



City of Huntington Beach Planning and Building Department
STUDY SESSION REPORT

TO: Planning Commission
FROM: Scott Hess, AICP, Director of Planning and Building
BY: Tess Nguyen, Associate Planner *TN*
DATE: February 28, 2012

SUBJECT: GENERAL PLAN AMENDMENT NO. 11-002 / ZONING TEXT AMENDMENT NO. 11-002 (SKATE PARK PROJECT)

APPLICANT: VF Outdoor, Inc., 6550 Katella Avenue, Cypress, CA 90630

PROPERTY

OWNER: City of Huntington Beach, 2000 Main Street, Huntington Beach, CA 92648

LOCATION: 7461 Center Avenue, Huntington Beach, CA 92647 (2.7-acre vacant site on Center Avenue, approximately 500 ft. east of Gothard Street)

PROJECT REQUEST AND SPECIAL CONSIDERATIONS

The applicant, VF Outdoor, Inc., is requesting a General Plan Amendment to amend the Housing Element and a Zoning Text Amendment to amend the Beach and Edinger Corridors Specific Plan (BECSP) in association with the development of a public skate park. The General Plan Housing Element specifies that the 2.7-acre site will be designated exclusively for residential uses and indicates that the City intends for the site to be developed with a minimum of 175 affordable units. In addition, the site is designated in the Beach and Edinger Corridors Specific Plan (Town Center – Neighborhood) as “Residential Required”. In order to permit the development of the proposed skate park, an amendment to the General Plan Housing Element and a Zoning Text Amendment to the Beach and Edinger Corridors Specific Plan is required to remove the housing designation on the project site.

The City of Huntington Beach, through the Housing Element, is required to fulfill the City’s share of the regional housing needs (RHNA) as determined by the Southern California Association of Governments. The RHNA allocation for the City is 2,092 units, distributed among the following income groups: 454 very low income, 369 low income, 414 moderate income, and 855 above moderate income units. Because of a shortfall in vacant sites necessary to fulfill the lower and moderate income housing needs, the City was required to commit to a rezoning program in the 2008 Housing Element update. Pursuant to AB 2348, a rezoning program to provide adequate sites to address a RHNA shortfall must adhere to the following parameters:

- Sites must be rezoned to accommodate 100% of the RHNA shortfall for very low and low income units
- Rezoned sites for lower income households must accommodate residential uses “by right”
- Rezoned sites must be able to accommodate a minimum of 16 units

- At least 50% of sites rezoned to address the lower income housing shortfall need to be accommodated on sites designated for exclusively residential use

At the time of the Housing Element update, the City was working on the BECSP. Because the BECSP was being structured to allow most residential projects by right (with a Site Plan Review), the City chose to designate sites within the BECSP area for the rezoning program. The Housing Element identified five potential sites. Ultimately, to address the City's lower income RHNA shortfall of 352 units on exclusively residential sites (50% of total 704 lower income RHNA shortfall), the project site and a site on Delaware Street (south of Main Street) were rezoned in the BECSP. With the development of the skate park being proposed at the project site, the amendment to the General Plan Housing Element to remove the reference to the project site is necessary.

The project site is located in the Town Center – Neighborhood of the BECSP, which allows for a mix of uses, ranging from retail uses to civic and cultural uses and from office uses to residential uses. If the "Residential Required" designation on the project site is removed by the Zoning Text Amendment, the project site is still allowed to develop with those range of uses. The development of a skate park, as a recreation facility, is categorized as a civic and cultural use which is permitted with a Site Plan Review.

