

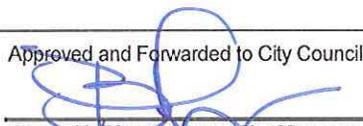


Agenda Date: 11/10/2015
Agenda Item: 5.1

STAFF REPORT

Date: Tuesday, November 10, 2015
To: Bryan H. Montgomery, City Manager
From: Joshua McMurray, Planning Manager
Subject: Acorn Self-Storage Preliminary General Plan Amendment (PA 06-15)

Approved and Forwarded to City Council:


Bryan H. Montgomery, City Manager

Summary

This is a request for a public hearing, by JMI Properties Corporation (Applicant) to discuss the merits of a potential project regarding amending the General Plan Land Use Designation from "Single-Family Residential, Low (SL)" to "Commercial (CO)" for the intended purpose of rezoning the property to "Planned Development (P-1)" District to accommodate future development of the site with a Self-Storage Facility. The approximately 4.67-acre site is located across from the Neroly Road and Placer Drive intersection at 4275 Neroly Road.

This is an advisory public hearing. There is no process to approve the project as a result of this hearing. Upon conclusion of the hearing, the City Council may act in an advisory role to the applicant on whether there is interest in considering an application for the requested project. If the Council shows favorable interest in the preliminary application, it may advise the applicant submit, and direct Staff to process, a General Plan Amendment application. Directing staff to process a General Plan Amendment application would not guarantee Staff support or City Council approval of the project.

Background and Project Description

Preliminary General Plan Amendment Process

The process of amending the City of Oakley 2020 General Plan ("General Plan") is subject to California Government Code ("GC") Sections 65350 – 65362, which apply to the preparation, adoption and amending of general plans and general plan elements. GC Section 65351 is written as follows:

"During the preparation or amendment of the general plan, the [City] shall provide opportunities for the involvement of citizens, California Native American Indian tribes, public agencies, public utility companies, and civic, education, and other community groups, through public hearings and any other means the planning agency deems appropriate."

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The application process for a general plan land use amendment can come with significant costs when factoring in Staff time involved in preparing documents, conducting analysis, holding non-public and public meetings, hiring consultants for technical and environmental studies and documents, and communicating and meeting with several outside agencies. Since a general plan land use amendment is a legislative and discretionary action that sets the tone for all other land use decisions on a property, Staff encourages potential applicants to first file a Preliminary General Plan Amendment, or "PGPA". The purpose of the PGPA is to allow the applicant to provide a brief description of the proposed amendment, and provide a concept of the project in mind in the event an eventual GPA is approved. A concept of the project is strongly encouraged by Staff. This also helps to prevent requests for land use amendments for the sole purpose of increasing allowable densities or intensities and therefore property value. A Preliminary Site Plan is included in this staff report's attachments.

Land Use Designation (Existing and Proposed)

The existing land use designation on the subject site is "Single-Family Residential, Low Density (SL)". The purpose of the SL Land Use Designation is to accommodate traditional single-family residential development, which maintains the low density typical of a large-lot suburban development. This designation allows for a minimum of 0.8 dwelling units and a maximum of 2.3 dwelling units per gross acre. Population density in this land use designation generally ranges from 3 to 8 persons per acre. Primary land uses include detached single-family homes and accessory structures. Secondary uses may include home occupations, small residential care and childcare facilities, churches and other places of worship, and other uses and structures incidental to the primary use.

The proposed preliminary land use designation amendment is to change the SL designation on the property to "Commercial" ("CO"). As stated in the Oakley 2020 General Plan:

"This designation allows for a broad range of commercial uses typically found adjacent to residential neighborhoods, downtowns, and freeways. The particular form of commercial zoning for different areas of the City will depend, among other factors, on the characteristics of surrounding land uses. General types of commercial uses include retail and service facilities, and limited office uses. Through sensitive design, commercial uses can be located near single-family residences with minimal disruption or impact. Typical uses will vary widely in size and purpose and include large-scale retail, regional-serving retail, grocery and convenience stores, salons, professional offices, restaurants, drug stores, dry cleaners, post office facilities, banks, and other uses of similar character and impacts."

The General Plan caps the maximum Floor Area Ratio (FAR) of 1.0 within the CO designation. Under the proposed request, there is a development potential of around 203,000 square feet. That number is based solely on the maximum allowable FAR and does not take into account a maximum site coverage of 40% and the landscaping, parking and other site improvements necessary to make a viable commercial project.

