



Council Agenda Report

FROM: Kimberly Cole, AICP, Community Development Director
Prepared by: Ande Flower, AICP, Principal Planner

SUBJECT: Review Concept and Provide Initial Policy Guidance on Proposal to Allow Direct Access to and Expansion of Maximum Floor Area for Limited Warehousing and Storage Use Classification Within Monterey Regional Airport Safety Zone 5 (North Side of Garden Road) (Not a Project under CEQA Article 20, Section 15378 and under General Rule Article 5, Section 15061)

RECOMMENDATION:

That the City Council provide initial policy guidance on a proposal to allow direct access to and expansion of maximum floor area for limited warehousing and storage use within the Monterey Regional Airport Safety Zone 5. The concept is to allow self-storage within a prescribed area and to include shared facilities on the ground floor that would foster and support businesses. This action is not approving a specific project or zoning amendment, and it is not binding on future decisions regarding this proposal.

POLICY IMPLICATIONS:

Future amendments to the zoning classification for I-R (Industrial, Administration, and Research District) and CO (Office and Professional District) zones would be necessary.

FISCAL IMPLICATIONS:

Concept Applicant paid \$1,520.50 for this conceptual review, in addition to the \$4,000 deposit that he has paid for a Text Amendment permit. This represents approximately 25% of the City's actual costs of fully processing a Text Amendment application.

ENVIRONMENTAL DETERMINATION:

The City of Monterey determined that the proposed action is not a project as defined by the California Environmental Quality Act (CEQA) CCR, Title 14, Chapter 3 (CEQA Guidelines), Article 20, Section 15378). In addition, CEQA Guidelines Section 15061 includes the general rule that CEQA applies only to activities which have the potential for causing a significant effect on the environment. Where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA. Because the proposed action and this matter have no potential to cause any effect on the environment, or because it falls within a category of activities excluded as projects pursuant to CEQA Guidelines section 15378, this matter is not a project. Because the matter does not cause a direct or any reasonably foreseeable indirect physical change on or in the environment, this matter is not a project. Any subsequent discretionary projects resulting from this action will be assessed for CEQA applicability.

ALTERNATIVES CONSIDERED:

The purpose of the meeting is to discuss possible recommended policy alternatives.

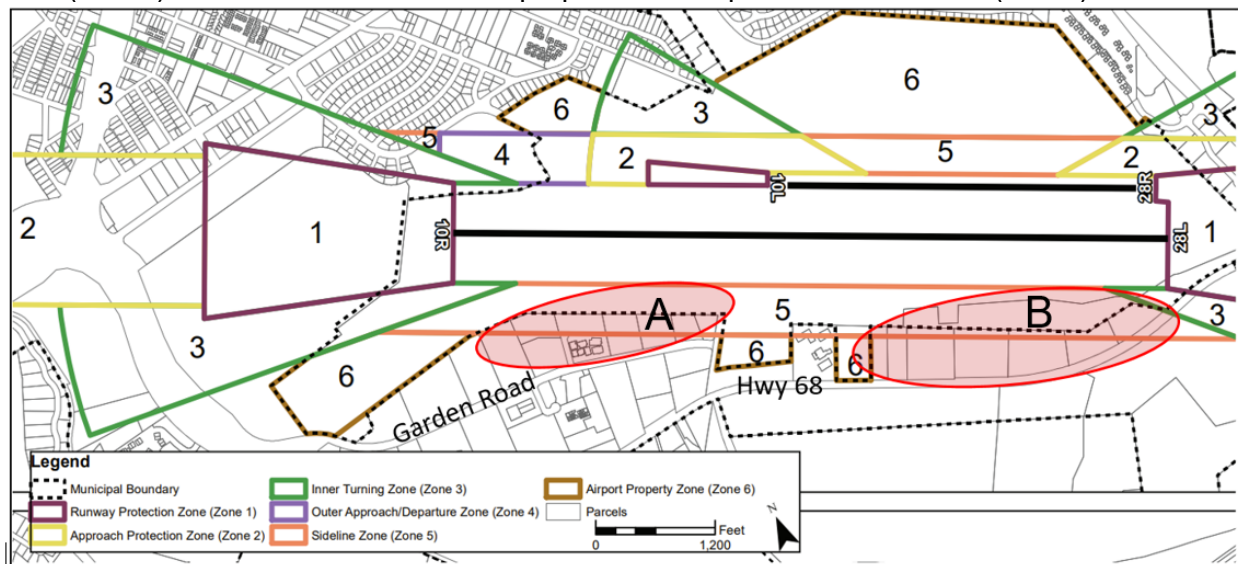
DISCUSSION:

Background

City code currently limits storage facilities to less than 5,000 square feet and prohibits direct access by the public. **The purpose of this restriction was to minimize the opportunities for self-storage facilities to be constructed in the City to preserve employment opportunities.** In 1985, the zoning chapter 38 was amended to allow wholesale and distribution including incidental assembly and packaging as an allowed use, though a use permit was required for any building in excess of 5,000 square feet. The current use classification for *Small Scale Wholesale Distributing and Storage* to allow storage and distribution facilities without direct public access, was adopted in 1990, with a maximum gross floor area for all small scale industrial uses limited to 5,000 square feet.

Concept Review Applicant, Brad Slama, requests consideration to allow self-storage within a prescribed area and has conveyed an eagerness to have such buildings include shared facilities on the ground floor that would foster and support web-based businesses.

Figure 1: Excerpt of Monterey Regional Airport Safety Zones from the Comprehensive Land Use Plan (CLUP). Parcels included with this proposed concept are circled in red (A & B).



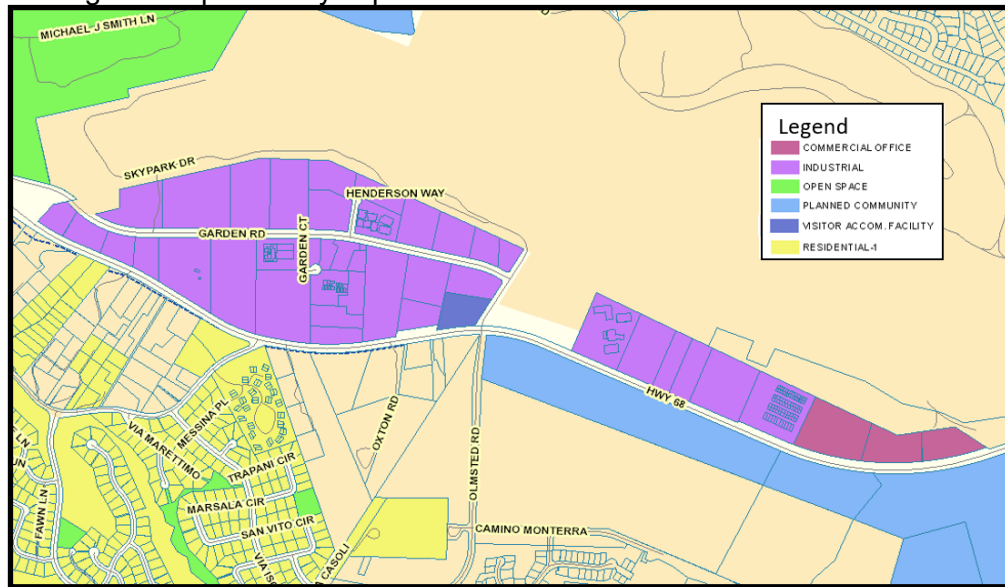
Analysis

The proposed change in the description of use would provide short-term storage for business start-ups, for major changes in life such as downsizing, and for renters of small living spaces. The area suggested for allowing such a use is comparable to storage that is currently rented at the north side of the Airport site, with access via Airport Road through the Casanova Oak Knoll neighborhood. The storage facilities owned by the Airport is also within an Airport Safety Zone.