The applicant has not yet filed specific project entitlements at this time. However, the applicant has prepared a conceptual plan for the proposed skate park project that includes a 14,000 sq. ft. skate plaza area, a 13,000 sq. ft. skate bowl area, a 3,500 sq. ft. skate shop/concession/restroom building, a 15,000 sq. ft. turf/walking area, a 480 sq. ft. restroom structure, and a 200 sq. ft. entrance kiosk. The main parking lot (approximately 27 spaces) is accessed from Center Avenue and a secondary parking area (approximately 39 spaces), which is used only for special events, is accessed from McFadden Avenue. The project includes up to 15 special event days throughout the year, expected to draw between 300 to 2,500 spectators with overflow parking located at the Huntington Beach Sports Complex. In order to allow for potential future development of a transit stop, the proposed project includes a 20-foot wide by 300-foot long "transit reserve area" at the southeast corner of the site. This is the project analyzed in EIR No. 10-009, which will be reviewed in a separate staff report.

The project consists of the following entitlement requests:

- General Plan Amendment: To amend the Housing Element: 1) to remove the reference to the project site on Page IV-16; 2) to remove Site #5 from Table IV-7 (Sites for Potential Rezoning to Exclusively Residential Use) on Page IV-17; and 3) to remove the discussion of Site #5 on Page IV-18 (Attachment No. 2).
- Zoning Text Amendment: To amend the Beach and Edinger Corridors Specific Plan to remove the "Residential Required" designation (yellow dashed lines) from the subject property (Attachment No. 4).

CURRENT LAND USE, HISTORY OF SITE, ZONING AND GENERAL PLAN DESIGNATIONS

LOCATION	GENERAL PLAN	ZONING	LAND USE
Subject Property:	M-sp-d (Mixed Use – Specific Plan Overlay – Design Overlay)	SP 14 (Beach and Edinger Corridors Specific Plan – Town Center Neighborhood)	Vacant
North (across McFadden Avenue in the City of Westminster) of Subject Property:	P/OS (Park/Open Space) and RL (Residential – Low)	P-F (Public Facilities) and R-1 (Single Family Residence)	Single Family Residential and College Park
South (across Center Avenue) of Subject Property:	M-sp-d (Mixed Use – Specific Plan Overlay – Design Overlay)	SP 14 (Beach and Edinger Corridors Specific Plan – Town Center Neighborhood)	SCE Transmission Towers, Plant Nursery Storage, and Shopping Center
East (across railroad tracks) of Subject Property:	M-sp (Mixed Use-Specific Plan Overlay)	SP 1 (North Huntington Center Specific Plan)	Old World Village and Multi-Family Residential
West of Subject Property:	M-sp-d (Mixed Use – Specific Plan Overlay – Design Overlay)	SP 14 (Beach and Edinger Corridors Specific Plan – Town Center Neighborhood)	SCE Transmission Lines and OCTA Transportation Center

APPLICATION PROCESS AND TIMELINES

DATE OF COMPLETE APPLICATION:

Not Applicable

MANDATORY PROCESSING DATE(S):

Not Applicable

GPA No. 11-002 and ZTA No. 11-002 were filed on March 11, 2011 and are tentatively scheduled for the Planning Commission meeting of March 27, 2012.

CEQA ANALYSIS/REVIEW

Environmental Impact Report (EIR) No. 10-009 analyzes the potential environmental impacts associated with the proposed Skate Park Project and identifies appropriate mitigation measures. The draft EIR was distributed to the Planning Commission for review at the start of the 45-day public comment period on January 13, 2012. EIR No. 10-009 will be introduced to the Planning Commission at the March 13, 2012 Study Session.

COMMENTS FROM CITY DEPARTMENTS AND OTHER PUBLIC AGENCIES

The analysis in GPA No. 11-002 and ZTA No. 11-002 reflects and is based in part on consultation with the Economic Development Department. No other comments have been received.

PUBLIC MEETINGS, COMMENTS AND CONCERNS

Several public meetings associated with Draft EIR No. 10-009 were held and will be described in detail in the March 13, 2012 Planning Commission Study Session staff report.

