resulting in a Campus Master Plan that shifts traffic away from residents, and provides sufficient University parking while ensuring the compatibility of pedestrians, vehicles, buildings, and campus functions with each other and with the larger Costa Mesa community.

A. Campus Master Plan Zoning Requirements & Compliance

The Vanguard University campus is zoned "Institutional & Recreational" (IR). As such, the development guidelines and code constraints limit the Floor Area Ratio (FAR) to .25 of the total gross square footage (GSF), excluding student housing GSF; thus capping the total GSF of facilities on the campus at 413,749 GSF. The Master Plan projects a build out of not more than 413,015 GSF. Further, the building height of facilities is not to exceed four (4) stories.¹ Lastly, parking is tied to student enrollment, and must be built out throughout the life of the Master Plan (parking compliance will be discussed in detail in this letter).

The Vanguard University Campus Master Plan, including its proposed facilities and use of the campus, meets all Zoning Code and General Plan requirements. In fact, by agreement of Vanguard and the Planning Commission, the Master Plan is limited and conditioned so that it is well within the Zoning Code requirements in relation to total GSF, setbacks, and height in certain areas. **Vanguard has not requested and is not seeking a zone change, amendment, variance, or conditional use permit for any part of the Campus Master Plan.**

B. Vanguard's Master Plan & Campus Growth Strategy

As Vanguard University approaches its centennial in 2020, and soon celebrates its 70th year in the City of Costa Mesa, the development of the Campus Master Plan has provided Vanguard with the opportunity to demonstrate its academic and student-centered mission in the physical attributes of the campus, into the next century of the University.

The Campus Master Plan is Vanguard's first comprehensive Master Plan. The framework and guidelines provided within the Master Plan are intended to meet the following goals:

- Enhance and support Vanguard academics, student life and athletics;
- Establish and maintain an appropriate balance of facilities, open space and parking;
- Encourage sustainable development;
- Focus on safety and security, including through strategic pedestrian and vehicular access and safe mobility for those on and off campus;
- Provide facilities and open space amenities consistent with high quality design;
- Strengthen the campus identity through intelligent design, high quality development and a definition of campus edge improvements and conditions; and
- Streamline the entitlement process for individual master plan projects.

The Campus Master Plan seeks to accommodate up to 2,700 enrolled students (2,098 students are currently enrolled). It is important to note that the University is not projecting all of its student enrollment growth to be located on the Costa Mesa campus. For example, two of the University's largest graduate programs moved off-site to a commercial building in Santa Ana this current academic year. The University has also recently established two off-site campuses in the Central Valley and Inland Empire.

¹ Institutional & Recreational zoning exempts student housing from the stated FAR and Building Height limitations and restrictions.

C. Project Phasing & Parking [Exhibit 1]

The Campus Master Plan is a 30-year plan for phased campus development, and is comprised of twelve (12) separate phased projects that involve the removal and/or reconstruction of buildings on the Vanguard University campus.

The Zoning Code does not provide a specific parking requirement for college campuses; however, as part of the minor-Master Plan Amendment ZA-13-33 for the Scott Academic Center in 2015, the university hired Willdan Engineers to prepare a parking study to review similar college campuses and determine an appropriate parking requirement for the University. The study, self-imposed by the University and approved by the City, requires one (1) parking space for every two (2) full-time equivalent (FTE) students.

For Vanguard's total enrollment goal of 2,700 students, the number of FTE students to which the parking requirement would be applied is 2,484 students. This is the number of students who will live on or commute to campus, and therefore excludes online and off-site students. Utilizing the ratio of one (1) space for every two (2) students established by the parking study then equates to a parking requirement of 1,242 parking spaces. With University enrollment projections, the University meets, and exceeds, the required parking ratio throughout the Plan.

Further, the Campus Master Plan ties parking to each phase of new development, in order to ensure adequate parking is available on campus throughout the Master Plan. Specifically, **Condition of Approval #14** requires that prior to the issuance of building permits for any project in the Master Plan, the University must provide the City with the current student enrollment to verify the number of required on-site parking spaces is being provided. **It is important to note that University student enrollment growth projections and construction plans for each project meet the required parking ratio.**

Additional parking conditions have been adopted to mitigate parking concerns along Vanguard Way, as expressed by nearby residents. **Condition of Approval #6** requires the University to provide parking attendants to direct guests to park on campus for on-campus athletic events that involve persons from outside the campus. Further, **Condition of Approval #5** requires that if parking-related problems arise, the University must take reasonable operational measures to minimize or eliminate the problem. The University has already proactively addressed potential parking concerns by entering into an MOU with the OC Fair & Event Center for 100 parking spaces for staff and commuter students during the entire 2018-19 Academic Year.

III. The City Planning Commission's Extensive Review

The Planning Commission's unanimous approval of the Campus Master Plan was a culmination of four (4) public hearings; eight (8) neighbor engagement meetings with over eighty (80) residents; and the consideration and evaluation of eight (8) locations for the maintenance and operations (M&O) facility. The approval imposed strict parameters and conditions of approval on the design, operations, and visual impacts of the proposed M&O facility that are deliberately far more limited than the allowable Zoning Code requirements.

A. Planning Commission Approval Process

The Campus Master Plan was submitted to the City in April of 2017, following two (2) years of internal consideration and evaluation by the University's architects and campus leadership. The Planning Commission process leading to its approval of the Campus Master Plan included four (4) public hearings, with public comment each time, as follows:

- **First Public Hearing:** The first Master Plan public hearing was held on **April 23, 2018**. The recommended action in the staff report had been to continue the hearing to May 14, 2018 to "allow staff to coordinate additional details with the applicant's architect," and this was the action taken by the Planning Commission.
- **Second Public Hearing:** The second Master Plan public hearing was held on **May 14, 2018**. The action taken by the Planning Commission was to continue the public hearing to the June 25, 2018 meeting, directing Vanguard for that next session to:
 - o Continue further engaging its neighbors;
 - o Consider alternate locations for the proposed M&O facility and articulate whether and why the proposed Master Plan location is the appropriate site; and
 - o Clarify the project and parking narrative and Vanguard's compliance with the required parking ratio through the life of the Master Plan.
- **Third Public Hearing:** The third Master Plan public hearing was held on **June 25, 2018**. The Planning commission voted to:
 - o Approve the Initial Study/Mitigated Negative Declaration (IS/MND);
 - o Approve the Student Center in advance of the remainder of the Master Plan project (the University had requested the Commission to move this project forward if there were any concerns that still needed to be addressed with other aspects of the proposed Campus Master Plan); and
 - o Continue its consideration of the balance of the Master Plan to August 27, 2018 (the University then requested, and received, a postponement of the resumed public hearing to October 8, 2018).

Further, the Commission directed Vanguard to:

- d. Create and provide a three-dimensional view simulation of the proposed M&O facility from the perspective of the front doors and second story windows of the seven (7) Newport Landing residential units that face it;
 - e. Supplement its consideration of alternative locations for the M&O facility by evaluating and documenting additional alternative locations; and detail and provide justification if the University determines to maintain the originally proposed M&O location.
- **Fourth Public Hearing:** The fourth Master Plan public hearing was held on **October 8, 2018**. Following public comment, the Commission voted 5-0 to approve the Campus Master Plan, including new conditions for the proposed M&O facility.

B. Robust Neighbor Engagement

With the Planning Commission's support and encouragement, and prior to the Planning Commission's action to unanimously approve the Campus Master Plan, Vanguard hosted a **total of eight (8) town hall style meetings** on the Campus Master Plan with its neighbors. In total, **over eighty (80) attendees were present at these meetings.**

To notify neighbors, Vanguard sent letters to all homeowners within a 500-foot radius of campus, inviting them to town hall meetings dedicated to understanding and addressing questions and concerns regarding the Campus Master Plan. During these meetings, Vanguard representatives discussed the Campus Master Plan, parking, and the proposed M&O facility in detail. All materials and exhibits later submitted to the Planning Commission were first shared with neighbors during these meetings for their input.

Additionally, immediately following the May 8, 2018 Master Plan public hearing, Vanguard reached out to the HOAs of the surrounding Newport Landing and Monticello communities requesting that Vanguard attend their respective HOA meetings to discuss the Campus Master Plan. Only the Newport Landing HOA responded to, and accepted, this request.

The dates of the eight (8) neighbor engagement meetings, and their number of attendees are as follows:

- | | |
|-------------------------------|---|
| 1) Thursday, Sept. 28, 2017 | 6:30 - 7:30 PM; Attended by eleven (11) residents |
| 2) Wednesday, May 30, 2018 | 6:00 - 7:00 PM; Attended by two (2) residents |
| 3) Wednesday, June 13, 2018 | 6:00 - 7:00 PM; Attended by over forty (40) Newport Landing residents (hosted by the Newport Landing HOA at Vanguard's request) |
| 4) Saturday, June 16, 2018 | 10:00 - 11:00 AM; Attended by twelve (12) residents |
| 5) Tuesday, June 19, 2018 | 6:00 - 7:00 PM; Attended by fourteen (14) residents |
| 6) Wed., September 12, 2018 | 6:00 - 7:00 PM; Attended by one (1) resident |
| 7) Monday, September 17, 2018 | 6:00 - 7:00 PM; Attended by zero (0) residents |
| 8) Wed., September 19, 2018 | 6:00 - 7:00 PM; Attended by one (1) resident |

Vanguard representatives also met individually with four (4) residents on the Vanguard campus to discuss their concerns directly.

As a result of these neighbor engagement meetings, Vanguard volunteered additional restrictions and conditions on the height, design, massing, setbacks, noise, noise generating hours, hours of operation, and use of the M&O facility and its operations. The neighborhood engagement efforts helped Vanguard achieve the best possible Campus Master Plan, balancing the community's desires with those of the University, while not rendering the project infeasible, unsafe, or out-of-character with its surroundings.

C. Maintenance & Operations Facility Potential Location Studies [Exhibit 2 and Appendix]

Vanguard considered, studied and evaluated a total of eight (8) locations, as depicted in *Exhibit 2*, for the M&O facility during the Campus Master Plan development process and through the series of Planning Commission public hearings. This timeline and process for determining alternative locations for the M&O facility proceeded as follows:

- The proposed M&O facility location identified in the Campus Master Plan, as originally submitted to the City in April 2017, represented a two-year Campus Master Plan development process that included the examination of four (4) potential locations for the M&O facility.
- Following the public hearing on May 14, 2018, and guidance from the Planning Commission, the University and its architects again studied the four (4) previously considered locations, as well as three (3) new locations for the M&O facility.
- Following the public hearing on June 25, 2018, and additional guidance from the Planning Commission, the University and its architects further studied two (2) previously considered locations, as well one (1) new location for the M&O facility.

A precise breakdown of the M&O facility locations considered and their related concerns that precluded selection is as follows:

The Four (4) Locations Studied During the 2-Year Master Plan Development Process:

- 1) **Remain in Existing Location.** This study identified two (2) primary concerns:
 - Conflicts with location of new Residence Hall: The current location of the M&O facility is in the footprint of the proposed Residence Hall. The location of the future Residence Hall is essential as proposed, as it connects the Residence Hall to current student housing and the future parking structure.
 - Disrupts circulation and safety plans: Relocation of the M&O facility allows Vanguard to create an on-site service road along Newport Blvd. The purpose of this road is to minimize service vehicles in the campus core, as well as to limit M&O staff from using public streets, such as Newport Blvd. (a one way street), as they circulate around campus.
- 2) **Catalina Parking along Newport Blvd on the south-east section of campus.** This study identified two (2) primary concerns:
 - Parking: The footprint of this M&O site is where the proposed parking structure will be located. Reducing the size of the parking structure, or the loss of the parking structure, would create an imbalanced parking plan, contrary to the requirements of the Master Plan.
 - Cohesion of Master Plan facilities and use: The parking structure location is intentional and necessary, as it is located in proximity to residential and athletic facilities.
- 3) **Relocate to the existing, off-campus Vanguard Centre residential site located at 2374 Newport Blvd, Costa Mesa.** This study identified two (2) primary concerns:
 - Decreased safety and efficiency: This location is off the main campus, while the operations and custodial work will need to be done on the main campus. Golf carts will leave the M&O facility to service the campus, and doing so through Newport Blvd would not be efficient or safe.

- Requires a zoning change: This location is not zoned for this type of facility and use, and would therefore necessitate a zone change. The Campus Master Plan seeks to be consistent with current zoning.
- 4) **East of Newport Mesa Church on the on the north-east corner of campus.** This study identified (3) primary concerns:
- Vehicular traffic: Vendor and service vehicles will circulate around and through areas with pedestrian traffic. Additionally, until STEM Phase 2 is completed, these vehicles will also exit campus with student / faculty / staff vehicles creating potential safety concerns.
 - Use of site: The placement of the M&O facility on the prominent northeast quadrant of the University is not the highest and best use of the land.
 - Parking: This alternative requires the loss of eighty (80) parking stalls. The loss of these parking stalls will create a deficient parking per student ratio prior to the completion of the Master Plan.

The Three (3) Locations Studied Following the May 14, 2018 Master Plan Public Hearing:

- 5) **The current location of the Softball Field.** This study identified two (2) primary concerns:
- Cost: This alternative requires the relocation of the soccer field, softball field, and reengineering of the retention basin—resulting in an estimated financial loss to Vanguard in excess of \$4.6 million in relocation costs alone.
 - Parking: This alternative requires the loss of thirty-seven (37) parking stalls. The loss of these parking stalls will create a deficient parking per student ratio prior to the completion of the Master Plan.
- 6) **The current location of the Softball field, with the elimination of the Softball field.** This study identified four (4) primary concerns:
- Negative impact to student athletes: Elimination of the Softball field would negatively impact enrolled student athletes, and one of the Campus Master Plan goals is to strengthen athletics on campus.
 - Negative impact to recruitment of student athletes: An offsite Softball field would weaken the attractiveness of prospective softball players to play Division 1 softball at Vanguard University, as comparative colleges have onsite fields which helps to strengthen the overall program. This would decrease the quality and competitiveness of the program.
 - Cost and uncertainty: If the softball program were to lease an off-campus field, this would represent a financial hardship and reliance on an unknown duration of lease and use of the off-site facility.
 - Potential termination of Softball program: For the above stated reasons, if the softball program had to be terminated it would result in a financial loss to the University, the loss of a winning and competitive athletics program, and expose the University to Federal Title IX conflicts, as a men's athletic program would likely need to be terminated to maintain equity required by Federal law.

- 7) **The proposed location in the Campus Master Plan, located at the south-west section of campus.**

The Three (3) Locations Studied Following the June 25, 2018 Master Plan Public Hearing:

Following the June 25, 2018 Master Plan public hearing, the above locations #4 and #5 were further studied, and additional documentation and plans were submitted to the Planning Commission. In addition, a new eighth location was considered at the request of a member of the Planning Commission. The attached **Appendix** includes the design diagrams and support documentation for these three (3) locations.