Existing Conditions and Surrounding Land Uses

The approximately 4.67-acre site is located across from the Neroly Road and Placer Drive intersection at 4275 Neroly Road. The site is currently is undeveloped (See Figure 1. Street View of Project Site). The Union Pacific Railroad line is directly west of the site. West of that is a parcel that is at the western edge of the Oakley City limit line. Further west is undeveloped property within the City of Antioch and Highway 4. An existing single-family residential neighborhood exists to the east of the project site. Existing single-family homes exist to the south and north, although they are not immediately contiguous with the site.

Figure 1. Street View of Project Site

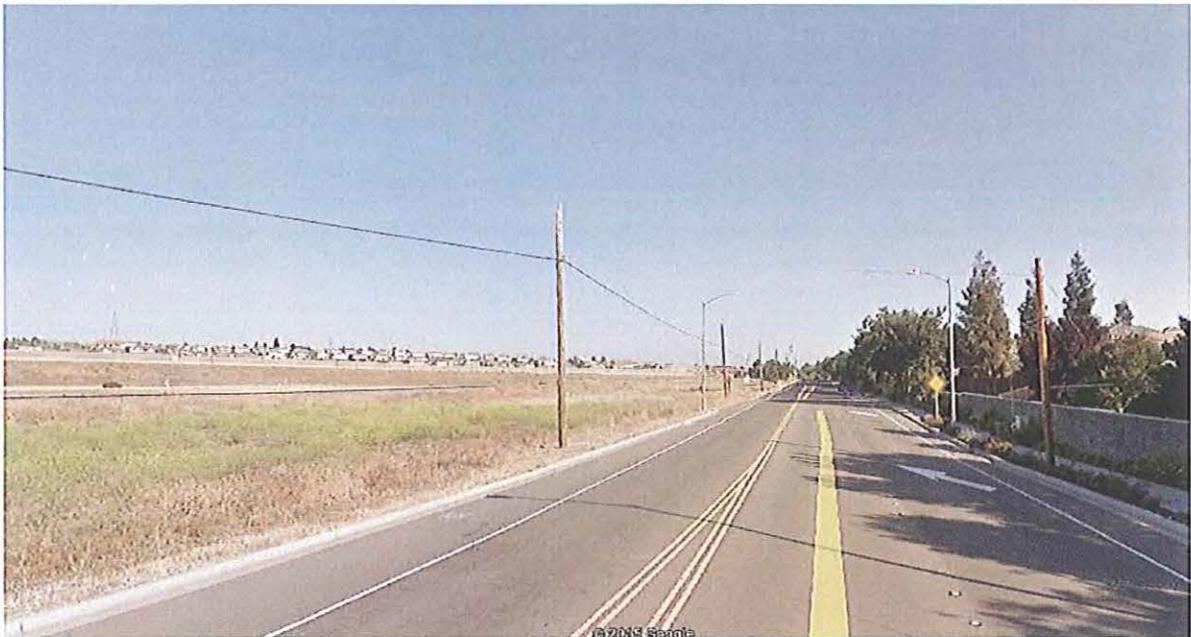


Figure 2. Aerial of Project Site and Adjacent Properties

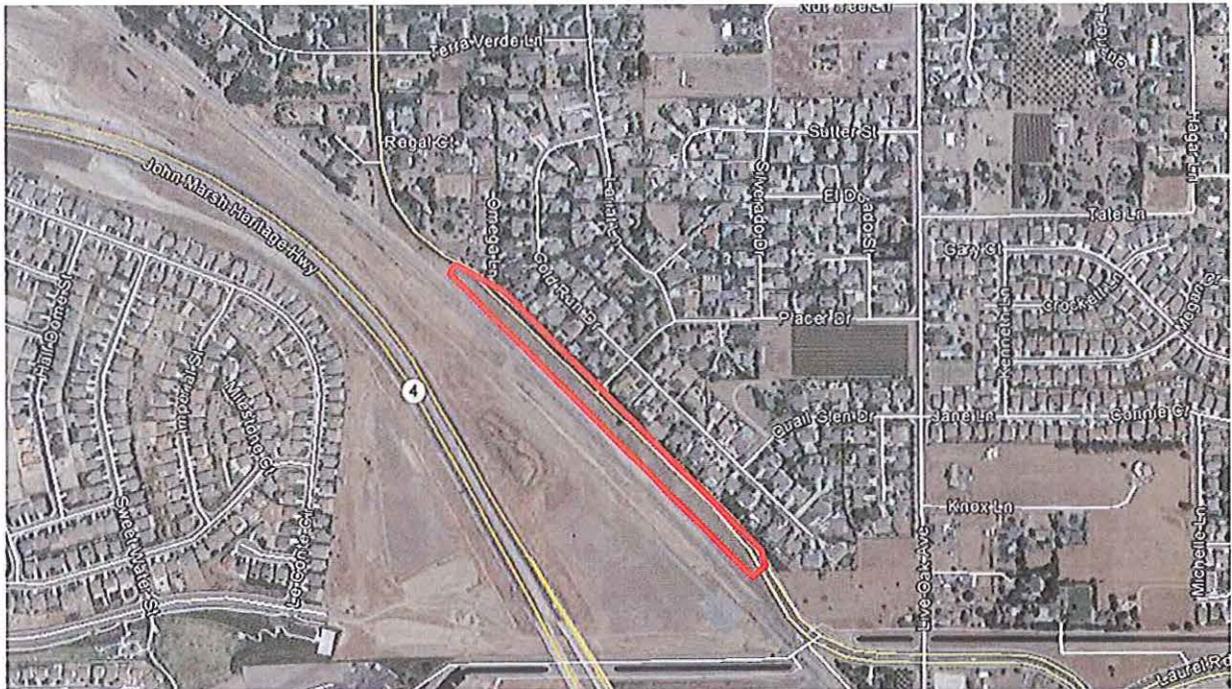


Figure 3. Land Use Diagram



Analysis

The purpose of this report is to allow Staff to provide objective information, related to the existing conditions and potential conditions as proposed by the Applicant, to the public and City Council, and provide the applicant an opportunity to present their preliminary plan to the Council and receive feedback. The public and City Council has been provided information related to the existing and proposed land use designations and their relative potential zoning designations and potential densities. The attached documents and maps should be used as reference for surrounding land use designations and uses.

The site is currently designated SL in the Oakley General Plan; however with the sites proximity to the Union Pacific Railroad line, the designation for a residential land use is not appropriate. Although the Commercial land use designation would allow for a broad range of commercial uses, Staff would suggest that any General Plan Amendment application include a request to zone the property with a Planned Development (P-1) Zone to specifically lock in the Self-Storage use. This would prevent any other uses establishing on the site without either an amendment to the P-1 zone or a rezone to a compatible Commercial zone.

The City has seen several preliminary General Plan Amendment applications over the past few months. Although it is uncertain which of those projects will move forward; we do know that every site has specific constraints and each site should be analyzed separately. This site is constrained with its long and narrow shape as well as the railroad line that would make any residential development infeasible. For these reasons, a low intensity use such as self-storage could be appropriate in this location. One other possible benefit of self-storage in this particular location is the buffer it would create between the homes that exist to the east and the railroad line. The current rail line is not active but could be in the future. As we have seen over the past few months, self-storage facilities can be designed in such a way that they can minimize their overall look by using aesthetically pleasing architecture, materials and landscaping. These reasons give merit to the preliminary application.