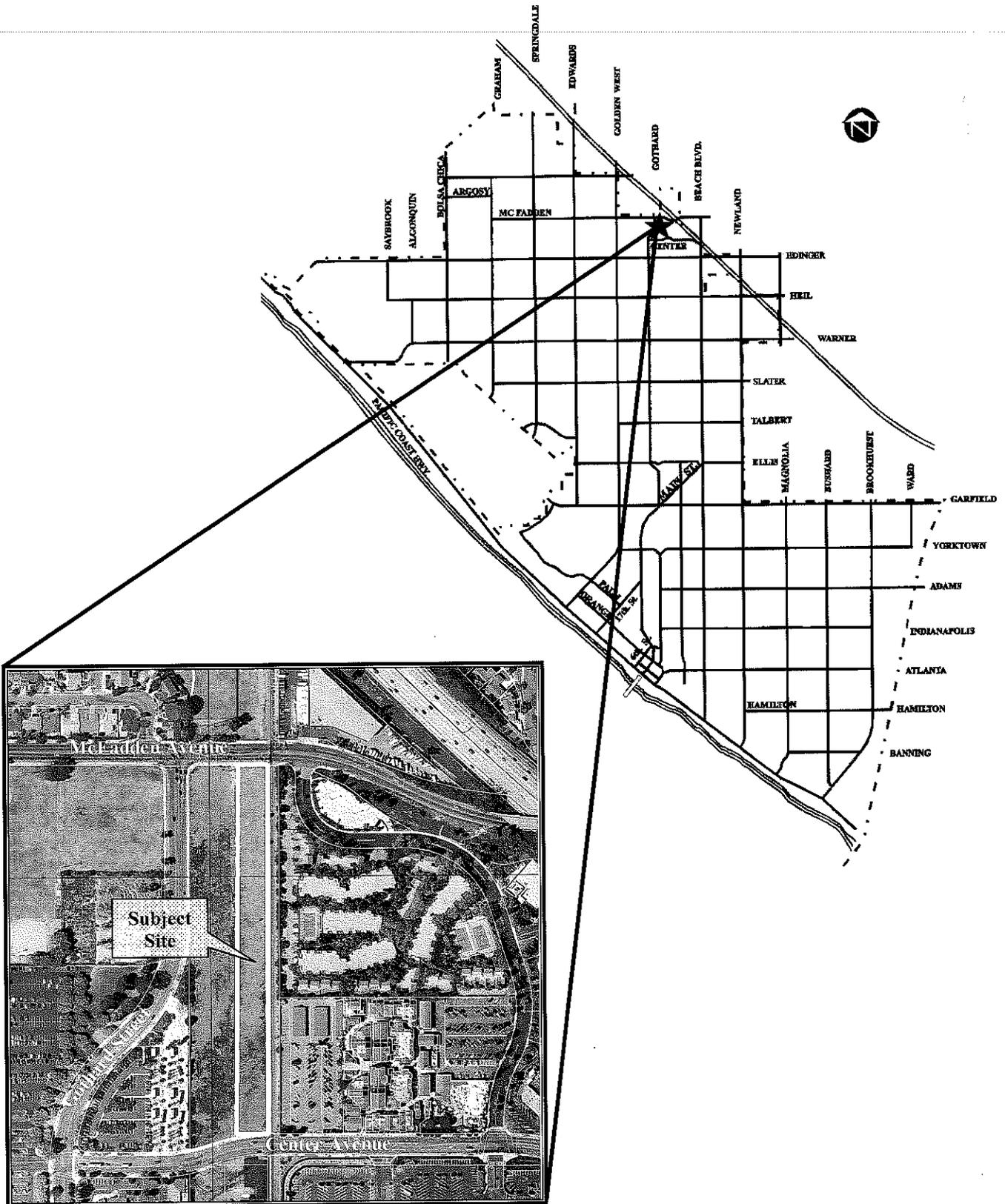
PLANNING ISSUES

The primary issues for the Planning Commission to consider when analyzing the proposed requests are:

1. The proposed General Plan Housing Element Amendment to remove the housing designation on the project site;
2. Compliance with State Housing Element Law;
3. The proposed Zoning Text Amendment to remove the “Residential Required” designation from the subject property; and
4. The overall conformance with the goals, objectives, and policies of the General Plan.