- 8) **Between the existing Softball field and the twin seven-story residence facilities.**
This study identified four (4) primary concerns:

- **Functionality:** The footprint of the M&O site, when compacted as reasonably possible, nonetheless extends onto the Softball Field. This impacts the functionality of both the Softball Field and the M&O facility, while also constricting exterior site access to M&O.
- **Circulation and Safety:** Access at this M&O site will require trucks to back across student circulation from the Softball field to the Residential Towers.
- **Site Bifurcation:** The siting of M&O disconnects the Softball Field with the Gym/Events Center and the core of campus. The Master Plan is designed to integrate all student based facilities while improving student access and circulation.
- **Parking:** This alternative requires the loss of forty-two (42) parking stalls. The loss of these parking stalls will create a deficient parking per student ratio prior to the completion of the Master Plan

The University and the Planning Commission considered all eight (8) M&O locations with reference to the facility's land use, access and functionality, safety, costs, parking compliance, and the stated purposes and intents of the Campus Master Plan, and concluded that the proposed location for the M&O facility is the most appropriate site consistent with responsible planning.

D. M&O Location Comparative Study [Exhibit 3]

Additionally, the University analyzed and presented to the Planning Commission the locations of the maintenance and operations facilities at ten (10) comparative colleges and universities in Southern California that, like Vanguard, are: 1) private liberal arts colleges/universities; 2) residential; 3) surrounded by single and/or multi-family residential housing; and 4) similar in student enrollment size. The intent of this study was to determine how comparative colleges and universities underwent their respective master plan process and determined the location of their respective maintenance/operations/warehousing facility. Orange Coast College was also included in the study for local comparison purposes. The results of this study demonstrate that most colleges and universities adhered to the same design principles as follows:

- Every institution: M&O facility is removed from the core of campus;
- Most institutions: M&O facility is removed from student housing and academic buildings;

- Most institutions: M&O facility is located at the hard edge of campus;
- Every institution: M&O facility is located in an area that separates on campus service vehicle access and pedestrian circulation;
- Most institutions: M&O facility is located in proximity to, or adjacent to, athletics fields;
- No institutions: M&O facility is located at, or in proximity to, the main entrance to the campus.

Vanguard adhered to these same site planning and integration of use principles in its Campus Master Plan submittal, including in its location of M&O. **At the conclusion of studying and evaluating eight (8) locations for the M&O facility, as well as undertaking an M&O location comparative study, the University reconfirmed that the proposed M&O location in the originally submitted Campus Master Plan is the optimal location for this facility. The Planning Commission, after exhaustive review of the alternatives and the appropriate guiding design principles, agreed with and supported this conclusion.**

IV. M&O Facility Use, Impacts and Conditions

Unlike a traditional maintenance and operations facility for a commercial or industrial enterprise, the Vanguard M&O facility will service only minor repairs and will be the base for custodial work. Further, the University's core maintenance functions are performed around the campus, as workers are deployed from the M&O location to service campus departments and facilities.

The proposed M&O facility will include a vehicle access ramp for a small number of campus deliveries. The types of vehicles entering the facility are consistent with those already present along Vanguard Way, a second arterial highway on the Costa Mesa Master Plan of Highways. Potential impacts on nearby residents have been addressed through a number of project conditions, more restrictive than what is authorized by code, that additionally limit visual impacts, noise, hours of operations, and the height of the M&O facility.

A. M&O Facility Function & Use

The proposed M&O facility will be the centralized hub for campus operations for the physical plant, and will include:

- Offices and a conference room for maintenance, grounds, and custodial workers;
- Shops and storage for custodial, electrical, HVAC, plumbing, and carpentry;
- Warehousing for records and archives storage, palletized goods, and events storage.

These functions will be hosted internal to the building, and not on the yard. Organic waste will not be held in this facility, as organic waste is stored central to campus. All waste that is stored at the M&O facility will be inorganic and will be held in a 40-yard dumpster, accompanied by a cardboard compactor. The type of work done in the M&O facility includes small repairs, such as replacing broken chair legs and cutting keys. No fabrication or auto repair work is done in the facility. Lastly, most of the work will be done around the Vanguard campus, as workers are deployed to campus facilities for their work and departmental deliveries.

B. M&O Parking and Delivery Impacts

Concerns expressed by members of the public regarding potential impacts from the M&O facility to Vanguard Way street parking and from deliveries have been analyzed and, as has been shared in detail with the Planning Commission, determined to be unfounded.

Regarding less public parking along Vanguard Way, the delivery vehicle access ramp to the M&O facility will require a curb cut and an estimated removal of four (4) parking stalls along Vanguard Way. The University will maintain a closed gate entrance to this location and students or non-delivery related guests will not be able to park or enter campus at the M&O facility. As to the impact that the removal of four (4) parking stalls may have, Vanguard has agreed to conditions to help alleviate parking demands along Vanguard Way. Further, the City Public Services Director stated at the June 25, 2018 Master Plan public hearing that the parking impact along Vanguard Way is "mainly the result of [residents] not parking in the garages." Public Services surveyed the daytime and evening, and concluded: "In the daytime, we see 50 percent occupancy. In the nighttime, like when you survey at 10:30-11:00 o'clock at night, it's 90, 95 percent used."

Regarding impacts from delivery vehicles, Vanguard Way is designed and listed by the City of Costa Mesa Master Plan of Highways as a "Secondary" Highway, as shown on **Exhibit 4**. Vehicles that will enter the M&O access ramp, such as sprinter vans and midsized trucks (e.g. Fed Ex ground, UPS ground, Amazon deliveries), are appropriately already servicing neighborhoods along Vanguard Way. The M&O facility will host an estimated four (4) to eight (8) deliveries per week. The anticipated frequency of semi-trucks delivering to the facility is two (2) maximum, per week, as this is what the University currently experiences. One (1) semi-truck is already entering campus along the existing Vanguard Way entrance. Peak time for deliveries is Monday through Friday, 8:00 AM to 3:00 PM. The project IS/MND, evaluated and recommended for approval by the City of Costa Mesa Police, Fire, and Public Services Departments, concludes that the Campus Master Plan would result in less than significant impacts on "traffic/circulation and the surrounding roadway network." Further, the IS/MND concluded that adopted transportation mitigation measures "would ensure the project would not increase hazards due to design features and impacts would be less than significant."

Lastly, and significant to the concerns of Vanguard Way neighbors, the Traffic Impact Analysis study prepared for the City by Kunzman Associates, Inc. in connection with the Campus Master Plan's IS/MND, determined that future traffic will be drawn from Vanguard Way to Newport Blvd. and Fair Drive, as the new campus Parking Structure will be along Newport Blvd., and Fair Drive will maintain a parking lot, while parking internal to campus and accessible along Vanguard Way will largely be removed.

C. M&O Conditions of Approval

It bears repeating that for many of the Campus Master Plan facilities, but most especially for the M&O facility, the conditions of approval volunteered by Vanguard, and incorporated into the project by the Planning Commission, represent significant limitations on the development rights to which the University is otherwise entitled under the City's Zoning Code. As has been stated, the campus's I&R zone allows for up to four (4) stories for any building height, approximately 60' above the existing grade. This is the allowable design envelope for any building on the Vanguard campus. The Campus Master Plan originally submitted to the City in April of 2017 restricted the building height of the proposed M&O facility to 30' above the existing grade (half of what code allows). But this original submission has been additionally and substantially further constrained.

After two (2) public hearings and five (5) neighbor engagement meetings, Vanguard further limited the building height of the M&O facility to 18' above the existing grade (42' less than code allows) for the offices and shops facing the seven (7) residences of Newport Landing, and limited the warehousing and storage facing Newport Landing garages to 22' above the existing grade (38' less than code allows). Further, the University agreed to a 15' set back from the Newport Landing Property Line (5' more than the 10' required by code). In addition to these additional height and setback limits, the University has agreed to the following conditions to further balance the interests and minimize impacts. For ease of reference, the design envelope of the proposed M&O facility, beginning with the allowable development established by the Zoning Code through the final self-imposed conditions of approval adopted on October 8, 2018, are illustrated in *Exhibit 5*.

- The open space between the property line and the M&O facility will be planted with minimum 48-inch box trees in order to screen the buildings from the seven (7) Newport Landing residences.
- All HVAC equipment shall be ground mounted or if roof mounted, below the referenced maximum roof line;
- Visibility to the M&O facility from Vanguard Way will be screened with planting and or fencing subject to the approval of the City.
- The M&O facility will stylistically integrate with neighboring residences, including residential siding, while being consistent with the architectural theme throughout the Vanguard campus.
- The M&O facility will open to the north, reducing noise to Newport Landing residences to the south.
- The University will maintain a closed gate entrance to the M&O facility along Vanguard with a posted sign stating, "Vanguard Employees Only."
- The University will limit noise-generating work to the hours of 8 AM to 6 PM, Monday through Friday.

V. Further Responses to the Review Request

The Mayor has requested that the City Council review the Planning Commissions' decision to unanimously approve the Campus Master Plan, citing concerns regarding, "effects on nearby residents, including, but not limited to noise, air quality, and visual impacts." The project's Initial Study/Mitigated Negative Declaration (IS/MND) addressed each of these topics and, of course, much more. The IS/MND was reviewed and evaluated by respective City departments and approved and adopted by the Planning Commission at the June 25, 2018 public hearing.

The concerns raised in the review request are fully incorporated into the structural, height, setback, use, parking, phasing, siting, landscaping and design conditions for approval and mitigation measures that are now a mandatory part of the approved Campus Master Plan. In addition to the relevant responses set forth earlier in this letter and in the administrative record in this matter, including but not limited to the IS/MND and its underlying studies, the City departmental reviews and approvals, the letters and public hearing testimony provided to date, the University provides the following issue-by-issue references to assist you in your review:

A. Air Quality

An air quality analysis of the project was prepared by FirstCarbon Solutions. The analysis was prepared to "evaluate whether the Vanguard University Campus Master Plan (project) would cause significant air quality impacts on the project site and surrounding area." The assessment was conducted within the context of CEQA and its methodology followed SCAQMD recommended emission significance thresholds and evaluation of air quality impacts. The detailed assessment calculations and findings are listed in the approved IS/MND and its appendices. The air quality analysis and the IS/MND determined:

- "The project would not violate any air quality standard or cumulatively contribute substantially to an existing or project air quality violation based on conformance with the various SCAQMD regional and localized significance thresholds during construction and operations."
- "The net change in onsite operational emissions would not exceed the SCAQMD's LST [Localized Significance Thresholds] and would not result in significant localized impacts."
- "The operation of the project is not expected to emit TACs [Toxic Air Contaminant] in any meaningful quantity, as it is a continuation of the existing university use and would not generate high volumes of heavy truck trips or include other uses that emit TACs. Therefore, no health risk impacts are expected from the operation of the project."
- "The project does not contain land uses typically associated with emitting objectionable odors."
- "The project's long-term operational activities would not have any substantial odor sources that would expose nearby receptors. Considering the low intensity of potential odor emissions, the project's operational activities would not expose receptors to objectionable odor emissions. Impacts would be less than significant."

Lastly, as has been previously stated, organic waste will not be held in the M&O facility. All waste at that facility will be inorganic.

B. Noise Impacts

A Noise Impact Analysis of the project was prepared by FirstCarbon Solutions to determine the offsite and onsite noise impacts associated with the proposed Campus Master Plan. The Analysis includes examination of the potential short-term, construction-related, and long-term operations-related noise and vibrations impacts from the proposed project compared to existing levels and impacts. This analysis was performed using the City's noise regulations, specifically the Noise Element of the Costa Mesa General Plan and its Ordinances. The Noise Impact Analysis and the IS/MND determined:

- "Resulting noise levels would not exceed the City's maximum acceptable exterior noise level of 65 dBA CNEL at any receiving residential land use in the project vicinity. As such, project-related stationary source noise impacts would be less than significant."
- "Project related stationary sources would not result in a substantial permanent increase compared with noise levels existing without the project, and noise impacts from new stationary noise sources on off-site receptors would be less than significant."

- "The reduction of traffic noise levels along Vanguard Way is due to the proposed project's site plan, which draws future traffic away from Vanguard Way to Newport Boulevard and Fair Drive, as is shown in the traffic analysis prepared for this project."

Lastly, as has been earlier stated, the University will limit noise generating work outside the M&O facility, including vehicle deliveries, to the hours of 8:00 am to 6:00 PM.

C. *Visual Character/ Impacts*

The Campus Master Plan has been intentionally and thoughtfully proposed and conditioned to be consistent and in harmony with the visual character of the surrounding community. It requires high quality design, and appropriate scale, in keeping with the neighborhood. As the IS/MND properly recognized, the surrounding Costa Mesa community is highly urbanized and primarily defined by institutional and residential uses. The approved IS/MND correctly concludes that: "The architectural and landscape elements and design would ensure that the development of the proposed project is not detrimental to the surrounding area or uses and therefore would have no impact on the existing visual character or quality of the site and surrounding areas."

Going beyond the obligations of the Zoning Code, CEQA, and the law relating to visual impacts, Vanguard has nonetheless agreed to further specifically reduce any concerns arising out of the M&O facility from the perspective of the seven (7) Newport Landing residences that face the facility. Conditions on the height, design, massing, and setbacks of the M&O facility address their unique visual character concerns. Further, at the request of the Planning Commission at its June 25, 2018 public hearing, Vanguard prepared three-dimension view simulations (view sims) to show the views of the seven (7) Newport Landing residential units facing the southwest corner of the Vanguard campus. The view simulations [*Exhibit 6*] were based on actual photographs. To ensure the privacy of the residents, the photographs were taken from approximately 10' off of the face of each home and, as a result, do not fully depict the distance from the residences to the proposed M&O facility, which is twenty-five feet at its closest. With that privacy caveat, for Units 1 through 6, the exhibit reflects renderings from two perspectives (ground floor patio and second story window) at each unit: (1) the rendering of the view today, and (2) the rendering of the view after the M&O facility is constructed. It should be noted that Unit 7 is a one story residential unit, therefore images at this location are represented from the patio only.

The architectural character of the M&O facility and the landscaping represented in the renderings are representative of the residential character that the University is committed to design to; however, the facility and its grounds have not been designed or engineered. The view simulations confirm that the conditioned M&O facility successfully balances the development rights of the University with the understandable wishes of the seven (7) residents for a visually pleasing outcome that honors the community's character.


Lastly, *Exhibit 7* depicts the accurate distances from the proposed M&O facility to the front doors of the seven (7) residents of Newport Landing. Further, the document demonstrates that the proposed distances of the M&O facility to the front doors, ranging from 29' to 49' from residences' front doors, is consistent and harmonious with the visual character and building proximity of the site and surrounding areas, as the distances between the front doors of Newport Landing residences to other Newport Landing buildings range from as close as 20' to 61'.

VI. Conclusion

Vanguard University has engaged with the City and the City Planning Commission in an extraordinary process of neighbor engagement, public hearings, and continued evaluation of alternative Maintenance & Operations facility locations. The process resulted in very restrictive conditions of approval to address neighbor concerns. However, the University believes that its Campus Master Plan has been improved by this extensive engagement, and that the interests of Vanguard and its neighbors have been appropriately balanced. As conditioned, the Vanguard Master Plan, including the M&O facility, respects the uses, design, heights, and aesthetic values of the community in which it is located.

