



CITY OF CARSON

PLANNING COMMISSION STAFF REPORT

PUBLIC HEARING: September 13, 2022

SUBJECT: General Plan Amendment (GPA) No. 111-21
Zone Change (ZCC) No. 185-21
Specific Plan (SP) No. 29-22
Development Agreement (DA) No. 27-21
Site Plan Design Review Overlay (DOR) No. 1858 -21

APPLICANT: Dylan Westhoff
21611 Perry Street LLC
4132 Katella Avenue, #205B
Los Alamitos, CA 90720

PROPERTY OWNER: Recreation Road LLC
181 S. 333rd St. #C-210
Federal Way, WA 98003

REQUEST: Consider approval of DOR No. 1858-21 and recommendation of City Council approval of Mitigated Negative Declaration and Errata and CEQA findings, GPA No. 111-21, ZCC No. 185-21, SP No. 29-22, and DA No. 27-21 for development of a 121,775 square-foot self-storage facility on a vacant parcel.

PROPERTY INVOLVED: 21611 Perry Street - APNs 7327-001-014 & 015

COMMISSION ACTION

AYE	NO		AYE	NO	
		Chairperson (Vacant)			Hernandez
		Vice-Chair Palmer			Huff
		Diaz			Monteclaro
		Docdocil			Rashad
		Guerra			D. Thomas
					Alt. (Vacant) Alt. Mfume Alt. Wilson

Item No. 6A

EXHIBIT NO. 1

I. Introduction

Property Owner

Recreation Road LLC
181 S. 333rd St. #C-210
Federal Way, WA 9800

Applicant

Dylan Westhoff
21611 Perry Street
4132 Katella Avenue, 205B
Los Alamitos, CA 90278

II. Project Description

The proposed project is a self-storage facility consisting of approximately 121,775 square feet in a mix of one- and two-story buildings, with a maximum height of 36 feet on a vacant parcel consisting of 2.80 acres. The 121,775 square-foot self-storage facility includes a lobby/self-storage office (2,425 square feet), cafe (1,550 square feet), and retail use such as a UPS or FedEx (700 square feet) store totaling 4,675 square feet.

For the proposed project to be approved in compliance with the City's Municipal Code, the applicant requests approval of the following entitlement requests:

- General Plan Amendment (GPA) No. 111-21 (from Light Industrial to Heavy Industrial)
- Zone Change (ZCC) No. 185-21 (from Manufacturing Light with a Design Overlay (ML-D) to Perry Street Specific Plan (PSSP))
- Specific Plan (SP) No. 29-22 (Perry Street Specific Plan, PSSP)
- Development Agreement (DA) No. 27-21
- Site Plan and Design Review (DOR) No. 1858-21.

This proposal requires several discretionary applications to ensure feasibility. This is due to proximity to residential properties, general plan constraints and zoning requirement constraints. The existing zoning is ML-D (Manufacturing, Light - Design Overlay) and many permissible uses are not compatible with adjoining residential due to traffic, noise and/or hours of operation concerns. The existing General Plan designation is LI (Light Industrial), and prevailing development standards hamstring opportunities including those that require higher floor area ratios. The proposed general plan amendment, zone change, and specific plan address these challenges and provide for a low impact development that is compatible with the adjoining residential uses. Public storage facilities are known to produce low vehicular traffic counts and do not produce noise or odor nuisances. This proposal redevelops a challenging site that would otherwise entertain commercial or industrial uses that would be incompatible or an attractive nuisance to the adjoining residential uses; including heavy machinery, food production or 24-hour business operations.

III. Project Site and Surrounding Land Uses

The subject property is in the ML-D (Manufacturing Light – Design Review) Zone and is designated Light Industrial under the Land Use Element of the General Plan. The subject project site is located on the northwest corner of East Carson Street and South Perry Street at 21611 South Perry Street. **Figure A Project Site and Regional Location.**

Land uses surrounding the proposed project site are residential uses to the north and commercial to the east and south.



Figure (A) Project Site in context to surrounding area.