ATTACHMENTS:

1. Vicinity Map
2. Existing and Proposed Housing Element Sections (Legislative Draft)
3. Existing BECSP (Zoning) Map
4. Proposed BECSP (Zoning) Map
5. Project Narrative dated and received March 11, 2011



VICINITY MAP
GENERAL PLAN AMENDMENT NO. 11-002
ZONING TEXT AMENDMENT NO. 11-002
(SKATE PARK PROJECT—7461 CENTER AVENUE)

GENERAL PLAN AMENDMENT NO. 11-002

Table IV-6
Beach/Edinger Corridor Specific Plan – Example Mixed Use Projects & Opportunity Sites

Projects	Number of New Units	Site Acreage	Project Density
Edinger Avenue			
The Ripcurl	440 apartment units	3.8 acres	115 units/acre
The Village at Bella Terra*	500 units	15.8 acres	32 units/acre
Watt Development Property	600 units	13.8 acres	44 units/acre
former Levitz property	1,260 units	12.5 acres	101 units/acre
Beach Boulevard			
Beach & Warner	270 units	9.4 acres	29 units/acre
Beach & Ellis (sec)	120 units	2.6 acres	46 units/acre
Opportunity Sites			
Beach & Ellis (nwc)	150 units	2.4 acres	62 units/acre
Beach & Yorktown (nec)	200 units	3.5 acres	57 units/acre
Total	3,540 units		

*Located on Edinger in The Crossings Specific Plan adjacent to Beach/Edinger Specific Plan area.

Rezoning for Exclusively Residential Use

As a means of complying with AB 2348 which requires at least half of sites rezoned to address a lower income RHNA shortfall to be designated exclusively for residential uses, the City has identified sites both within and adjacent to the Beach/Edinger Specific Plan appropriate for development as entirely residential. The City will rezone three or more of the sites are identified in Table IV-7 (illustrated in Figure 9), encompassing targeted sites on Beach Boulevard; parcels within the Pacifica Specific Plan (off Beach Blvd) and a Redevelopment Agency owned site on McFadden Avenue adjacent to Goldenwest College. The City is currently able to commit to rezoning Sites 4 and 5; **As part of the Beach/Edinger Specific Plan adoption in March 2010, Site 4 was rezoned as entirely residential.** Determination of which sites among 1-3 will be redesignated for exclusively residential will need to be confirmed as part of the Beach/Edinger Specific Plan process **an additional zone change.** Rezoning of three or more of the sites in Table IV-7 will more than address the City's lower income RHNA shortfall for 352 units on exclusively residential sites (50% of total 704 lower income RHNA shortfall).

**Table IV-7
Sites for Potential Rezoning to Exclusively Residential Use**

Map #	Location	Current Zoning	Anticipated # of units	Site Acreage	Density
1	Beach Blvd, S. of Yorktown	CG	70	2.12	33 du/ac
2	Cypress and Elm, behind Beach Blvd.	CG	40	.76	30 du/ac
3	Beach Blvd, N. of Yorktown	CG	100	3.14	31 du/ac
4	Pacifica Specific Plan Delaware St, S. of Main	SP2	187	3.13	60 du/ac
5	McFadden Ave (RDA owned site)	IG	175	2.7	65 du/ac
Total			572 379		