Vanguard has sought and asked only to develop a Campus Master Plan that is within what is authorized by the Zoning Code, that is compatible and harmonious with the existing uses in the general neighborhood, and that meets the stated purposes and intent of the Master Plan. While the conditioned Master Plan places constraints on these goals, the University will continue its commitment to honor every aspect of the Master Plan approval throughout the design phase of each campus building and new development.

Sincerely,

A handwritten signature in black ink, appearing to read "Michael J. Beals", written in a cursive style.

Michael J. Beals, Ph.D.
President

Vanguard University
Possible Sequencing of Master Plan for Parking Analysis

Student FTE Growth Rate 1.35%

Fiscal Year	Costa Mesa Campus FTE Enrollment	Required Parking	Actual Parking	Excess Parking	HPI Master Plan Project	Foot Notes	Planning Division Project
FY 17/18	1,929	965	1,137	173			
FY 18/19	1,856	928	1,063	135	Student Center (B)	1	B
FY 19/20	1,881	941	1,063	122	Student Center (B)		B
FY 20/21	1,906	953	1,183	230	STEM 1st bldg (D)	2	D, J, H
FY 21/22	1,932	966	1,183	217	STEM 1st bldg (D)		D, J, H
FY 22/23	1,958	979	1,233	254	M&O (C)	3	C, H
FY 23/24	1,985	992	1,191	199	Event Center (A)	4	A
FY 24/25	2,012	1,006	1,191	185	Event Center (A)		A
FY 25/26	2,039	1,019	1,191	172	Event Center (A)		A
FY 26/27	2,066	1,033	1,191	158	Athletics (I)		I
FY 27/28	2,094	1,047	1,180	133	Academic bldg (E)	5	E
FY 28/29	2,122	1,061	1,180	119	Academic bldg (E)		E
FY 29/30	2,151	1,075	1,180	105	Academic bldg (E)		E
FY 30/31	2,180	1,090	1,180	90			
FY 31/32	2,209	1,105	1,180	75	Parking Structure (P)		K
FY 32/33	2,239	1,120	1,332	212	Parking Structure (P)	6	K
FY 33/34	2,270	1,135	1,332	197	New Dorm (13)		G
FY 34/35	2,300	1,150	1,332	182	New Dorm (13)		G
FY 35/36	2,331	1,166	1,332	166			
FY 36/37	2,363	1,181	1,286	105	STEM 2nd bldg (D)	7	D
FY 37/38	2,395	1,197	1,286	89	STEM 2nd bldg (D)		D
FY 38/39	2,427	1,213	1,286	73	STEM 2nd bldg (D)		D
FY 39/40	2,460	1,230	1,286	56			
FY 40/41	2,493	1,246	1,286	40	Learning Resource Center (23)		F
FY 41/42	2,527	1,263	1,286	23	Learning Resource Center (23)		F
FY 42/43	2,561	1,280	1,286	6	Learning Resource Center (23)		F

Footnotes:

- 1 Move 129 FTE in Grad to Santa Ana campus, add 56 FTE TUG, lose 74 stalls
- 2 Lose 40 stalls, add 160 stall by converting NMC grass area
- 3 Add 26 stalls at existing M&O site, add 24 stalls at new M&O site
- 4 Net Loss of 42 stalls
- 5 Net Loss of 11 stalls
- 6 Net Add 152 stalls
- 7 Net Loss of 46 stalls

Disclaimers:

- A This sequencing is for illustrative purposes only and could change based on Board direction, fundraising efforts, student needs, changes in FTE, etc.
- B This does not include 2018 MOU with OC Fair for offsite parking spaces.
- C Student FTE is Costa Mesa campus only and excludes online students.







MAINTENANCE & OPERATIONS FACILITY LOCATION STUDY

111





- KEY:**
-  Maintenance
 -  Single-Family Residential
 -  Residence Halls
 -  College Border

The Maintenance Facilities at Concordia University are located at the Southeast edge of campus; adjacent to Single-Family Residences to the East, Student Residence Halls to the North and Athletic Fields to the West.



POINT LOMA

SEA LIONS





- KEY:**
- Campus Facilities
 - 🏠 Single-Family Residential
 - 🏢 Residence Halls
 - 🟡 College Border

The Campus Facilities at Point Loma Nazarine University are located on the Northern edge of campus, just East of the Athletics Facilities.

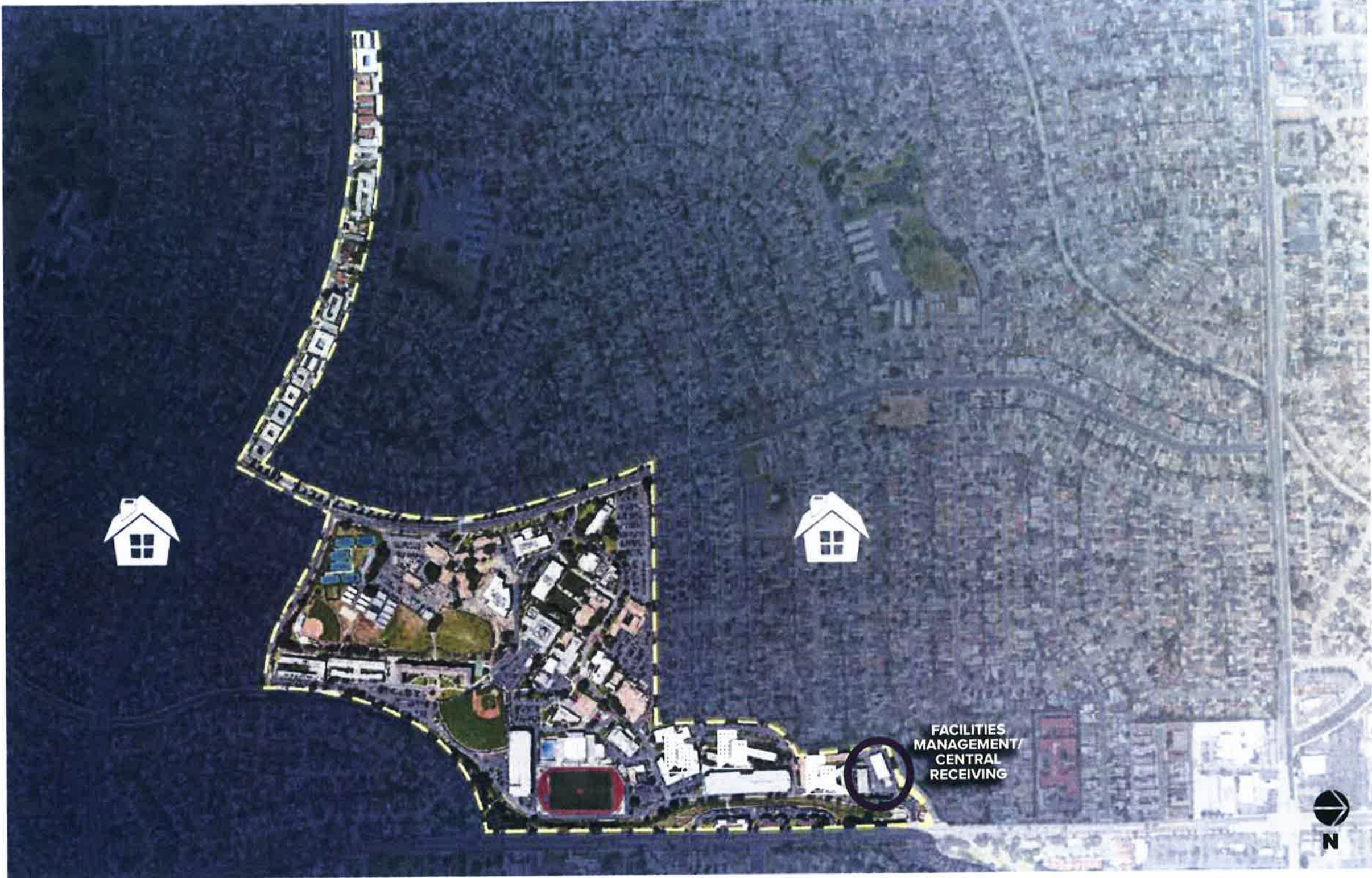


WESTMONT

KEY:





-  Physical Plant/ Central Receiving
-  Single-Family Residential
-  Residence Halls
-  College Border

The Physical Plant/ Central Receiving Facility at Westmont College is located on the Western edge of campus, surrounded by the Athletics Fields on campus and Single-Family Residential communities off campus.



BIOLA
UNIVERSITY

KEY:





-  Facilities Management/ Central Receiving
-  Single-Family Residential
-  Residence Halls
-  College Border

The Facilities Management and Central Receiving buildings at Biola University are located on the Northern edge of campus. It is surrounded by Single-Family Residential units with Student Residence Halls adjacent to them on the South.



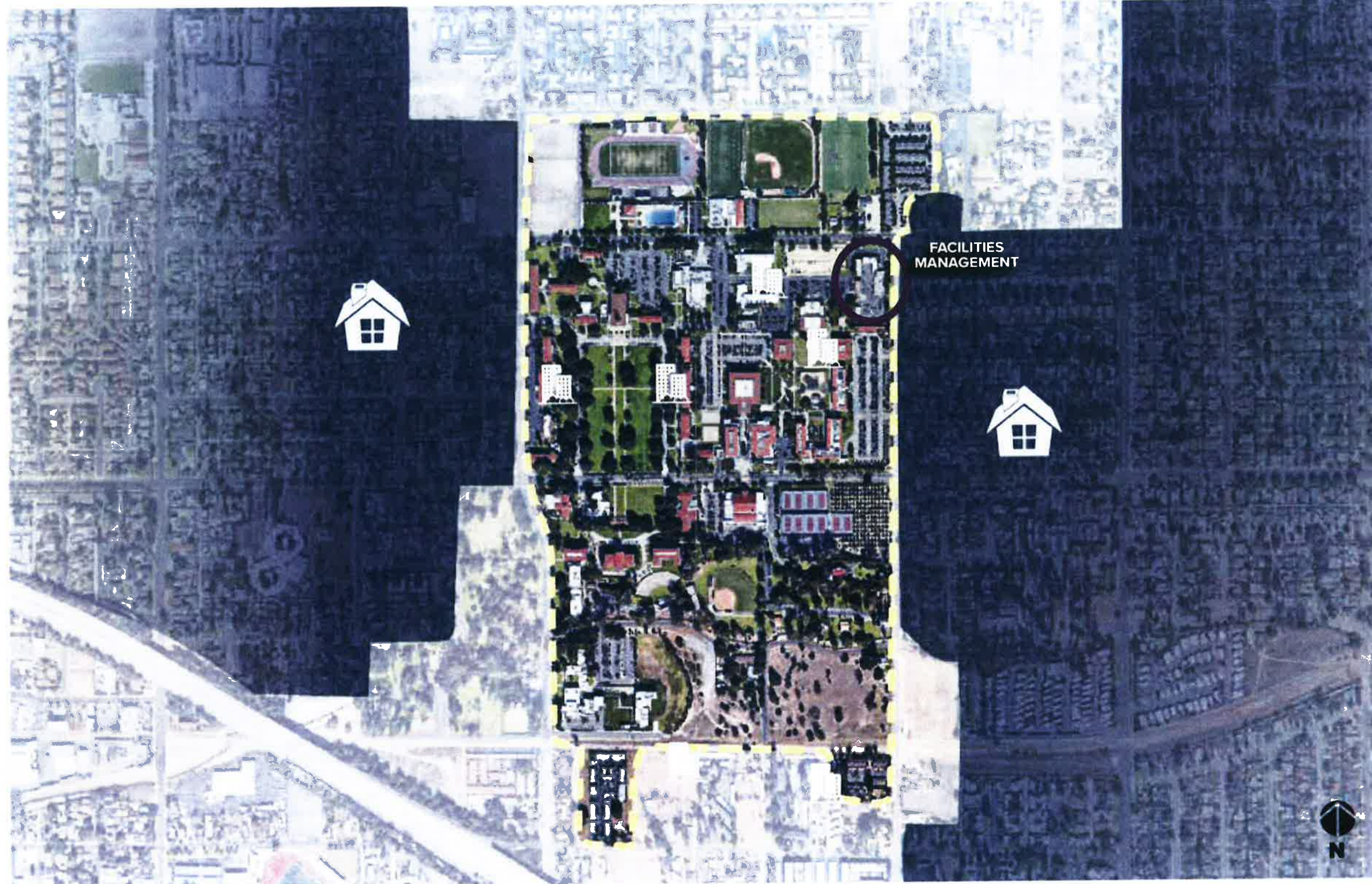
PEPPERDINE
UNIVERSITY

KEY:

-  Facilities Management/Planning & Central Receiving
-  Single-Family Residential
-  Residence Halls
-  College Border

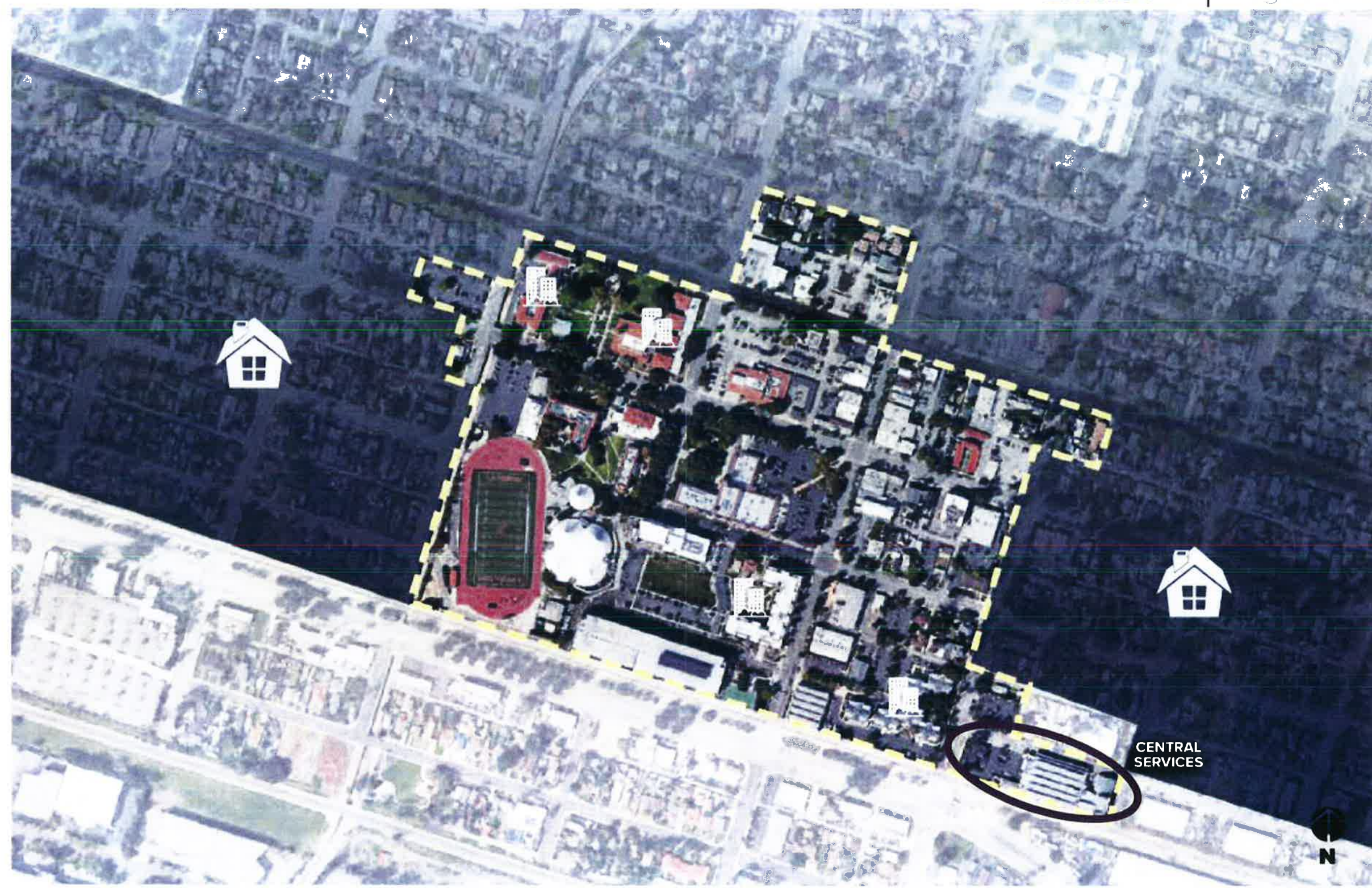
The Facilities Management/Planning and Central Receiving buildings at Pepperdine are located on the Northern edge of campus. It is located adjacent to Academic Facilities, and surrounded by several Student and Faculty Residence Halls.