As reported by the Applicant, there appears to be a strong possible market for storage in Monterey, which can translate into better design and materials than what has been considered

appropriate for self-storage design in the past (Attachment 2). New buildings in both zones require Architectural Review (Figure 2). Additionally, if Mr. Slama chooses to proceed with a proposed text amendment, such uses could be conditioned through the Planning Commission analysis of this proposal to have less lot coverage than office buildings, thereby reducing the bulk; ground-floor uses could be required to act as business incubators; and/or open space surrounding these uses could be required to be available for low-intensity recreation space.

Figure 2: Zoning for the potentially impacted area.



Within the Airport Safety zone 5, there are four properties in the I-R Zone and three within the C-O zone that are adjacent to Highway 68, a scenic highway. Development for the numerous properties within the I-R District on Garden Road would not directly affect the scenic highway. Staff recommends that any Use Classification change be reserved only for properties that 1) are in the Airport Zone 5; 2) within the I-R zone; and 3) are located on Garden Road.

Remaining analysis is related to the Monterey City Code Sec. 38-39. Specific Purposes. The specific purposes of industrial district regulations are to:

- A. Provide appropriately located areas consistent with the General Plan and applicable area plans for a broad range of manufacturing and service areas.

Staff comments: This proposal meets this purpose because all parcels within the proposed zoning change are within the Industrial General Plan designation and storage is an accessory use for a broad range of manufacturing and service-oriented businesses (Figure 3).

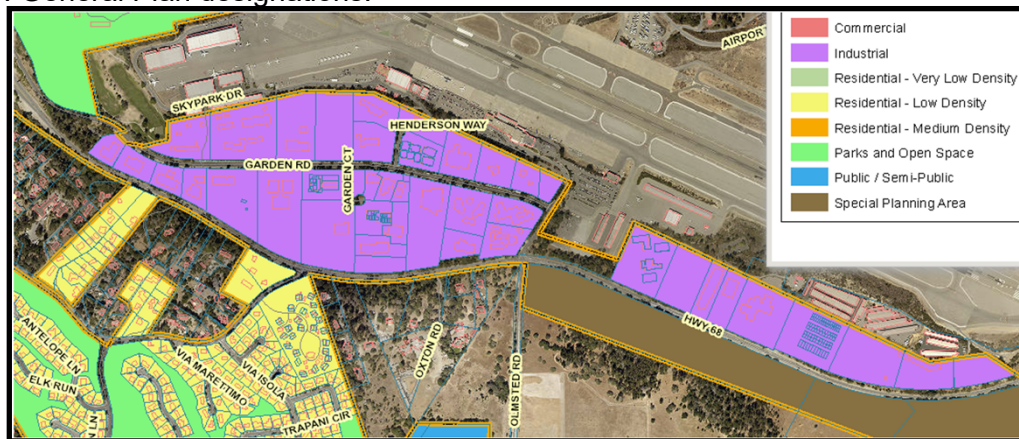
- B. Strengthen the city's economic base, and provide employment opportunities close to home for residents of the city and surrounding communities.

Staff comments: It is unknown if individual development proposals will meet this goal. It will depend on how much of a site is devoted to storage versus job opportunities. On the south side of Garden Road, the City has planned for 405 additional residential units. Residents may have a need for small incubator office space to create an area live/work situation.

The Applicant is suggesting that incubator office space could be combined with self-storage. To ensure this outcome, the City may want to explore options such as requiring a percentage of office to storage space. Incubator spaces can provide opportunity for new and early-stage businesses by providing shared resources like office space, technology transfer opportunities, research relationships, packing/shipping space, shared tools, as well as the possibility for a mentoring community.

If structures in this updated zone are required to include areas devoted to business development on the ground floor, then subsequent development could increase the possibility for jobs. This storage plus incubator-friendly space could enable low-threshold investment for businesses that are adapting to the current business climate. Potential advantages for this type of use would be support for direct-delivery, e-commerce, as well as increasing the local supply chain for goods and services.