The following provides a summary of the site information:

Site Information	
General Plan Land Use Designation	Light Industrial
Zone District	Manufacturing Light, Design Overlay (ML-D)
Site Size	2.80 acres or 122,071 square feet
Project FAR	0.99
Present Use	Vacant Land

Surrounding Uses/ Zoning	A mix of residential and commercial uses, Dominguez Channel to the west
-----------------------------	--

IV. Analysis

Site History

Prior to development in the early 1960s, the site was farmland. Since the early 1960s, tenants have included Plan Hold Corporation, Picket Industries, Air Harbor Machine Company, Inc., Focus Engineering Service, Aire RV and Sports Den, and Carson Trailer, Inc. The last tenant vacated the property in December 2009, and building demolition occurred in May 2011.

Environmental History

During the 1960s and through the 1970s, a septic tank was used by a former owner/operator at the southern boundary of the warehouse building. The converted septic tank/UST was removed in May 1990. Following removal of the converted septic tank/UST, soils samples were collected from the excavation pit under the supervision of the Los Angeles County Department of Public Works (LACDPW). Petroleum hydrocarbons were detected at concentrations exceeding the County's Pilot Program for Leaking Underground Storage Tanks. A subsequent investigation conducted by Conservtech in early 1991 concluded that contamination appeared to originate from multiple sources.

Additional investigations were conducted, and soil was sent to San Francisco Bay Water Quality Control Board (SFRWQCB) Environmental Screening Levels (ESLs) for the protection of commercial/industrial workers from direct exposure to soil. The primary risk drivers were benzene and total petroleum hydrocarbons (TPH) in the gasoline range. The excavations were limited to a 5-foot depth in three of the four excavations and to an 8-foot depth in the fourth excavation. Groundwater is present at depths ranging from approximately 8 to 14 feet below ground surface (bgs) at the site. This work was approved by the Los Angeles Regional Water Quality Control Board (LARWQCB). On December 15, 2014, the LARWQCB, concluded in a letter that no additional soil excavation work is necessary and "*no further action is required.*"

Although no further soil remediation work was necessary, as part of this commercial/industrial soil closure, a Covenant and Environmental restriction was executed and recorded on title to the property to limit use of the site to commercial and industrial land use applications to protect human health and the environment. The restrictions include:

- The Premises shall not be used directly or indirectly at any time for the operation of any school for minor children, childcare center, day care center, or for any type of park or playground, or for either permanent or temporary residential purposes (including multi-family residential uses, orphanage, nursing, or assisted living facility);
- The Premises shall not be used agricultural or irrigation purposes; and
- No groundwater shall be used for landscaping.

Currently, there are 16 groundwater monitoring wells at the site that are used as part of the LARWQCB groundwater monitoring program. Primary groundwater contaminants of concern identified in these wells included total petroleum hydrocarbons in the gasoline range, benzene and diisopropyl ether. It has been noted that concentrations in existing monitoring wells generally appeared to be stable or decreasing, with a few instances of

fluctuation. As part of the project, the applicant, in conjunction with the current property owner, will be relocating some of the monitoring wells.

Photos below show the site in various stages: clean up, in operation, and post-clean up.