Recommendation

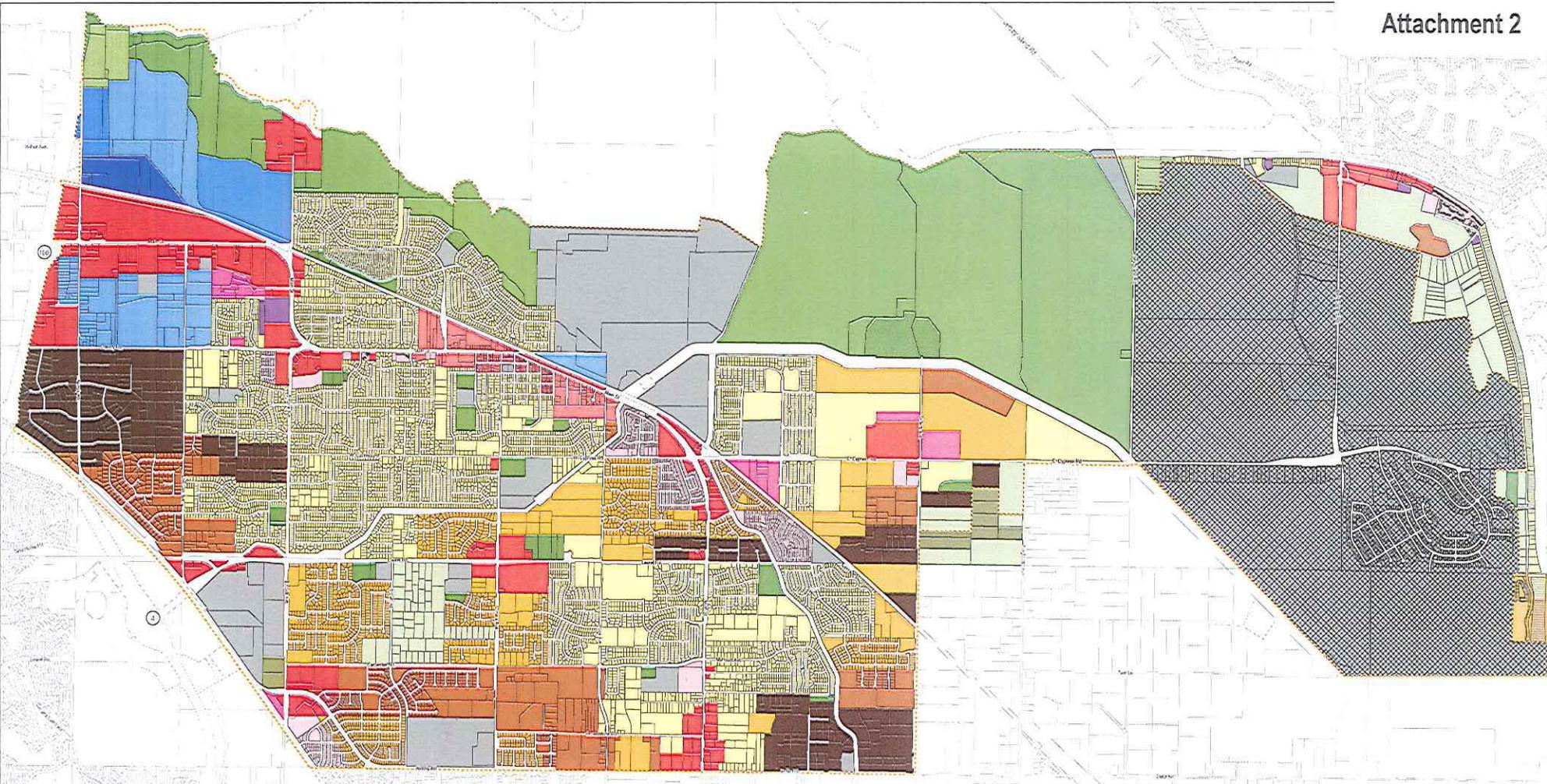
Staff recommends the City Council provide the applicant and staff with feedback regarding the Preliminary General Plan Amendment so that the applicant may decide whether to file an official application.

Attachments

1. Vicinity Map
2. Oakley 2020 General Plan Land Use Map
3. Preliminary existing and proposed general plan land use designations for the project site
4. Applicant's Conceptual Site Plan

Acorn Self-Storage Preliminary General Plan Amendment (PA 06-15)
4275 Neroly Road
APN: 041-021-025





- | | | |
|------------------------|------------------------|-------------------|
| Agriculture | Commercial Downtown | Oakley City Limit |
| Agricultural Limited | Commercial Recreation | |
| Single Family High | Business Park | |
| Single Family Medium | Light Industrial | |
| Single Family Low | Utility Energy | |
| Single Family Very Low | Public and Semi-Public | |
| Multi-Family Low | Delta Recreation | |
| Multi-Family High | Parks and Recreation | |
| Mobile Home | SP-4 | |
| Commercial | | |

City of OAKLEY
 General Plan Land Use Map City of Oakley
 Contra Costa County, California



Date: 8/11/2015



Acorn Self-Storage Preliminary General Plan Amendment (PA 06-15)