116



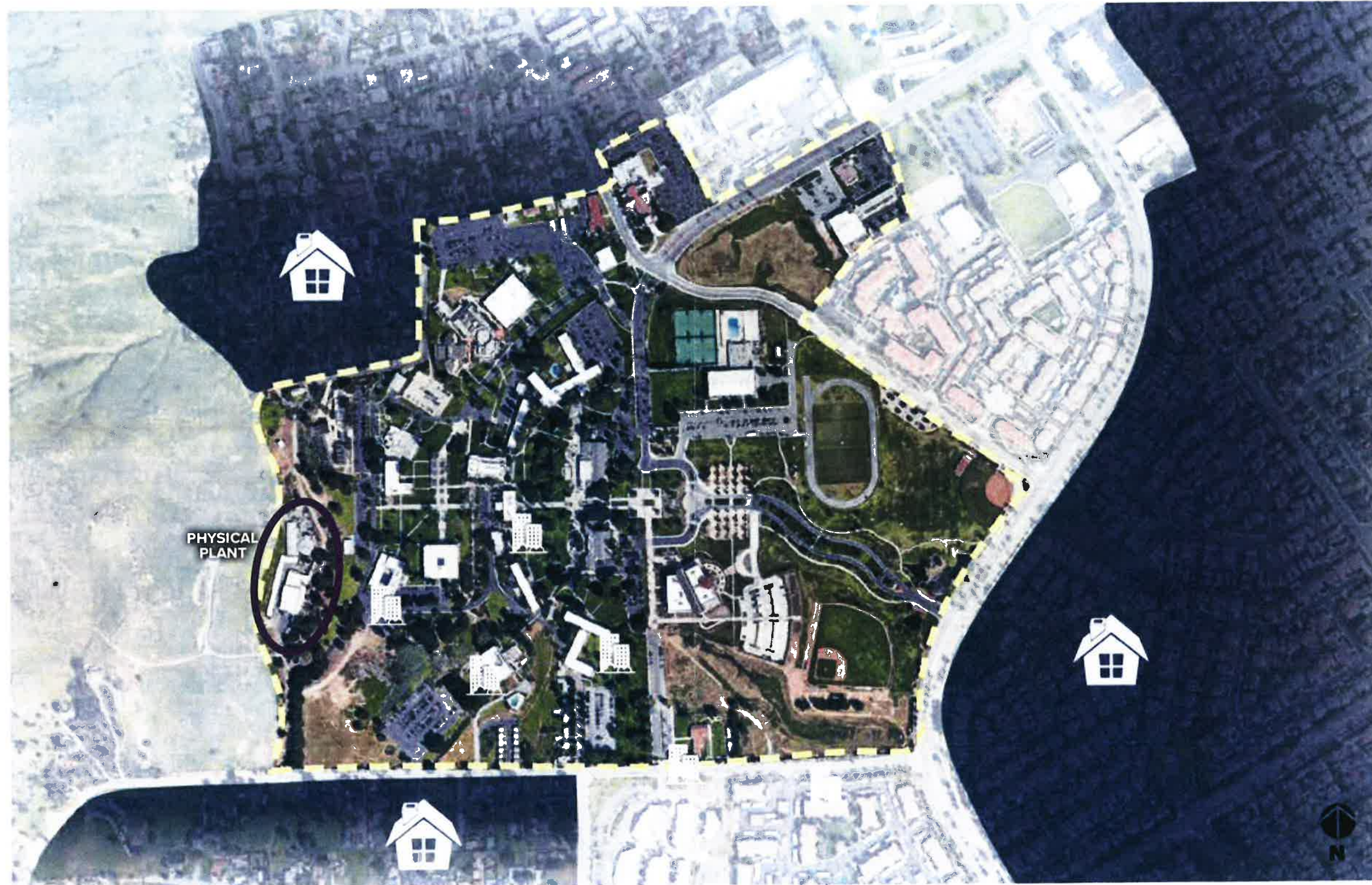
- KEY:**
- Facilities Management
 - 🏠 Single-Family Residential
 - 🏫 Residence Halls
 - 🟡 College Border

The Facilities Management building at the University of Redlands is located on the Eastern edge of Campus, surrounded by Single-Family Residential units to the East, Athletic Facilities to the North, and Student Residence Halls to the West.







- KEY:**
- Central Services
 - 🏠 Single-Family Residential
 - 🏫 Residence Halls
 - 🟡 College Border

The Central Services at the University of LaVerne are located on the Southwest edge of campus, directly adjacent to both Single-Family Residential units to the North and Student Residence Halls to the West.

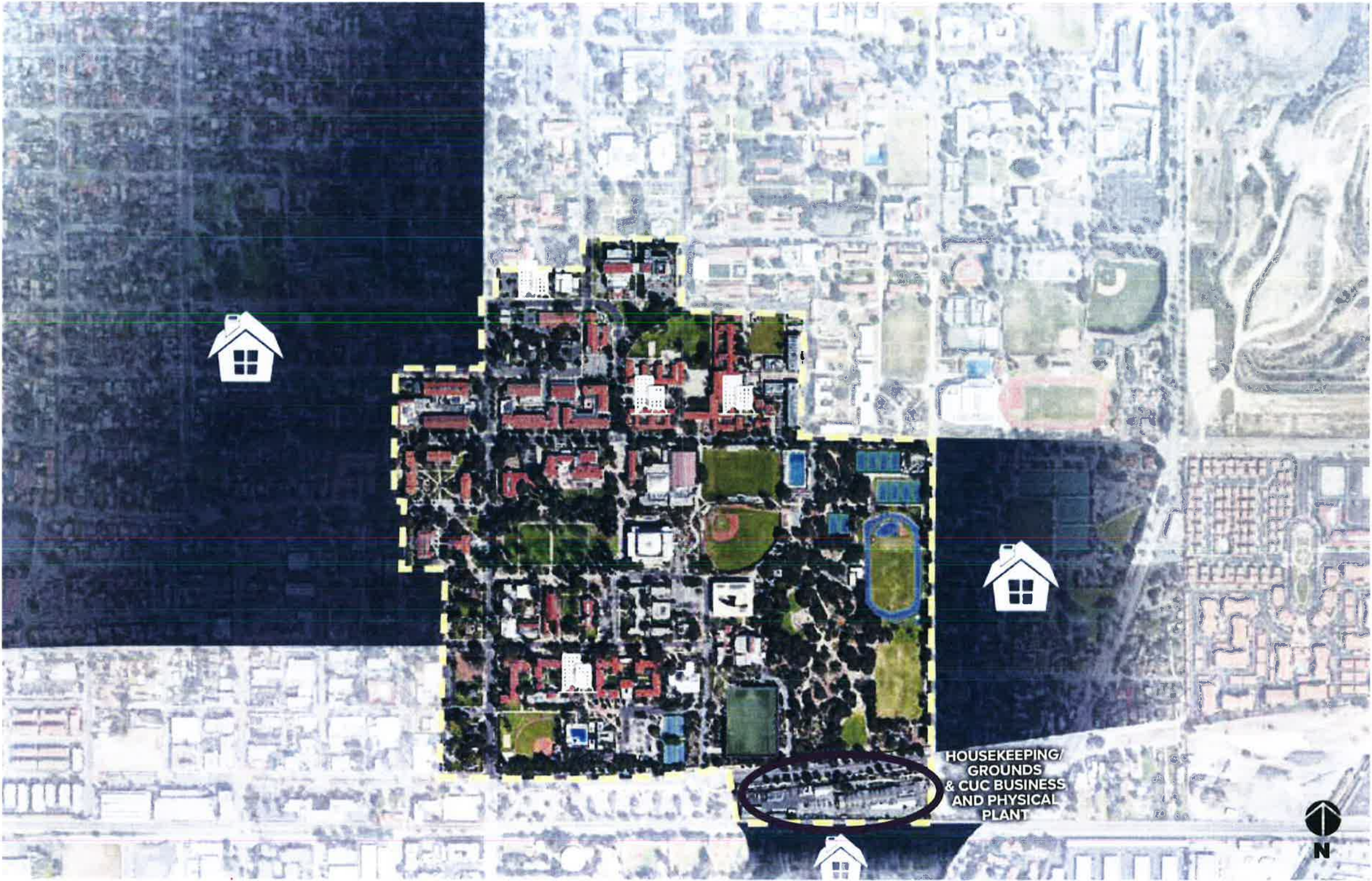


KEY:

-  Physical Plant
-  Single-Family Residential
-  Residence Halls
-  College Border

The Physical Plant at La Sierra University is located on the Western edge of campus, directly across the street from a Student Residence Hall to the East.

119

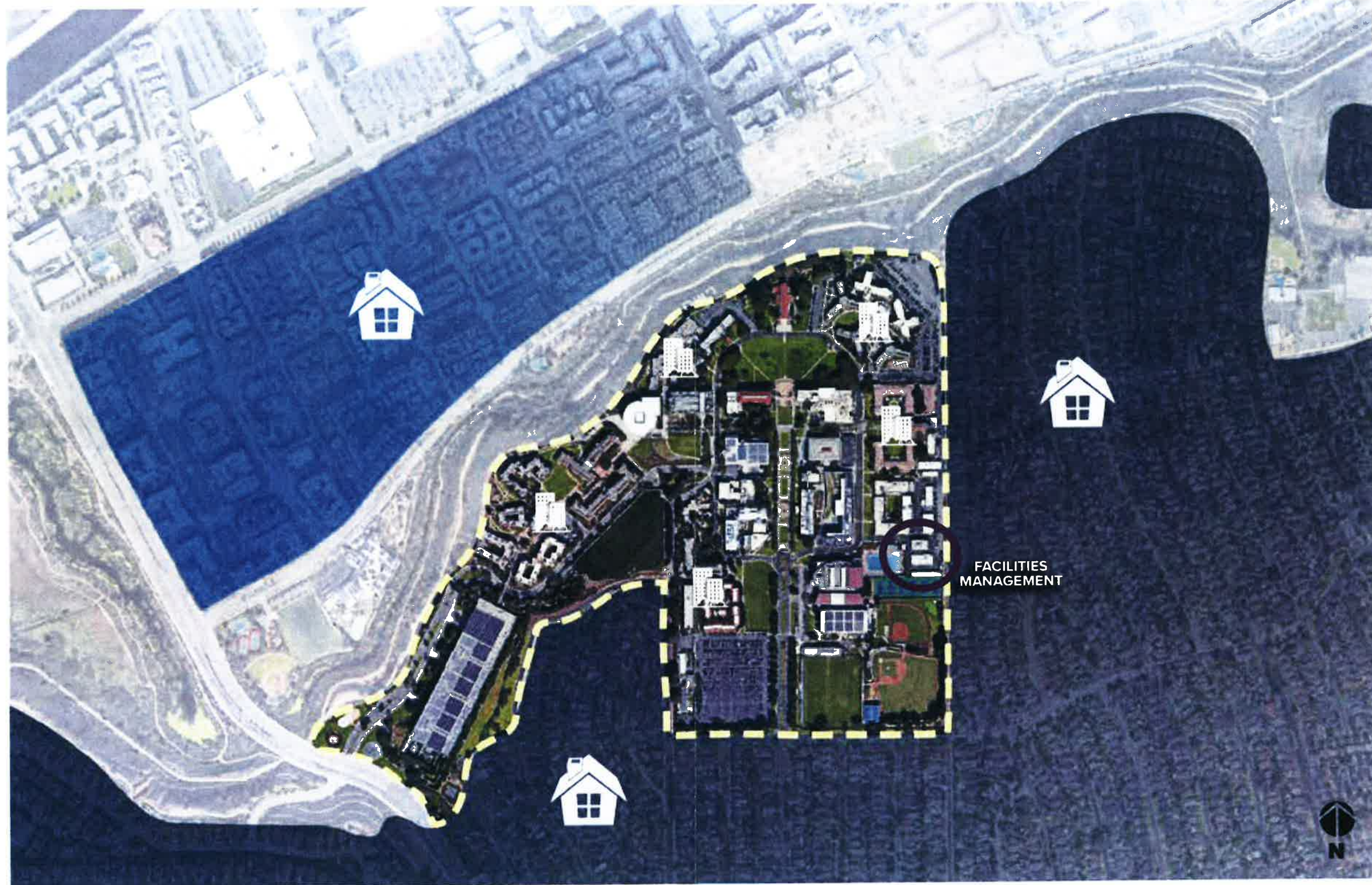


HOUSEKEEPING/
GROUNDS
& CUC BUSINESS
AND PHYSICAL
PLANT



- KEY:**
- Housekeeping/Grounds & CUC Business and Physical Plant
 - 🏠 Single-Family Residential
 - 🏫 Residence Halls
 - 📏 College Border