Figure 3: General Plan designations.



- C. Provide a suitable environment for various types of industrial uses, and protect them from the adverse impacts of inharmonious uses.

Staff comments: Storage is a complementary use for the surrounding area and combination of uses; including office, light industrial, and multifamily residential. Storage is one of the few uses consistent with the Airport Commission's Comprehensive Land Use Plan, as is evidenced with the description for Safety Zone 5 (Figure 4). Lot coverage in the I-R zone is 30% for buildings greater than one-story.

- D. Ensure that the appearance and effects of industrial uses are compatible with the character of the area in which they are located.

Staff comments: All major exterior alterations and new construction would require Architectural Review. Direct access at the ground-floor is permitted for vehicle storage, which requires a use permit. To allow ground-floor storage without a use permit may necessitate enforcement over time. Councilmembers could discuss whether ground-floor access should be permitted, limited, or prohibited.

- E. Minimize the impact of industrial uses on adjacent residential districts.

Staff comments: The existing Multifamily Residential Overlay is only applicable to properties on the south side of Garden Road, and this proposal encompasses the north side of Garden Road.

F. Ensure the provision of adequate off-street parking and loading facilities.

Staff comments: Most sites on the north side of the Garden Road corridor have been developed with ample parking spaces. Therefore, redevelopment would likely incorporate existing parking lots to provide such parking.

Figure 4: Table of uses consistent with the Monterey Airport Regional Airport CLUP.

TABLE 4B (Continued) Safety Criteria Matrix Monterey Regional Airport					
Zone	Maximum Densities/Intensities/Required Open Land			Additional Criteria	
	Dwelling Units per Acre ¹	Maximum Non- residential Intensity ²	Required Open Land ³	Prohibited Uses ⁴	Other Development Conditions ⁵
5 - SSZ	1 d.u. per 2 acres	100 persons per acre	30%	<ul style="list-style-type: none"> Residential, except for very low residential and infill in developed areas¹¹ Hazardous uses (e.g., aboveground bulk fuel storage) Natural gas & petroleum pipelines¹⁰ Office buildings greater than 3 stories Labor-intensive industrial uses Children's schools, day care centers, libraries Hospitals, nursing homes Places of worship Schools Recreational uses, athletic fields, playgrounds, & riding stables Theaters, auditoriums, & stadiums Dumps or landfills, other than those consisting entirely of earth & rock. Waterways that create a bird hazard Hazards to flight⁶ 	<ul style="list-style-type: none"> Airport disclosure notice required Locate structures maximum distance from extended runway centerline Airspace review required for objects > 35 feet tall⁸

A new classification could be included with industrial uses: *Large Scale Wholesale Distributing and Storage* to allow storage and distribution facilities with direct public access. Staff recommends that the area considered for this use initially be limited to only the SSZ along Garden Road, shown as the red-circled area "A" in Figure 1. This new classification could be conditioned with ratio restrictions that enable incubator space, such as the following:

- 50% or more of the ground floor shall be dedicated to shared business incubator space including but not limited to shipping rooms and workshop areas.
- 30% or more of the parcel area, outside of the SSZ shall be dedicated to low-intensity recreational use, such as walking trails and tot-lots.

Staff's recommendation is for Councilmembers to share policy guidance with the Applicant. City Council feedback could lead to the next steps, which would be future consideration of amending

the City's Zoning classification set forth in Monterey City Code section 38-15(GG) and Section 38-16(E) in order to allow self-storage within Airport Safety Zone 5.

AF:cbk

Link: Monterey Regional Airport Comprehensive Land Use Plan ([CLUP](#))

Attachments: 1. Applicant proposal
 2. Applicant-submitted economic research

e: Monterey Regional Airport
 Monterey Regional Airport Land Use Commission
 All Business Associations
 All Neighborhood Associations

Writings distributed for discussion or consideration on this agenda item, pursuant to Government Code § 54957.5, are posted at <https://monterey.org/Submitted-Comments> within 72 hours of the meeting.