The City used the following process to develop the inventory of sites for rezoning to exclusively residential use. As part of the Beach/Edinger Specific Plan, a “micro-vulnerability” analysis was conducted along Beach Boulevard to identify those sites most vulnerable to change from existing use (refer to Appendix A). City staff then evaluated these sites to determine which would be most appropriate for redesignation to an exclusively residential use, and identified sites 1-34 on Table IV-7. As depicted in the Rezoning Sites Table and accompanying aerial photos in Appendix A, these sites are characterized by a mix of older, economically marginal uses; parking lots; and vacant parcels - all factors contributing to their identification as vulnerable to change. The City’s consultant for the Specific Plan estimated the dwelling unit potential on each of these sites based on an expected residential product type, providing the basis for the units identified in Table IV-7. The Beach/Edinger Specific Plan is structured as a form based Development Code, and does not establish maximum residential densities. The densities presented for sites 1-34 are not prescribed and do not represent maximum densities, but rather reflect the anticipated density based on an assumed product type.

Site #4 in Table IV-7 falls just outside was rezoned as part of the Beach/Edinger Specific Plan ~~within the Pacifica Community Plan~~. The four parcels that comprise this former hospital site consist of surface parking lots, and a medical office building slated for demolition. A portion of this site had a previous proposal for development with 130 senior condominiums, and several developers have expressed an interest to the City in developing the site with housing at densities ranging from 70-80 units/acre. The Pacifica Community Plan identifies residential as a conditionally permitted use with no density cap. ~~The City is committed to amending the Specific Plan to allow housing by right, and modifying the Plan’s development standards as necessary to facilitate development at 60 units/acre.~~

Although Site #4 consists of 4 separate parcels, all of the parcels are held under one ownership and would be required to be consolidated prior to development of the site. Additionally, all but one of the parcels would be able to accommodate a minimum of 16 units if sold and developed separately. It should be noted that the parcel that would not

be able to accommodate a minimum of 16 units is tied to an adjacent parcel and would not be developed on its own as it is substandard in size and does not have street access.

~~Site #5 is a 2.7 acre vacant site on McFadden Avenue adjacent to Golden West College owned by the Redevelopment Agency, and has been targeted for development with affordable housing. The Agency intends to issue a Request for Qualifications in mid-2008 to non-profit housing developers for development of the site, and complete negotiations with the selected developer by year end; environmental review on the site will be conducted as part of the EIR on the Beach/Edinger Specific Plan. The Agency's goal is to develop the site as exclusively residential, and to accommodate a minimum of 175 affordable units on the site. This property is currently designated for Mixed Use in the General Plan and zoned General Industrial; the City will amend the General Plan and Zoning for this site to allow only residential use.~~

Adequacy of Rezoning Program to Address RHNA Shortfall

As indicated in Table IV-5, Huntington Beach has a shortfall of currently zoned sites to accommodate a portion of its regional housing needs for 704 lower income and 311 moderate income units. The City is committing to a rezoning program as part of the Housing Element (Program #9A) to provide adequate sites at appropriate densities to address this shortfall, and to address the following parameters of AB 2348: a) rezoned sites for lower income households provide for residential uses "by right"; b) rezoned sites accommodate a minimum of 16 units; c) at least 50% of sites rezoned to address the lower income housing shortfall are accommodated on sites designated for exclusively residential use.

By way of example of high density residential sites to become available as part of the overall 5,000 unit capacity within the Beach/Edinger Specific Plan, Table IV-6 illustrates eight specific opportunity sites and proposed mixed use projects. These eight sites alone provide capacity for over 3,500 units, seven of which provide densities appropriate to support lower income development, and one site with densities suitable to support moderate income development. Through the rezoning to occur as part of the adoption of the Beach/Edinger Specific Plan, the City has provided suitable sites to address the City's RHNA shortfall for 311 moderate income units, and 352 lower income units permitted to be part of a mixed use development. Table IV-7 demonstrates the City's site capacity to address its shortfall of 352 lower income units on sites designated for exclusively residential use.