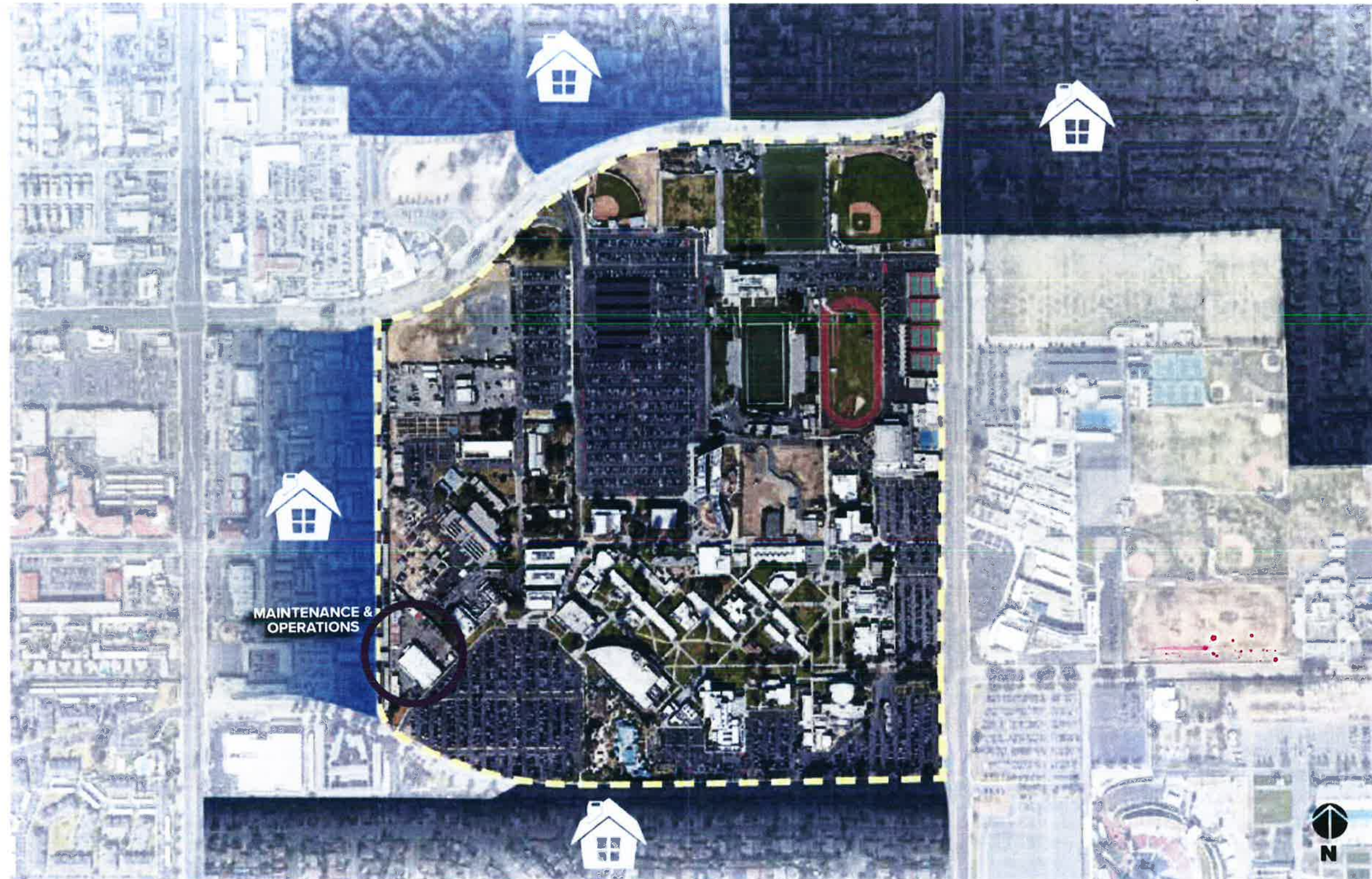
Both the Housekeeping & Grounds building and the CUC Business and Physical Plant building are located on the South end of the Pomona College campus, with Single-Family Residential Homes to the South and the Athletics Fields to the North.








LMU | **LA**

- KEY:**
-  Maintenance & Operations
 -  Single-Family Residential
 -  Multi-Family Residential
 -  Residence Halls
 -  College Border

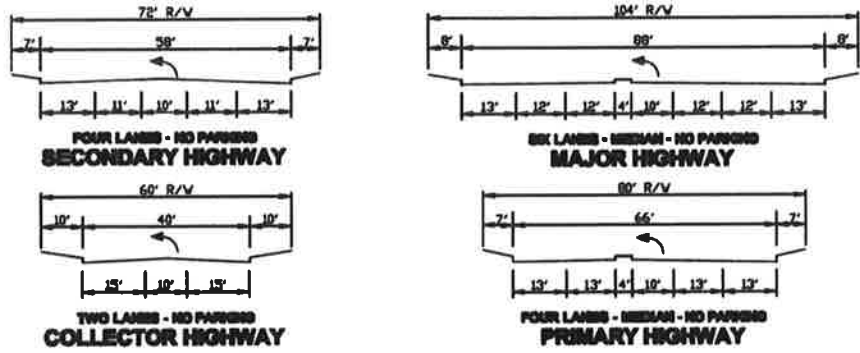
The Facilities Management building at Loyola Marymount University is located on the Eastern edge of campus, directly adjacent to the Athletics Facilities to the South and Single-Family Residences to the East.



KEY:

-  Maintenance & Operations
-  Single-Family Residential
-  Multi-Family Residential
-  Residence Halls
-  College Border

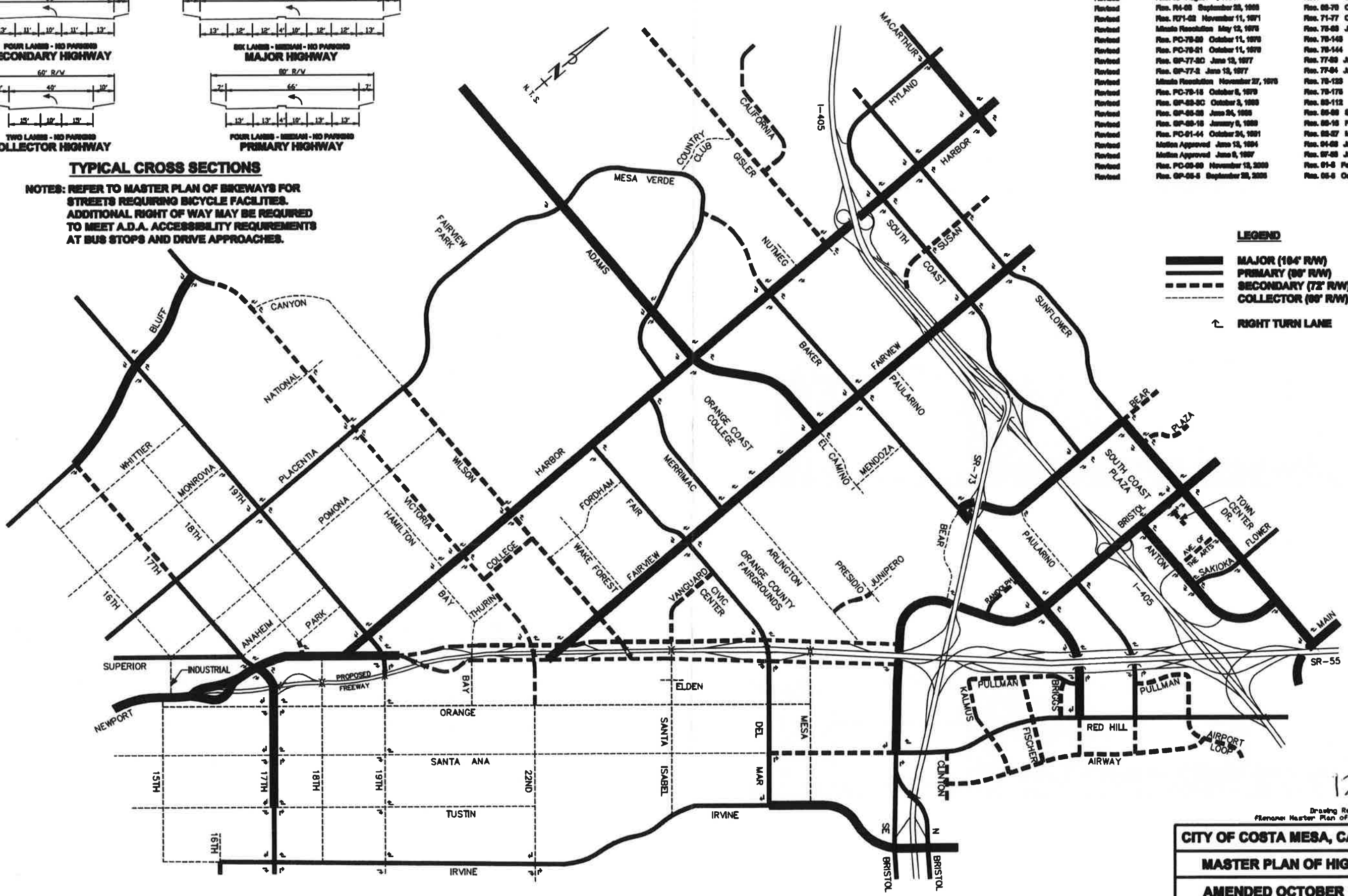
The Maintenance & Operations building at Orange Coast College is located on the Southwest corner of campus. It is surrounded by both Single and Multi-Family Residential units to the South and West.



TYPICAL CROSS SECTIONS

NOTES: REFER TO MASTER PLAN OF BIKEWAYS FOR STREETS REQUIRING BIKEWAY FACILITIES. ADDITIONAL RIGHT OF WAY MAY BE REQUIRED TO MEET A.D.A. ACCESSIBILITY REQUIREMENTS AT BUS STOPS AND DRIVE APPROACHES.

ACTION	PLANNING COMMISSION	COUNCIL
Adopted	Res. 82 November 12, 1993	Res. 82-118 December 2, 1993
Revised	Res. 88 August 10, 1994	Res. 84-81 September 10, 1994
Revised	Res. 94-88 September 28, 1995	Res. 85-78 October 21, 1995
Revised	Res. 97-82 November 11, 1997	Res. 71-77 October 16, 1971
Revised	Minute Resolution May 12, 1976	Res. 75-88 June 9, 1975
Revised	Res. 90-78-88 October 11, 1979	Res. 79-148 November 15, 1979
Revised	Res. 90-79-81 October 11, 1979	Res. 79-144 November 15, 1979
Revised	Res. 92-77-80 June 13, 1977	Res. 77-88 July 5, 1977
Revised	Res. 92-77-8 June 13, 1977	Res. 77-84 July 5, 1977
Revised	Minute Resolution November 27, 1976	Res. 79-128 December 10, 1979
Revised	Res. 90-78-15 October 5, 1979	Res. 79-178 November 15, 1979
Revised	Res. 92-88-80 October 3, 1992	Res. 89-112 November 21, 1989
Revised	Res. 92-88-88 June 24, 1992	Res. 88-88 September 16, 1988
Revised	Res. 92-88-16 January 9, 1992	Res. 88-16 February 4, 1988
Revised	Res. 90-81-44 October 24, 1991	Res. 88-87 March 18, 1988
Revised	Motion Approved June 13, 1994	Res. 84-88 July 5, 1984
Revised	Motion Approved June 9, 1997	Res. 87-88 July 7, 1987
Revised	Res. 92-88-88 November 12, 2000	Res. 81-8 February 5, 2001
Revised	Res. 92-88-8 September 28, 2005	Res. 88-8 October 18, 2005



LEGEND

- MAJOR (104' RW)
- PRIMARY (88' RW)
- SECONDARY (72' RW)
- COLLECTOR (60' RW)
- RIGHT TURN LANE

123

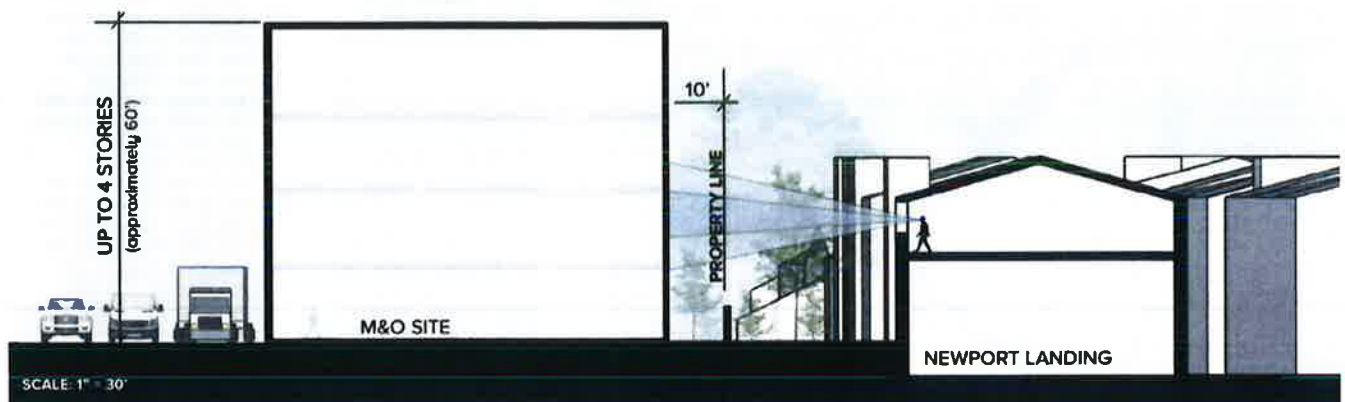
Drawing Revision Date: 1-17-06
 Planeset Master Plan of Highways 060117.dwg

CITY OF COSTA MESA, CALIFORNIA

MASTER PLAN OF HIGHWAYS

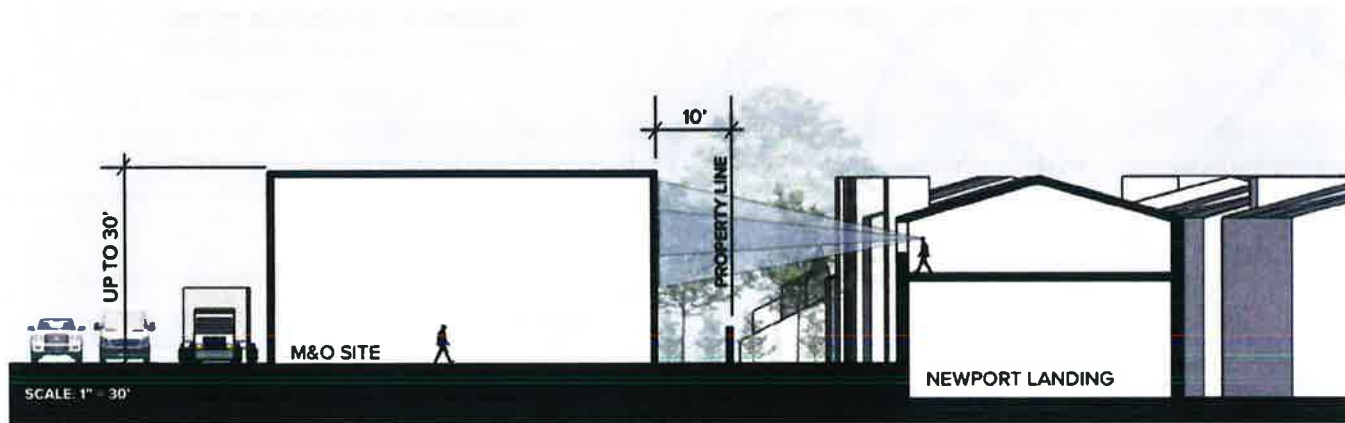
AMENDED OCTOBER 18, 2005

GENERAL PLAN AMENDMENT 05-5



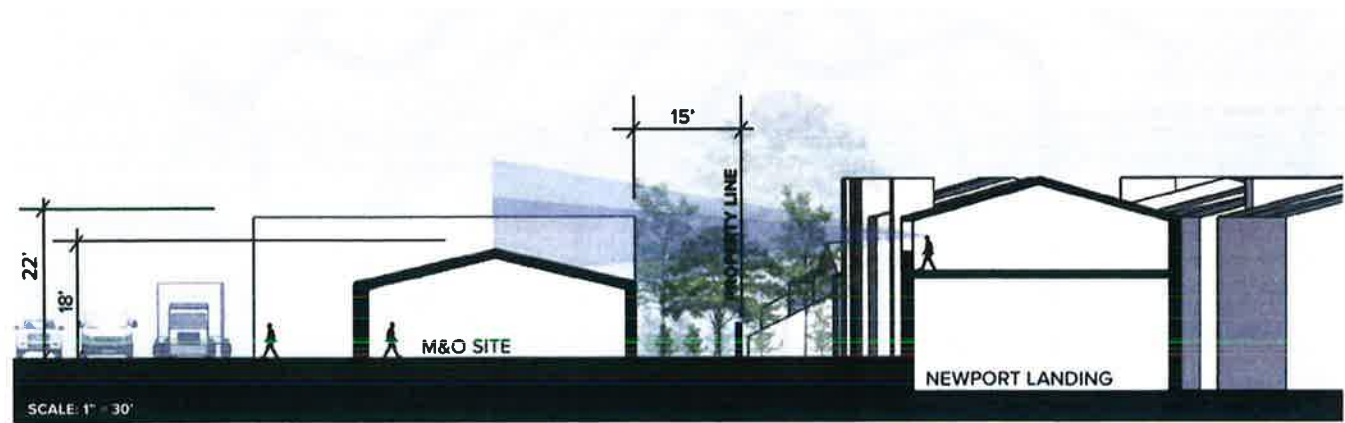
2017 (ALLOWABLE DEVELOPMENT WITHIN THE I&R ZONE)