4275 Neroly Road

APN: 041-021-025

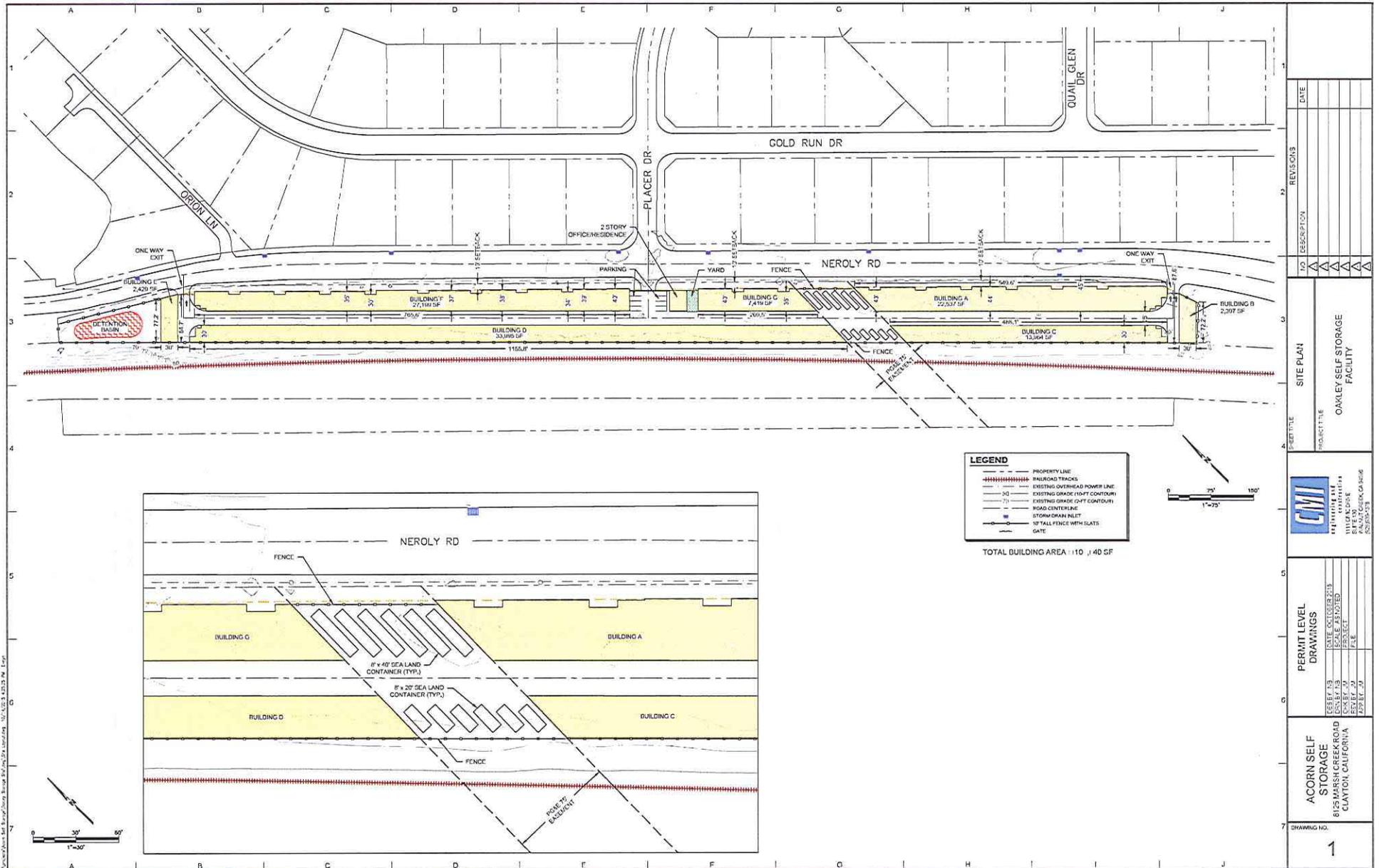
Existing and Proposed General Plan Land Uses

Existing



Proposed





LEGEND

- PROPERTY LINE
- ==== RAILROAD TRACKS
- EXISTING OVERHEAD POWER LINE
- - - - EXISTING GRADE (FOOT CONTOUR)
- - - - EXISTING GRADE (OFF CONTOUR)
- ROAD CENTERLINE
- STORM DRAIN INLET
- 10' TALL FENCE WITH SLATS
- GATE

TOTAL BUILDING AREA: 110,140 SF

NO.	DESCRIPTION	DATE

SITE PLAN
 PROJECT TITLE: OAKLEY SELF STORAGE FACILITY



PERMIT LEVEL DRAWINGS

DATE	DESIGNED BY	CHECKED BY	PROJECT
OCTOBER 2015			
DATE	DESIGNED BY	CHECKED BY	PROJECT

ACORN SELF STORAGE
 815 MARSH CREEK ROAD
 CLAYTON, CALIFORNIA

DRAWING NO. **1**

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