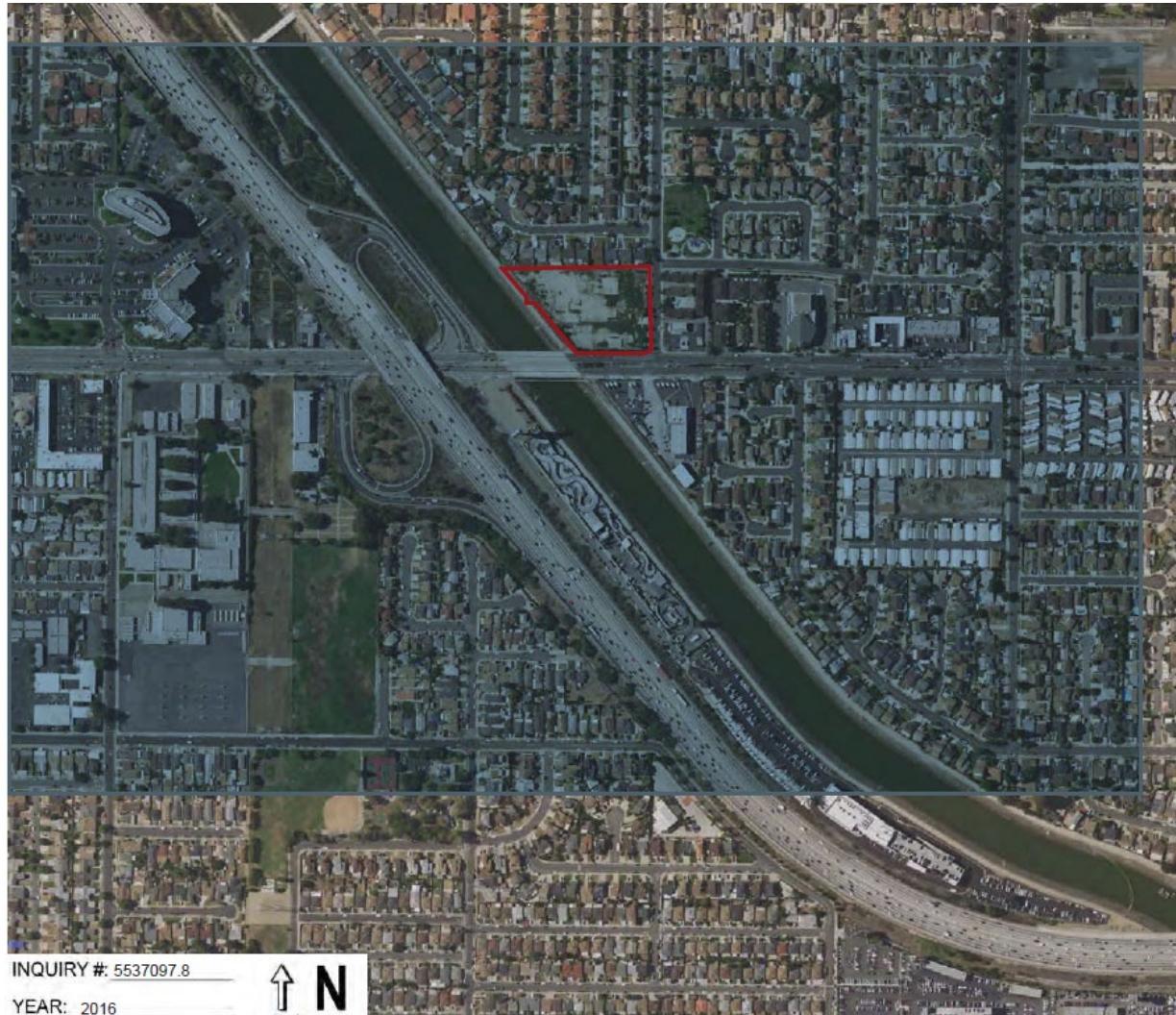


Figure (B) Project Site during clean up.



Figure (C) Project Site during operational period.



Figure (D) Project Site post cleanup.

Site Plan

The subject property measures approximately 2.08 acres. The proposed self-storage facility includes three buildings measuring approximately 121,775 square feet; Building A: 27,507 square feet, Building B: 32,906 square feet and Building C: 61,362 square feet. Building A features include a lobby/self-storage office (2,425 square feet), cafe (1,550 square feet), and retail use such as a UPS or FedEx store (700 square feet) totaling 4,675 square feet. All buildings feature interior climate-controlled storage units and external non-climate storage units. Ramp access to the second floors would be provided between Buildings B and C. **Figure E, Site Plan**, provides an illustration of the proposed project.