- Warehousing / Storage will be limited in height to 4-stories (approx. 60' above the existing grade)
- All buildings will be set back a minimum of 10' from the Southern Property Line
- The building will be +/- 20,000 SF. The SF is unrestricted, as long as it is in balance with the FAR as defined in the I&R zone



APRIL 2017 (MASTER PLAN APPLICATION SUBMITTED TO CITY)

- Warehousing / Storage will be limited in height to 30' above the existing grade
- All buildings will be set back a minimum of 10' from the Southern Property Line. The resulting open space will be well planted and maintained
- The building will be +/- 20,000 SF



OCTOBER 2018 (SELF-IMPOSED CONDITIONS SUBMITTED TO PLANNING COMMISSION)

- Offices, Shops and related Support (the balance of any building) will be limited in height to 18' above the existing grade
- All buildings will be set back a minimum of 15' from the Southern Property Line. The resulting open space will be planted and maintained subject to the approval of the Planning Administrator. All trees planted in this space will be a 48" box minimum
- Warehousing / Storage will be limited in height to 22' above the existing grade
- All buildings will be set back a minimum of 20' from the Western Property Line
- No roof mounted HVAC equipment will project above the height limitations established
- Visibility to the Project from Vanguard Way will be screened with planting and or fencing, subject to the approval of the City of Costa Mesa
- The building will retain residential character
- The Southwest corner and Western most edge of the Warehousing / Storage will not be constructed west of the line established by projecting the western edge of the Garages



- PLANNING RESTRICTIONS KEY:**
- ① Warehousing / Storage will be limited in height to 22' above the existing grade
 - ② The Southwest corner and Western most edge of the Warehousing / Storage will not be constructed west of the line established by projecting the Western edge of the Garages
 - ③ Offices, Shops and related support (the balance of any building) will be limited in height to 18' above the existing grade
 - ④ All buildings will be set back a minimum of 15' from the Southern Property Line (For reference, 10' is required in the I&R Zone). The resulting open space will be planted and maintained subject to the approval of the Planning Administrator
 - ⑤ All buildings will be set back a minimum of 20' from the Western Property Line
 - ⑥ No roof mounted HVAC equipment will project above the height limitations established
 - ⑦ Visibility to the Project from Vanguard Way will be screened with planting and or fencing, subject to the approval of the City of Costa Mesa

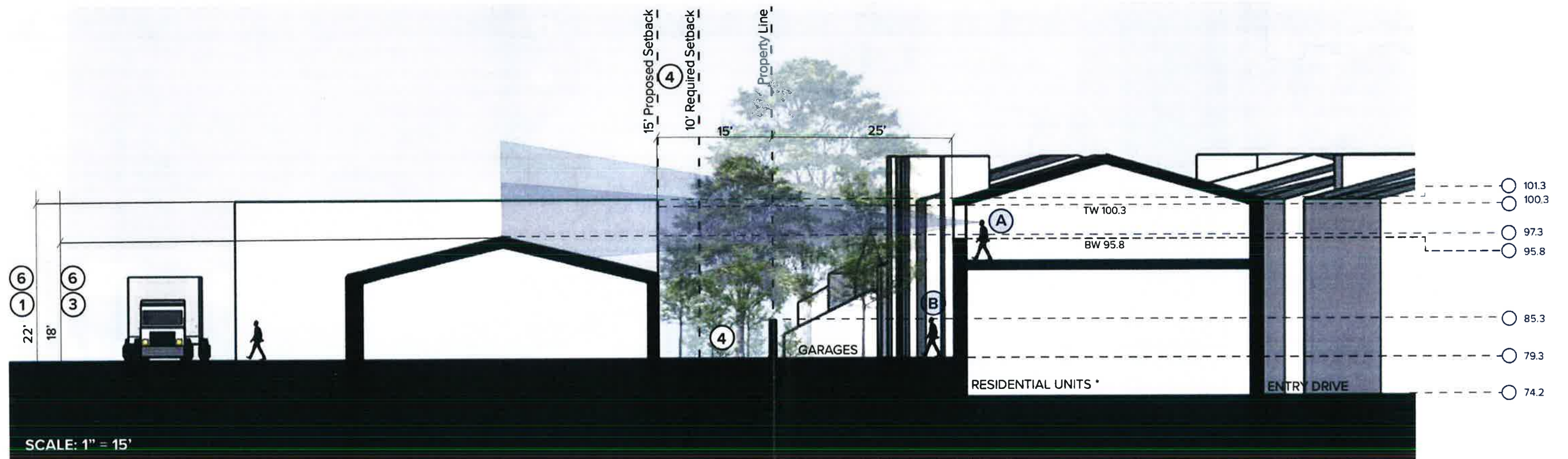


PLANNING RESTRICTIONS KEY:

- ① Warehousing / Storage will be limited in height to 22' above the existing grade
- ② The Southwest corner and Western most edge of the Warehousing / Storage will not be constructed west of the line established by projecting the western edge of the Garages
- ③ Offices, Shops and related Support (the balance of any building) will be limited in height to 18' above the existing grade
- ④ All buildings will be set back a minimum of 15' from the Southern Property Line (For reference, 10' is required in the I&R Zone). The resulting open space will be planted and maintained subject to the approval of the Planning Administrator

- ⑤ All buildings will be set back a minimum of 20' from the Western Property Line
- ⑥ No roof mounted HVAC equipment will project above the height limitations established
- ⑦ Visibility to the Project from Vanguard Way will be screened with planting and or fencing, subject to the approval of the City of Costa Mesa

- Ⓐ View from second story window
- Ⓑ View from front patio



* Interior floor elevations and patio elevations are approximate

126



Rendering Of Existing View
View From Front Patio



Rendering Of Master Plan
View From Front Patio



Rendering Of Existing View
View from 2nd Story Window



Rendering Of Master Plan
View from 2nd Story Window



Rendering Of Existing View
View From Front Patio



Rendering Of Master Plan
View From Front Patio



Rendering Of Existing View
View from 2nd Story Window



Rendering Of Master Plan
View from 2nd Story Window



Rendering Of Existing View
View From Front Patio



Rendering Of Master Plan
View From Front Patio



Rendering Of Existing View
View from 2nd Story Window



Rendering Of Master Plan
View from 2nd Story Window



Rendering Of Existing View
View From Front Patio



Rendering Of Master Plan
View From Front Patio



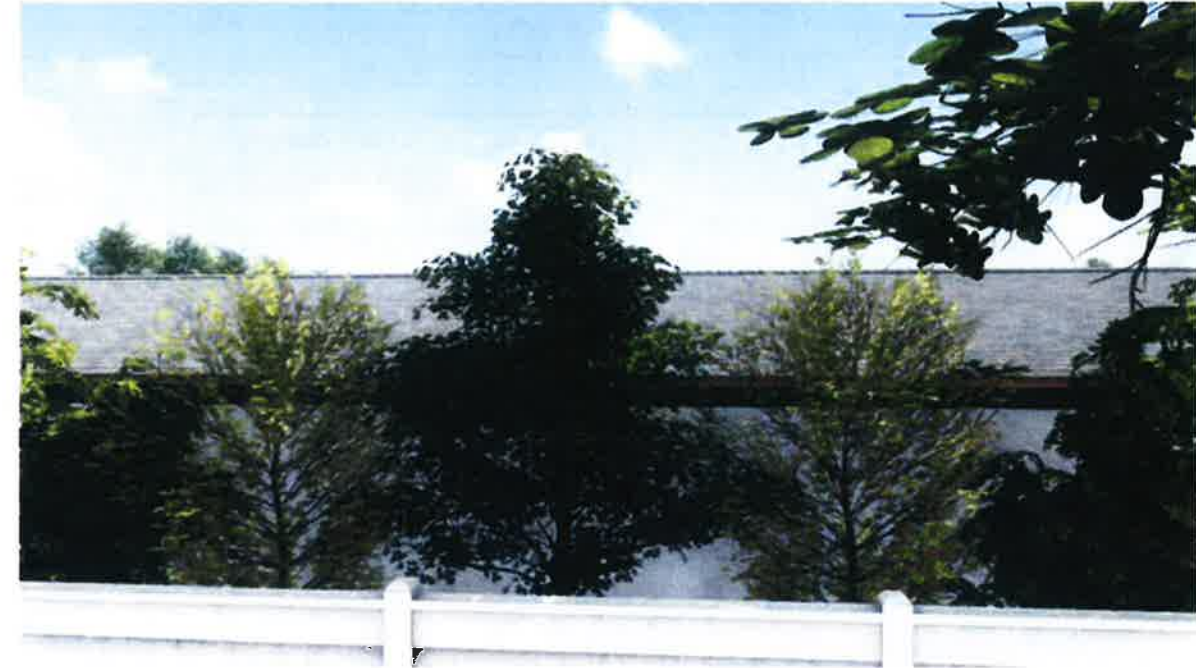
Rendering Of Existing View
View from 2nd Story Window



Rendering Of Master Plan
View from 2nd Story Window



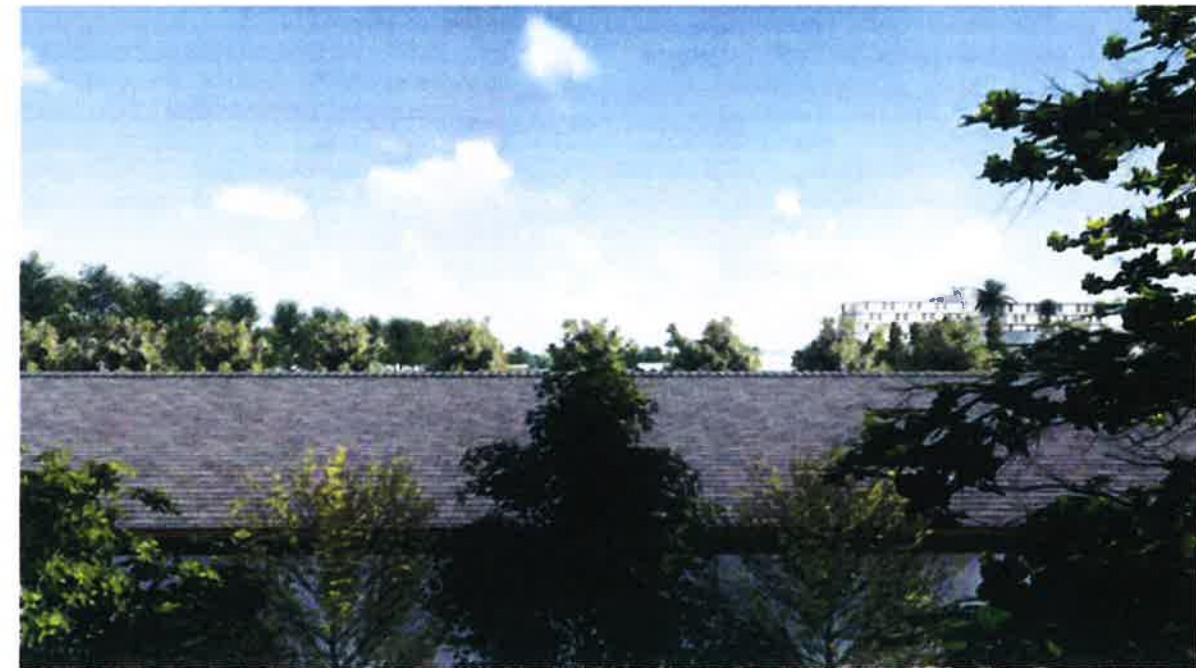
Rendering Of Existing View
View From Front Patio



Rendering Of Master Plan
View From Front Patio



Rendering Of Existing View
View from 2nd Story Window



Rendering Of Master Plan
View from 2nd Story Window



Rendering Of Existing View
View From Front Patio



Rendering Of Master Plan
View From Front Patio



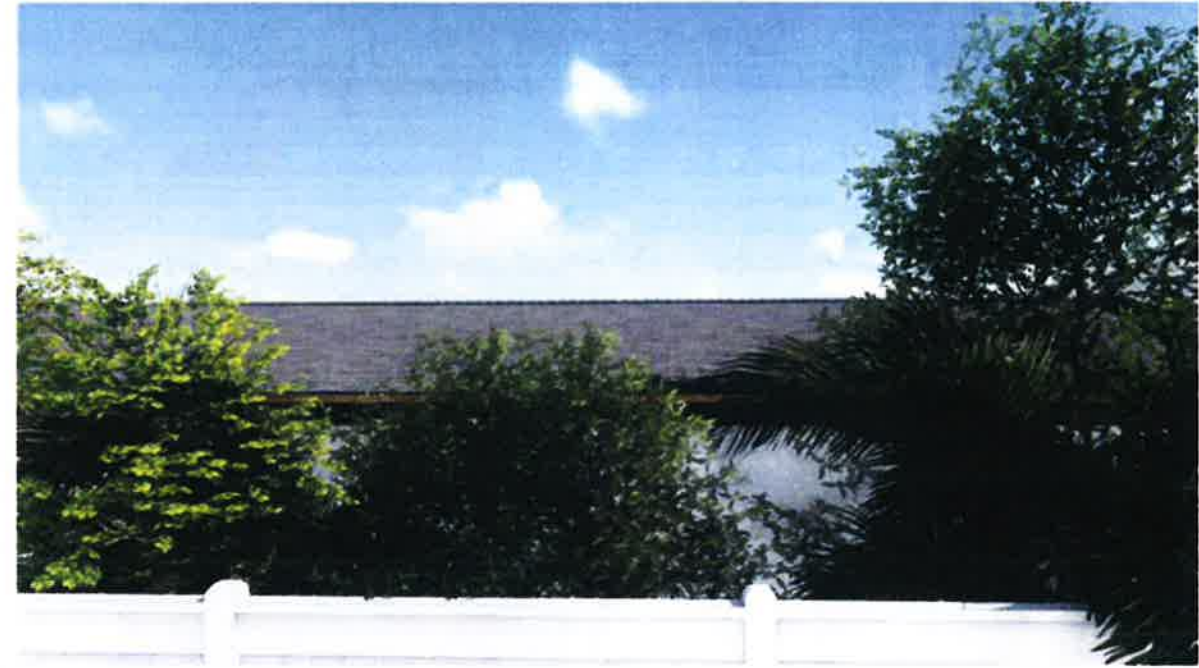
Rendering Of Existing View
View from 2nd Story Window



