



City of Camarillo

Planning Commission AGENDA REPORT COVER

DATE: June 6, 2023

TO: Planning Commission

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SUBJECT: Recommendation of a Proposed Zoning Ordinance
Amendment to the Camarillo Municipal Code Regarding Self-
Storage

PROJECT INFORMATION SUMMARY

The City is considering a proposed amendment to Title 19 (Zoning) of the Camarillo Municipal Code (CMC) that would: (1) define "self-storage facility;" (2) prohibit the use in the Limited Manufacturing (L-M) and Light Manufacturing (M-1) Zones; (3) allow the use in the Service Commercial (SC) and General Manufacturing (M-2) zones subject to approval by the Planning Commission of a planned development permit; and (4) provide for abatement of self-storage facilities that are made nonconforming by the proposed ordinance.

PUBLIC HEARING NOTICE

A Notice of Public Hearing on the proposed zoning ordinance amendment has been advertised for the Planning Commission meeting of June 6, 2023, posted at Camarillo City Hall, as well as on the website (www.cityofcamarillo.org), and published in a newspaper of general circulation for the area (Camarillo Acorn).

DISCUSSION

Environmental Review

The proposed Ordinance is not subject to further review under the California Environmental Quality Act (Public Resources Code §§ 21000, et seq.; "CEQA") for the following reasons: (1) it will not result in a direct or reasonably foreseeable indirect physical change in the environment (14 Cal. Code Regs. § 15060(c)(2); (2) there is no possibility that the ordinance may have a significant effect on the environment (14 Cal. Code Regs. § 15061(b)(3); and (3) the ordinance, by itself, does not constitute a "project"

as defined in the CEQA Guidelines (14 Cal. Code Regs. § 15378). The Ordinance is for general policies and procedure-making. It can be seen with certainty that there is no possibility that the Ordinance may have a significant effect on the environment.

Background

In 2021, due to an increase in the number of inquiries (as many as 2-3 per week) to develop self-storage facilities in the City and became concerned that this use was no longer consistent with certain City goals, policies, General Plan Land Use Element, Limited Manufacturing (L-M) and Light Manufacturing (M-1) Zones, or the Economic Development Strategic Plan (EDSP).

In response to this concern, the City Council adopted Ordinance Nos. 1183 and No. 1186 establishing a temporary moratorium prohibiting self-storage facilities in the L-M and M-1 Zones and directed staff to evaluate the potential impacts of this use. Since the approval of Ordinance No. 1183 and No. 1186, staff reviewed the potential development impacts of self-storage facilities on the City and their potential hindrance to the City's implementation of the General Plan and EDSP.

STAFF REVIEW AND RECOMMENDATION

Staff Analysis

Staff identified 12 permitted existing facilities. These facilities are located in the Service Commercial (SC), Limited Manufacturing (L-M), Light Manufacturing (M-1), and General Manufacturing (M-2) Zones, and staff found that all 12 self-storage facilities are located within one mile of HWY 101 (Attachment 1). Staff found that 75% (9 of 12) of the existing facilities are in the L-M and M-1 Zones, and that all 12 facilities have an average distance from the center of HWY 101 of 1,820 feet. The average lot size of self-storage facilities in the City is roughly 3.3 acres, and that the US average employment at self-storage facilities is 3.5 employees per facility. These statistics show that self-storage facilities in the City are currently clustered on large parcels of land in prime locations near HWY 101 in the L-M and M-1 Zones and produce very few jobs.

Case Studies

To help determine the potential impacts of increase in the development of self-storage facilities, staff analyzed the two projects, Trojan Storage and Secure Space.

Trojan Storage, the more recently approved self-storage facility approved by the Planning Commission on January 19, 2021. This is a 116,364-square-foot self-storage facility consisting of three multi-story buildings, that will be located in a newly created industrial subdivision within the L-M Zone located at the northeast corner of Camarillo Carrillo and Camino Ruiz (adjacent to the former Cavalia site) along HWY 101. This facility will occupy 4.23 acres of vacant industrial land, will have highway exposure, and will produce two to three jobs.