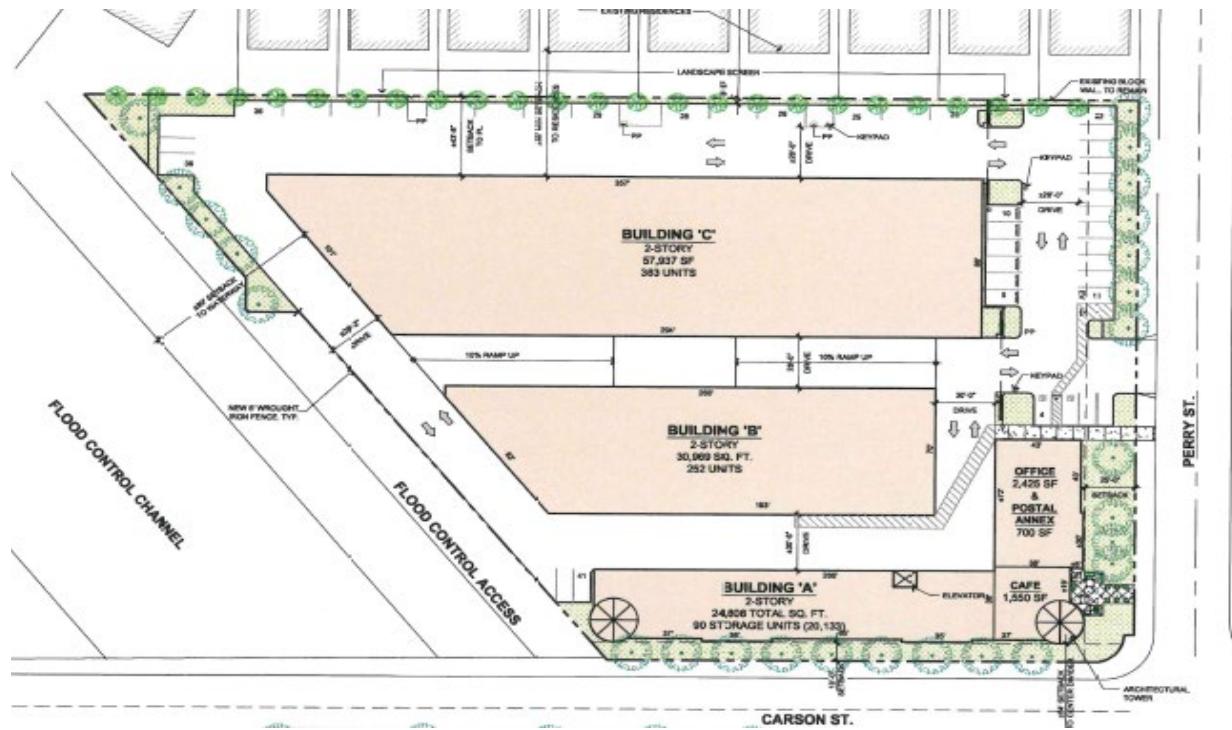


Figure E Site Plan

Access

The applicant will replace the existing driveway on Perry Street. Curb, gutter, sidewalks, and driveway will be designed and constructed with City Engineer review and approval. No access points or curb cuts are proposed along Carson Street. Internal access to the proposed self-storage facility will be controlled via computerized access gates. The premises will be under digital surveillance 24 hours a day, 7 days a week. Office hours are planned from 8am to 6pm, Monday through Sunday with access hours of 6am to 10pm, 7 days a week.

Parking & Traffic

Project shall provide 22 public parking spaces outside the computerized access gates for the self-storage facility, and 19 parking spaces inside the access gates.

Typical daily operational traffic is low in frequency and significantly less than a traditional warehouse, storage, or other manufacturing uses. Operational traffic consists of inbound and outbound UPS delivery trucks and self-storage patrons arriving and departing the

project site. Peak traffic trips to the project site are offset from the peak morning and afternoon commute periods.

Buildings and Architecture

As shown in **Figure F, Conceptual Rendering**, the proposed project would consist of neutral-toned building materials in Spanish styled architecture, which include Spanish accents, Spanish tile roof, spandrel glazing, and landscaping. The proposed design would largely resemble a multi-family residential building in its aesthetics and massing.