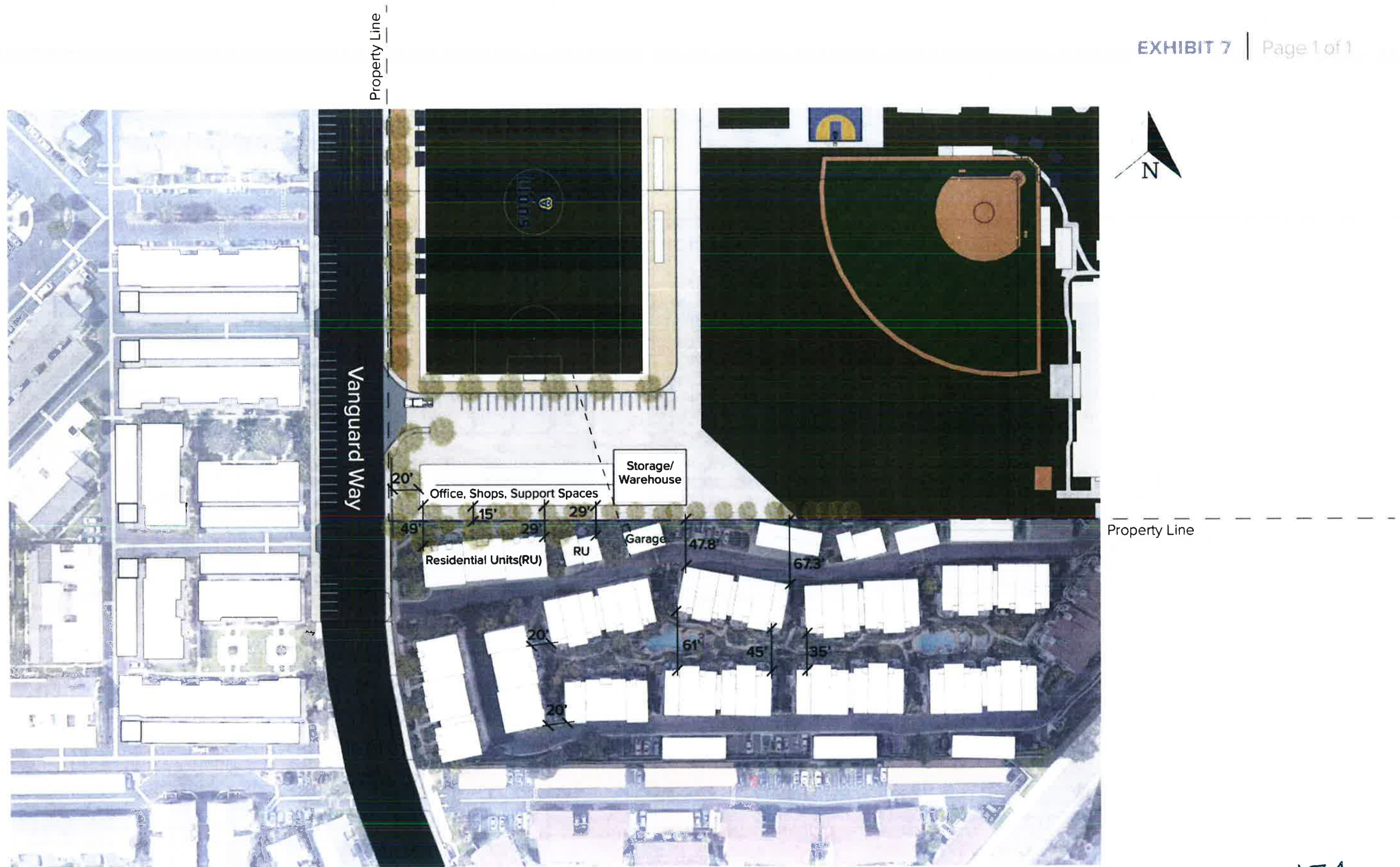
Rendering Of Master Plan
View from 2nd Story Window

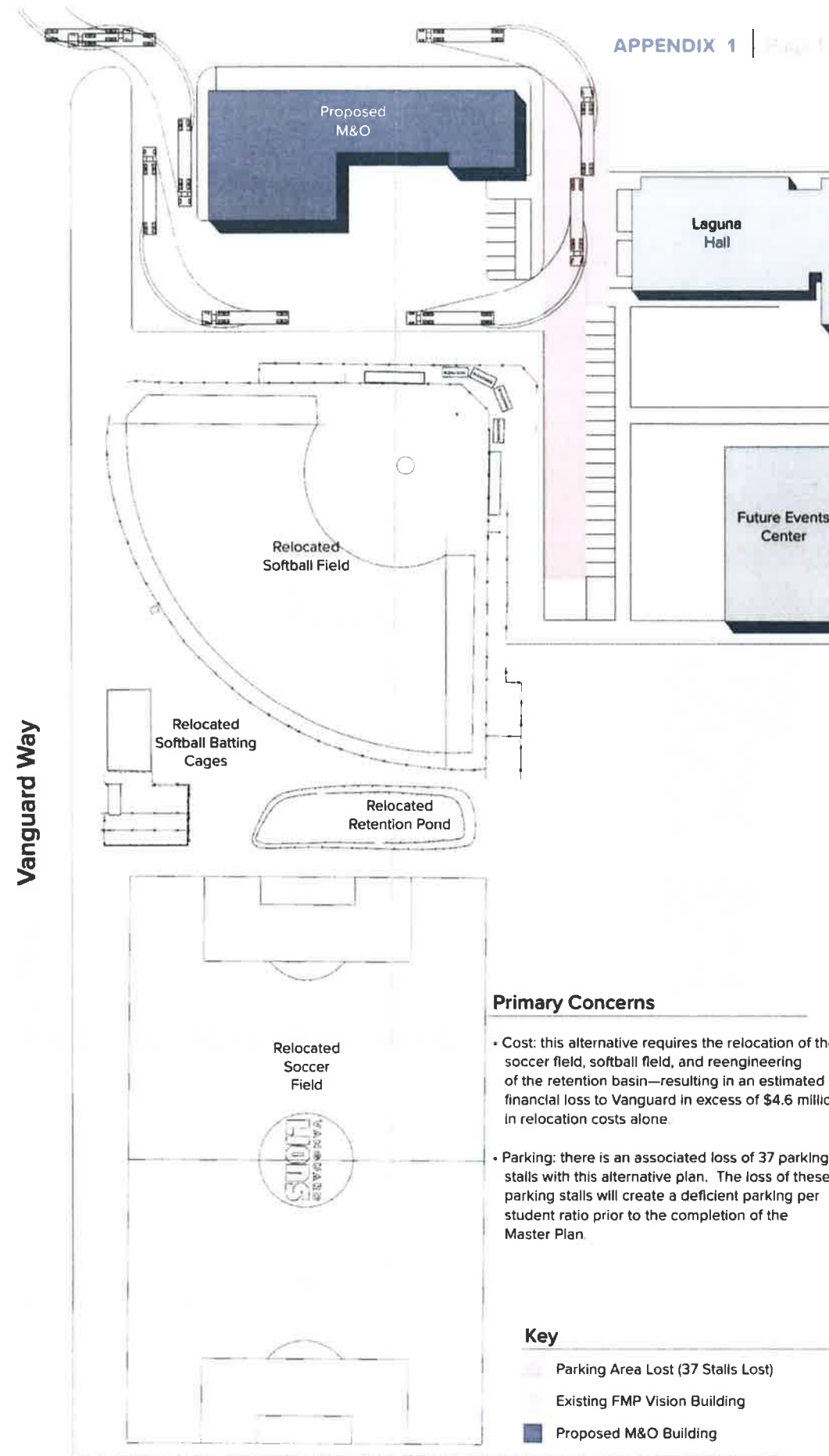


Rendering Of Existing View
View From Front Patio



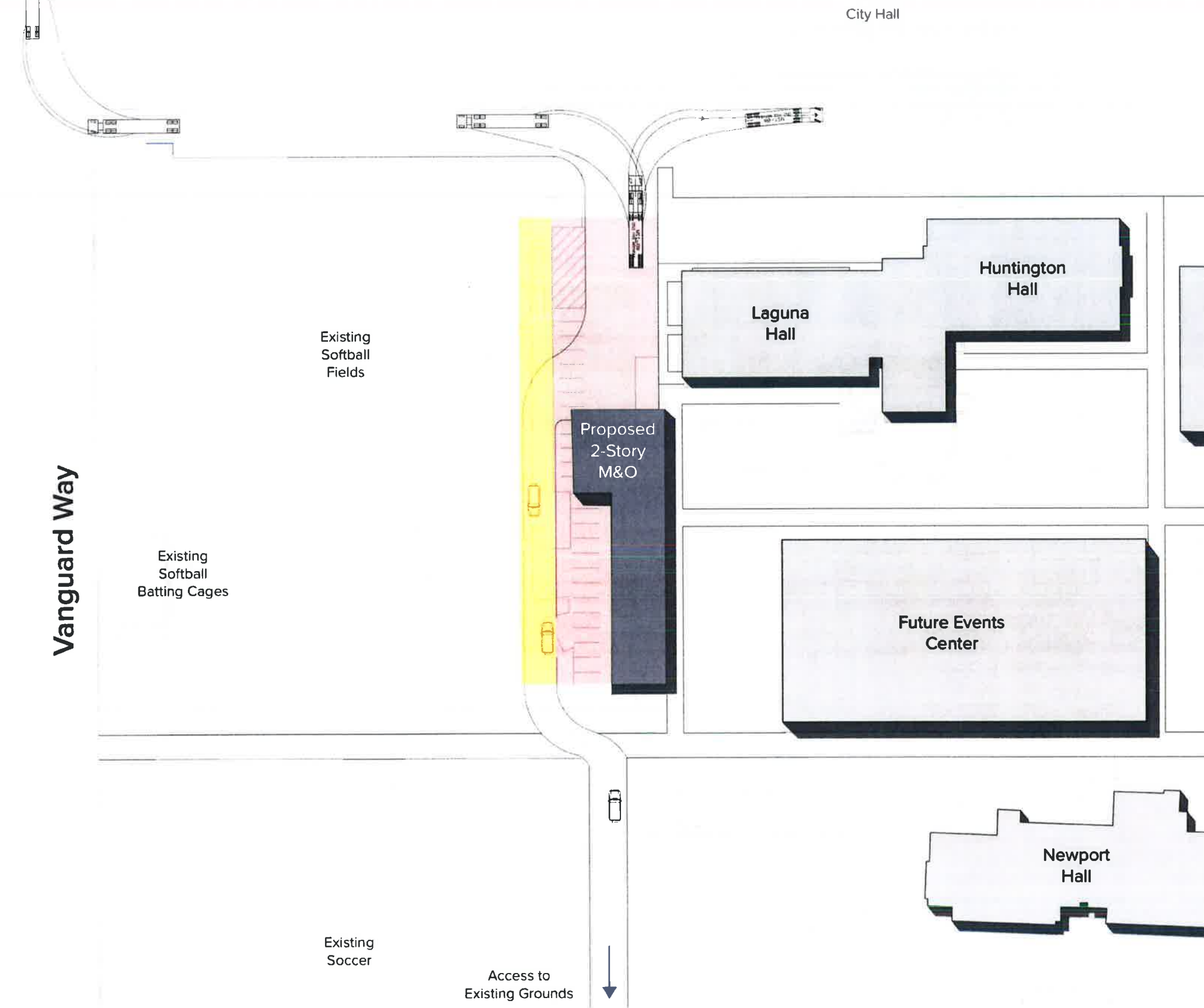
Rendering Of Master Plan
View From Front Patio





135





Key

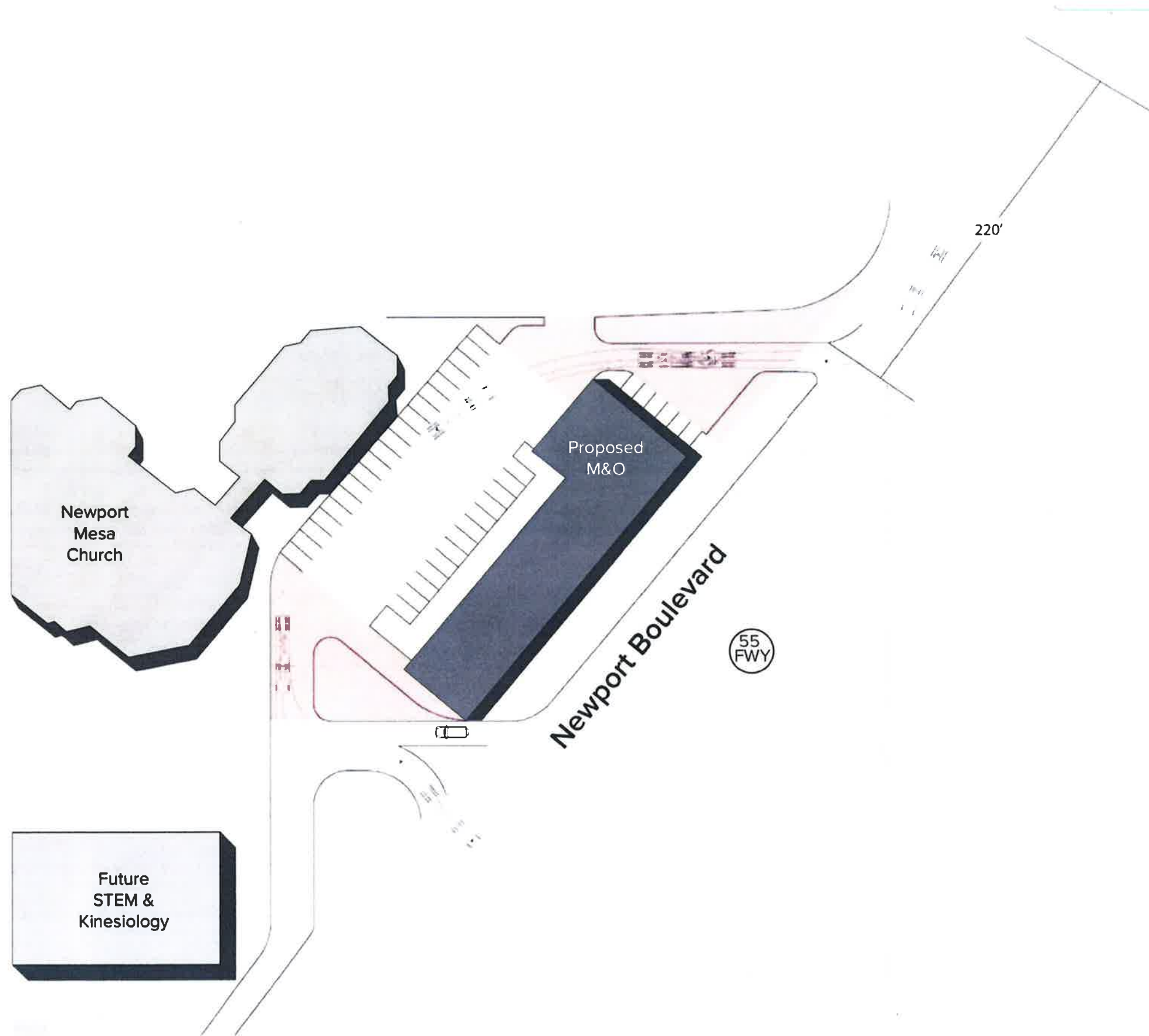
- Parking Area Lost (42 Stalls Lost)
- Existing FMP Vision Building
- Proposed 2-Story M&O Building
- Site Impacts to Softball Field