5. Availability of Infrastructure and Public Services

As a completely urbanized community, the City of Huntington Beach has already in place all of the necessary infrastructure to support future development. All land designated for residential use is served by sewer and water lines, streets, storm drains, and telephone, electrical, and gas lines. However, as an older community, much of the City's infrastructure is aging and will require improvements or replacement over time. The timing and funding of improvements need to be closely correlated with development phasing. The City has adopted an Integrated Infrastructure Master Plan that identifies needed improvement(s) and associated costs.

Zoning Text Ammendment No. 11-002

Existing BECSP (Zoning) Map

City of
Westminster

Residential
Low
Density
(RL)

North Huntington
Center
Specific Plan
(SP1)

I-405

Public-Semipublic
(PS)

Center Ave

Bella Terra
Specific
Plan
(SP13)

Town Center
Boulevard
Segment

Town Center
Neighborhood

Town Center Core

Edinger Ave

Town Center Boulevard Segment

Town Center Boulevard Segment

Goldenwest St

Residential
Low
Density
(RL)

Industrial
General
(IG)

Gothard St

Industrial
General
(IG)

Railroad Tracks

Residential
Medium High
Density
(RMH)

Beach Blvd



ATTACHMENT NO.

B.1

Zoning Text Ammendment No. 11-002

Proposed
BECSP
(Zoning)
Map

City of
Westminster

Residential
Low
Density
(RL)

North Huntington
Center
Specific Plan
(SP1)

I-405

Public-Semipublic
(PS)

Town Center
Neighborhood

Center Ave

Bella Terra
Specific
Plan
(SP13)

Town Center
Boulevard
Segment

Town Center
Core

Edinger Ave

Town Center Boulevard Segment

Town Center Boulevard Segment

Residential
Low
Density
(RL)

Industrial
General
(IG)

Industrial
General
(IG)

Residential
Medium High
Density
(RMH)

Goldenwest St

Gothard St

Railroad Tracks

Beach Blvd



ATTACHMENT NO. 4.1

**DRAFT CENTER AVE SKATE PARK
PROJECT NARRATIVE**

RECEIVED

MAR 11 2011

Dept. of Planning
& Building

Entitlement Request

The applicant requests a General Plan Amendment and Zoning Text Amendment of a 2.718 acre parcel identified as APN 142-073-03 located just east of the intersection of Gothard Street and Center Avenue.

Project Description

VF Outdoor, Inc. (Vans) proposes to lease vacant property from the Redevelopment Agency of the City of Huntington Beach (Agency) to design, develop, maintain and operate a public skate park. The project shall include approximately 12,000 square feet of skate park plaza area, 15,000 square feet of skate bowl area, a 3,000 square foot skate shop/concession/restroom building, 15,000 square feet of turf/walking area and 24 paved parking stalls fronting Center Ave (see attached Conceptual Site Plan). The project will also include shade areas at prime viewing areas and restrooms which will be accessible to the public. The skate park shall meet and comply with all ADA standards and shall resemble that of other skate parks developed by other local municipalities. The skate park will be open to the public and operate seven days a week, from 10 am to 10 pm. The skate park will be supervised during business hours. The supervision will help to keep daily noise levels to a minimum. The skate park will also be a 100 percent fenced facility providing 24 hour security ensuring no additional noise after 10 pm.

Vans will host up to 15 event days throughout the year which may require the need for overflow parking and temporary seating areas for spectators. Twelve event days shall be held on weekends and generally draw 300 to 500 spectators per event day. The remaining three event days will consist of one major event held annually expected to draw up to 2,500 spectators per event day, starting on a Friday and ending on a Sunday.

During these events, visitors shall be directed to park their vehicles at the Huntington Beach Sports Complex located on Goldenwest Street and Talbert Avenue and transported to the site via shuttle buses. Signage and/or parking attendants will be present to direct visitor traffic to the temporary parking area and pedestrians to the skate park during major events. Park visitors shall enter the park via Center Avenue. Vendors shall enter the site via McFadden Avenue and stage on the north end of the park. Temporary grandstand seating and portable restrooms will be placed to accommodate an audience of up to 2,500 people during and removed at the end of each event.