Figure (F) Conceptual Rendering

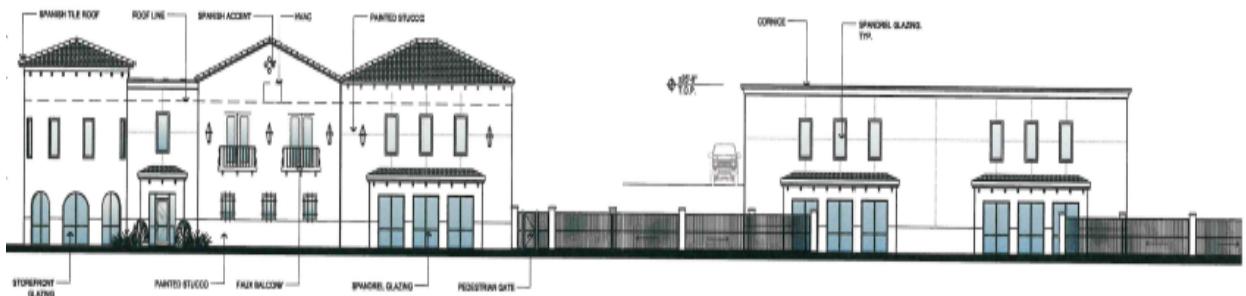


Figure (G) Proposed east elevations – Perry Street entrance

Signage

All signs proposed for the Project will be governed by a comprehensive sign program that will provide internal consistency in design style and direction for placement and size of signs, including a standardized wayfinding program. The comprehensive sign program shall also include provisions that ensure that lighting from signs shall not significantly intrude upon or impact adjacent residential uses.

Although, the sentence, "In addition, the building would include billboards." is included in the project applications under signage plans, the proposed project does not include a request for billboards at this time. A subsequent billboard application may be filed for review requiring approvals by both Caltrans and the Community Development Director.

Landscaping

The Project would include approximately 12,134 square feet of landscaping around the perimeter of the Project Site. A variety of drought tolerant ornamental shrubs and medium size trees, which would be varying in height, would be included as a part of the proposed landscaping. Landscaping and plantings to be provided along the site's northern edge will offer a verdant privacy screen for adjacent residential uses. The irrigation system would be designed and constructed to meet and/or exceed Model Water Efficient Landscape Ordinances (MWELO).

Security

The storage facility will feature a contemporary 24-hour security system including keypad entry security gates, individually monitored and alarmed storage units, video surveillance monitoring, burglar alarms, an automatic fire sprinkler system, as well as an intercom system. Pedestrian areas including entryways into the proposed project are well-lit for security. Onsite manager or other office personnel will monitor these security systems on a control panel during hours of operation. Should there be a violation of any of the security systems when the management office is closed, an independent security firm will respond.

Lighting

The proposed project will include low emittance lighting on the walls of the buildings facing the internal drive aisles and mounted at a height of approximately 12 to 14 feet. All fixtures will be shielded and directed towards the areas to be lit and away from adjacent light-sensitive residential uses. Lighting for uncovered parking areas, vehicular access ways, and walkways shall not exceed a height of 25 feet.

General Plan Amendment

General Plan Amendment No. 111-21 proposes to change the land use designation from Manufacturing, Light (ML) with .5 floor area ratio (FAR) to Manufacturing Heavy (MH) to allow for a 1.0 (FAR). This is in keeping with the proposed/preferred land use designation of Corridor Mixed Use in the upcoming General Plan Update which allows for a mix of commercial and residential uses. The Corridor Mixed Use designation will allow a maximum FAR of 1.0, with community benefits. In this instance due to the aforementioned Deed Restriction which prohibits residential use of the property, commercial use is the only use that would be available for the subject property, and the proposed project includes a Development Agreement.

Zone Change – Rezone

The project includes a Zone Change request to change the existing Manufacturing, Light with a Design Review Overlay (ML-D) designation to a Specific Plan (Perry Street Specific Plan or PSSP). A Specific Plan is a planning tool included in state law that allows cities to adopt different development standards than those in a specific zone. The proposed project requires different development standards than those included in the existing ML-D zone, therefore, the applicant proposes the Perry Street Specific Plan (PSSP).

V. Zoning and General Plan Consistency

The proposed project is not consistent with the standards of the Light Manufacturing (ML-D) zoning designation nor the Light Industrial General Plan land use designation. However, with the adoption of GPA No. 111-21, ZCC 185-21 to change the land use designation to Heavy Industrial and SP No. 29-22 (Perry Street Specific Plan), the

proposed project will be consistent with the amended General Plan land use designation, zoning designation, and allowable uses identified in the Specific Plan. The proposed project will also be consistent with the General Plan Update's anticipated land use designation of Commercial Corridor and its FAR of 1.0.