Primary Concerns

- **Functionality:** the footprint of the M&O site, when arranged as compacted as reasonably possible, extends onto the Softball Field. This impacts the functionality of both the Softball Field and the M&O Facility, while also constricting exterior site access to M&O.
- **Circulation and Safety Concerns:** M&O site access will require trucks to back across student circulation from the Softball field to the Residential Towers.
 - Contrary to the following stated purpose and intent of the master plan:
 - Focus on safety and security.
 - Enhance vehicular access and safe mobility on campus.
- **Site Bifurcation:** the siting of M&O disconnects the Softball Field with the Gym / Events Center and the core of campus. The Master Plan aims to integrate all student based facilities while improving student access and circulation.
- **Parking:** there is an associated loss of 42 parking stalls with this alternative plan. The loss of these parking stalls will create a deficient parking per student ratio prior to the completion of the Master Plan.

136





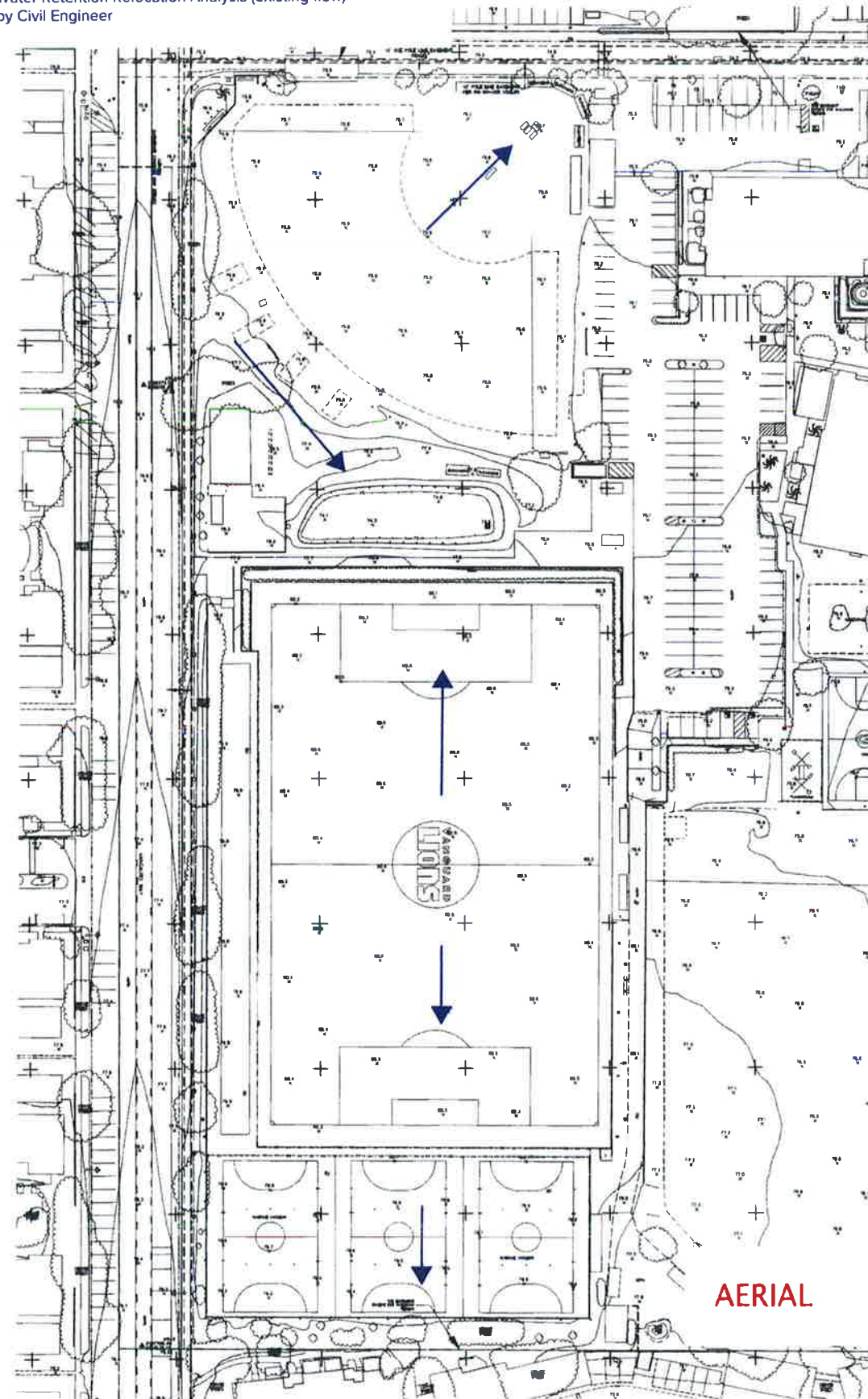
Key

- Parking Area Lost (73 Stalls Lost)
- Existing FMP Vision Building
- Proposed M&O Building

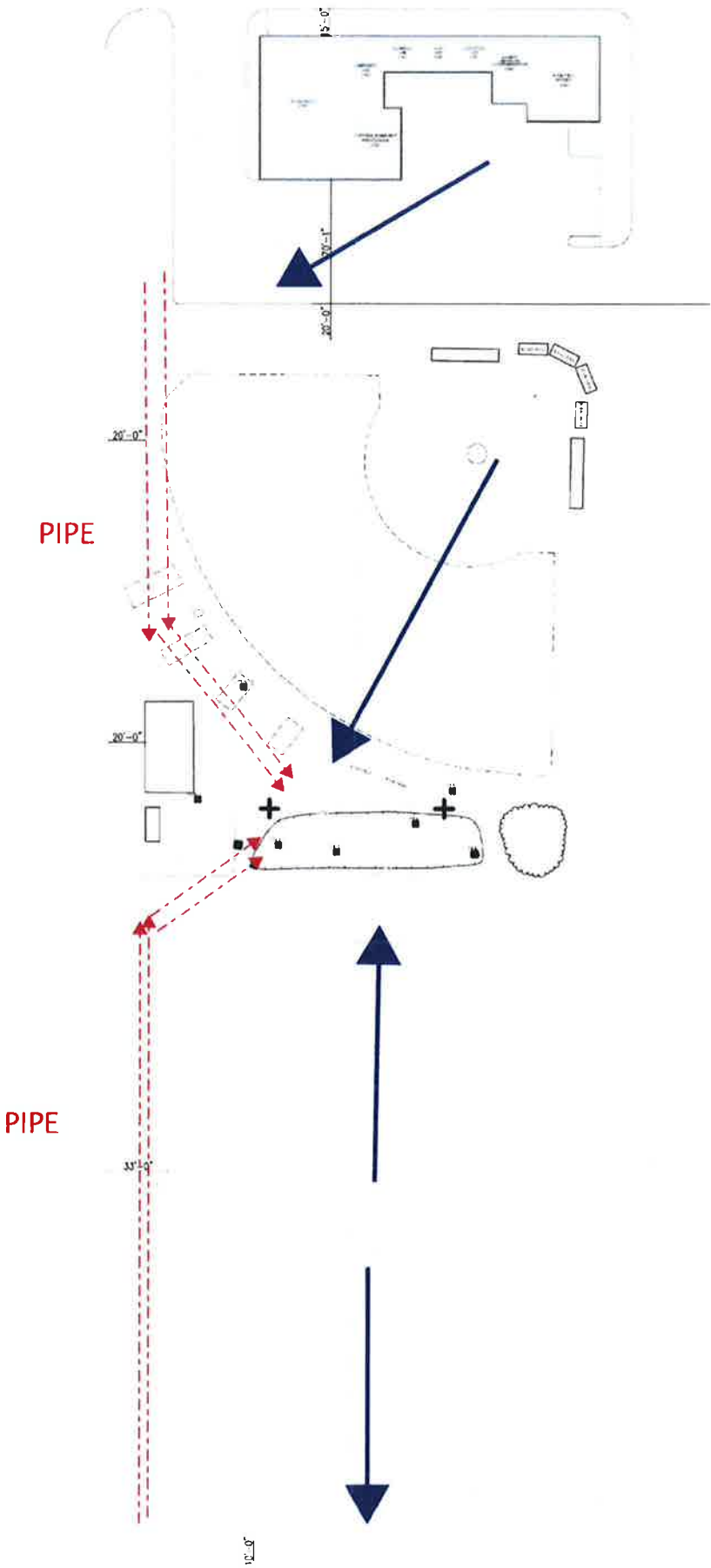
Primary Concerns

- **Vehicular Traffic:** vendor and service vehicles will circulate around and through areas with pedestrian traffic. Additionally, until STEM Phase 2 is completed, these vehicles will also exit campus with student / faculty / staff vehicles creating potential safety concerns
- **Use of Site:** the placement of M&O on the prominent North-East quadrant of the University is not the highest and best use of the land. This planning principal is further illustrated in Exhibit 6.
- **Parking:** there is an associated loss of 80 parking stalls with this alternative plan. The loss of these parking stalls will create a deficient parking per student ratio prior to the completion of the Master Plan.

Water Retention Relocation Analysis (existing flow)
by Civil Engineer

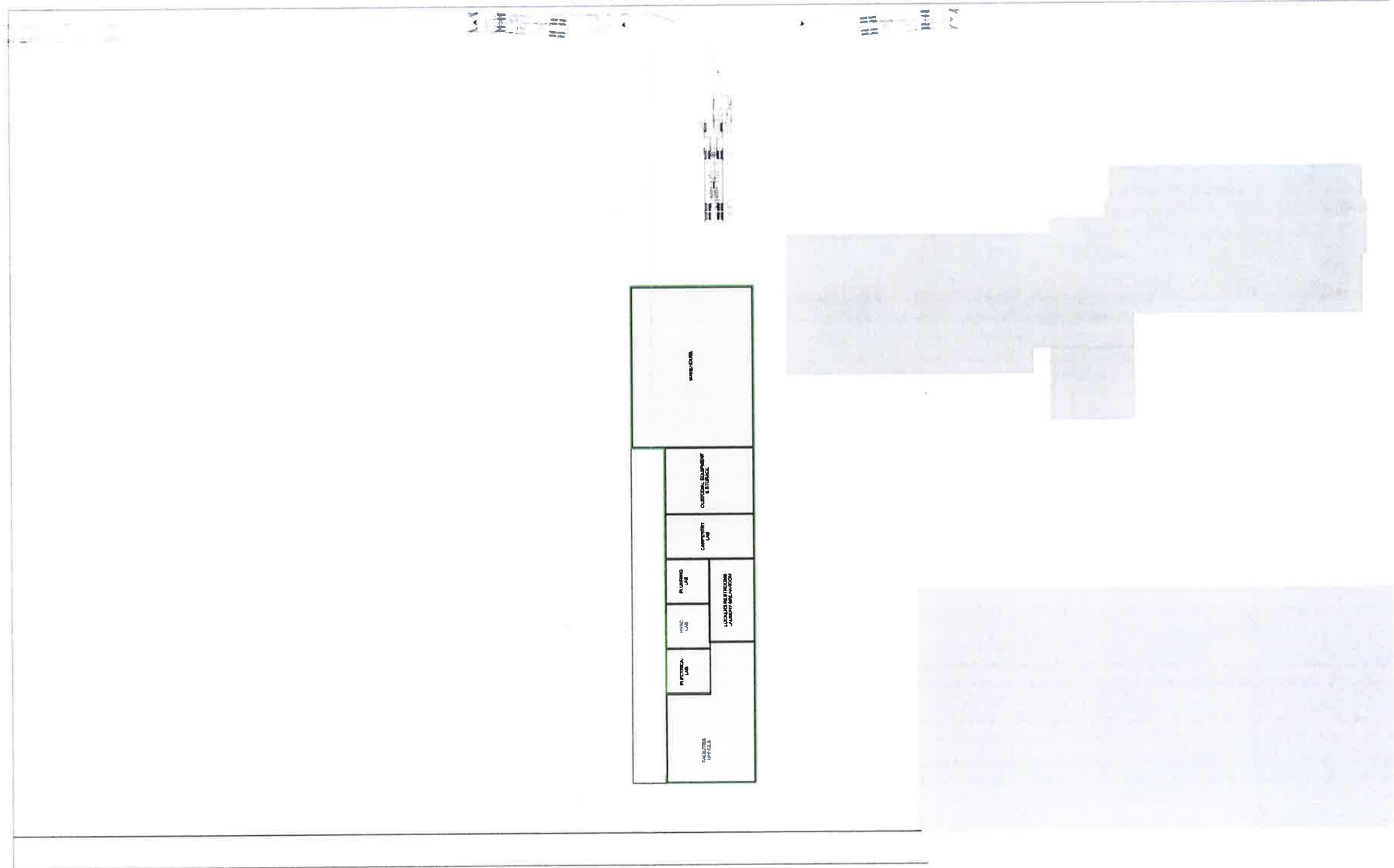


Water Retention Relocation Analysis
by Civil Engineer



OPTION B
1: 700

OK



AT EVENTS

1/64" = 1'



141

M&O Location Study: Relocating Retention Basin and Athletic Fields
ROM Cost Assessment

Task	Cost
Softball Field (New)	\$ 850,000.00
Soccer Field (Syntetic Turf)	\$ 2,500,000.00
Soccer Lighting	\$ 750,000.00
Soccer Netting / Fencing at South Edge	\$ 50,000.00
Retention Basin (Piping, Basin, Landscape Repair)	\$ 500,000.00
Total:	\$ 4,650,000.00