The project will include a public address system used moderately during normal operation hours. Amplified music and announcements will occur during special events and occasionally during normal operating hours. During special events, amplified music and announcements will continue through the duration of the event. A host will be on a loud speaker during these events.

Parking Accommodations

Vans anticipates up to 2,500 guests during major events. A significant number of guests are expected to be local youth arriving to the park by foot or other non-vehicular forms of transportation. Guests arriving by vehicle will be directed to park at the Huntington Beach Sports Complex located on Goldenwest Street and Talbert Avenue approximately 2.8 miles south of the proposed skate park and transported to the park via shuttle buses.

The Huntington Beach Sport Complex has 850 stalls. Prior to scheduling events, Vans will coordinate with Community Services to allocate appropriate parking stall reserves at the Huntington Beach Sports Complex. To ensure adequacy of parking, Vans will schedule major events on non-event days for the Sports Complex. Guests parking at the Sports Complex will be shuttled to the skate park via shuttle buses. Up to six shuttle buses will be utilized to accommodate guest demand. Shuttle drivers will follow a specified shuttle route (see attached Shuttle Route).

Applicant/Owner

The project site is owned the by the Redevelopment Agency of the City of Huntington Beach (Agency). Vans will lease the site from the Agency and design, develop and plan operations at the proposed skate park.

Project Location

The proposed site is located on Center Avenue, approximately 500 feet east of Gothard Street. The project site is 2.718 acres in size and is identified as APN 142-073-03. A conceptual site plan is attached.

Planning Requirements

The Applicant is requesting approval of the following:

- General Plan Amendment
- Zoning Text Amendment
- Environmental Assessment

General Plan Amendment

The General Plan Land Use Plan designates the site as M-sp-d (Mixed Use – Specific Plan Overlay – Design Overlay). The General Plan Housing Elements specifies that the site shall be designated as “Residential Only” in the Beach and Edinger Corridors Specific Plan and that the Agency intends to develop a minimum of 175 affordable units on the site. The applicant proposes to amend the language of the General Plan Housing Element to allow the development of the skate park by lifting the “Residential Only” requirement.

Specific Plan Amendment

The site falls within the Town Center – Neighborhood designation within the Beach and Edinger Corridors Specific Plan. Furthermore, the Specific Plan designates the Site as “Residential Required”, meaning that any future development would require residential units. The applicant does not intend to develop residential units and therefore is requesting a Zoning Text Amendment to remove the “Residential Only” requirement on page 14 of the Specific Plan.

Replacement Housing

The proposed project would result in a loss of 175 potential affordable housing units. The Economic Development Department has identified five replacement affordable housing sites that will generate a total of 240 affordable units, a net increase of 65 new units not previously identified in the General Plan Housing Element. The proposed replacement sites are as follows:

- *Pacific City* - 119 affordable units shifted back
- *Slater and Keelson* - 6 affordable units
- *Beach and Warner* – 77 affordable units (50 net new)
- Edinger and Gothard – 40 affordable units
- Beach/Main/Ellis – 40 affordable units (25 net new)

Existing and Surrounding uses

The General Plan Map designates the parcel as Mix Use with both Specific Plan and Design Overlays (M-sp-d) and falls within the Beach and Edinger Corridors Specific Plan. The Specific Plan designates the site as Town Center – Neighborhood and requires residential.

The site is surrounded by following uses:

West – Golden West College
South – Commercial Strip Center/Bella Terra Phase II
East – Old World Village/Multi-Family Residential
North – Westminster Park/Industrial Use

Population Served

The skate park shall be open to the public and will serve local residents as well as city visitors. Generally speaking, the park shall be most frequented by youth, however, planned skate events are expected to attract visitors of all ages.

Project Contacts

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