VI. Environmental Review and CEQA Finding

Planning Staff, working with the City's Environmental Consultant, has reviewed the potential environmental impacts of the proposed project pursuant to the California Environmental Quality Act (CEQA). Following an initial study, a Draft Mitigated Negative Declaration (State Clearinghouse #2022050571) was prepared and made available for a public review period from May 26, 2022, through June 27, 2022. No public comments were received suggesting that an Environmental Impact Report (EIR) should be prepared. The Draft Mitigated Negative Declaration found potentially significant impacts to biological resources, cultural resources, noise, and tribal cultural resources. With the inclusion of the proposed mitigation measures, which are included as project conditions of approval, all environmental impacts are mitigated to the maximum extent feasible and below a level of significance.

ESA, the City's CEQA consultant produced an Errata to the MND dated September 8, 2022, that analyzed the effects of a modest increase to the amount of self storage square footage, for a total of 121,775 square footage in the Project, as well as a slight height increase to a maximum of 3 stories and 36 feet. The City's traffic engineer Fehr & Peers produced an analysis dated September 7, 2022, concluding that the slight increases in square footage and storage units do not cause any new traffic related impacts or require new mitigation measures or project changes. Based on these two expert consultant reports, the city finds pursuant to CEQA Guidelines Section 15073.5 that these modest Project changes to not require recirculation of MND. Specifically, the slight increase in project square footage and height do not constitute a substantial revision as defined in CEQA Guideline Section 15073.5(b) in that (1) a new avoidable significant effect has not been identified and new mitigation or project revisions are not necessary to reduce the effect(s) to a level of insignificance, and (2) the City lead agency has determined that no new mitigation measures or project revisions are necessary to reduce any potential new effects to less than significant levels. The changes that occurred post MND circulation rep [resent new information added to the MND which merely clarifies, amplifies or makes insignificant modifications to the negative declaration as permitted by CEQA Guideline 15073.5(c)(4)].

VII. Public Outreach

The applicant was unable to host a community meeting due to the COVID-19 health crisis. Alternatively, on August 10, 2022, the applicant mailed comment notices to properties, both owners and tenants, within a 750-foot radius of the proposed project and posted the notice on the subject property. The notices described the project, requested community feedback, and shared a link to view the site plan and renderings on the City's website. To date, only two residents called the Planning Department with questions on the proposed project.

VIII. Public Notice

Notice of public hearing was posted to project site on August 10, 2022. The public hearing notice was posted in the newspaper and mailed to property owners and occupants within a 750' radius by August 31, 2022. The agenda was posted at City Hall 72 hours prior to the Planning Commission meeting.

IX. Recommendation

That the Planning Commission:

- **ADOPT** Resolution No. 22-____, entitled "A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF CARSON APPROVING SITE PLAN AND DESIGN REVIEW NO. 1858-21 AND RECOMMENDING THAT THE CITY COUNCIL ADOPT A MITIGATED NEGATIVE DECLARATION WITH ERRATA AND GENERAL PLAN AMENDMENT NO. 111-21, ZONE CHANGE NO. 185-21, SPECIFIC PLAN NO. 29-22, AND DEVELOPMENT AGREEMENT NO. 27-21 FOR THE CONSTRUCTION OF A 121,775 SQUARE-FOOT SELF-STORAGE FACILITY AT 21611 PERRY STREET, APNS 7327-010-014 & 015."

X. Exhibits

1. Draft Resolution
 - A. *Legal Description*
 - B. *Conditions of Approval*
2. Development Plans
3. Specific Plan (See <https://ci.carson.ca.us/content/files/pdfs/planning/sr/2022-09-13/Item6AExb3.pdf>)
4. Mitigated Negative Declaration (See <https://ci.carson.ca.us/content/files/pdfs/planning/sr/2022-09-13/Item6AExb4.pdf>)
5. Development Agreement (inclusive of proposed City Council adopting ordinance)

Prepared by: Stefanie Edmondson, ACIP, Senior Planner