In addition, the adjacent existing 200,000-square-foot industrial building to the west (5300 Adolfo Road) converted the entirety of their building in two phases into a self-storage facility back in 2019 and 2022, which is now occupied by a self-storage business named

Secure Space. This building was designed and constructed with the intention of being an office/ industrial space with a capacity of up to 615 jobs (Figure based on a 2020 JLL research report (Beaudoin, et al. 2020 (Referenced Material)) that lists the average office square footage per employee in the U.S. to be 325 square feet), and the building also possesses a sizable parking lot of 566 parking spaces to meet this use. Instead, this entire 9.2-acre industrial site by HWY 101 is occupied by a self-storage facility that employs three people. Although the conversion is permitted under the current regulations in the L-M Zone, this case study shows how allowing self-storage facilities in the L-M Zone is an inefficient use of land that takes away a prime location for a sizable employer (Referenced Material).

Inconsistency with City Objectives

Self-storage facilities are a permitted use within the SC, L-M, M-1, and M-2 Zones. However, due to the large consumption of land and lack of employees generated by this use, the use does not meet the intent of the City's General Plan Land Use Element, L-M and M-1 Zones, and the Economic Development Strategic Plan (EDSP) for job creation, for the following reasons:

- The City's General Plan Land Use Element indicates that the industrial areas are intended for industrial parks, which create sources of employment. The General Plan further describes a substantial potential for continued industrial development, and to accommodate that market, sufficient acreage has been set aside for industrial expansion. This industrial acreage will adequately serve the needs of the City by providing additional employment and a broader economic base for the foreseeable future.
- The L-M Zone is one of the zones that implements the Industrial land uses identified in the City's Land Use Element of the General Plan. The L-M Zone allows the use of land for limited manufacturing, administrative or executive offices, scientific research offices and laboratories. This Zone is intended to provide land for the creation of jobs through planned industrial parks.
- The M-1 Zone is another zone that implements the Industrial land uses identified in the City's Land Use Element of the General Plan. The M-1 Zone is intended to provide facilities which by their nature are of moderate intensity and therefore may emit certain amounts of noise, vibration, heat, light and glare, or similar characteristics but which can still be located within relatively close proximity of commercial, professional or residential land uses. The permitted uses in the M-1 Zone are intended to provide employment opportunities and contribute to the current and future economic growth (fiscal strength) of the City.
- One action item listed in the EDSP is to maximize options for future office/business park development to accommodate business expansion in targeted industries; collaborate with office/industrial brokers on attraction of targeted tenant types; consider rezoning of any retail properties deemed to be "surplus" given the evolving retail market (to potentially accommodate additional office/business park development), in an effort to produce high paying jobs in the City for its residents.

- The EDSP also recommends strategic focus on seven “business development targets,” which are thematically aligned groups of industries summarized as follows:
 1. Business Services
 2. Hospitality/Entertainment/Retail
 3. Healthcare Services
 4. Information Technology
 5. Advanced Manufacturing
 6. Agricultural Inputs and Services
 7. Biopharmaceuticals (Biotech)

Under the Camarillo Municipal Code, all the above industries are permitted in the L-M and/or M-1 Zones.

Nearby Communities Responses

Staff also researched how other cities in Ventura County handled this self-storage trend. Last October, the City of Thousand Oaks City Council unanimously approved a Municipal Code Amendment setting strict regulations on self-storage facilities in response to the same issue. Some of the adopted regulations by Thousand Oaks included:

- Restricting new self-storage facilities to only their Industrial Park and Light Manufacturing Zones with a 2-acre **maximum** parcel size, and eliminating self-storage as a permissible use from their Highway and Arterial Business Zone and Thousand Oaks Boulevard Specific Plan.
- Prohibiting new self-storage facilities from being within 1,000 feet of the centerline of the 101 and 23 Freeways, and 500 feet from the centerline of all arterial roads in the City.
- Requires new self-storage facilities that have street frontage to contain a mixed-use component along entire street frontage (limited to ground floor office, retail, restaurant, or caretaker uses).

Staff also checked with the cities of Ventura, Oxnard, Moorpark, and Simi Valley to review their approach for handling self-storage facilities and found that none of these cities planned to act in response to the growth of self-storage facilities and that they all currently have limited regulations on them.

Summary of Findings

In summary, staff finds:

- There are currently 12 self-storage facilities in the City.
- These facilities are located on prime developable land near HWY 101 with an average distance of 1,820 feet from the center of the freeway.
- 75% of self-storage facilities in the City are in LM and M-1 Zones.
- Self-storage facilities in the City occupy 3.3 acres on average.
- The average self-storage facility in the US employs 3.5 people.

These conditions are inconsistent with the objectives of economic growth and the intentions of L-M and M-1 Zones detailed in the Land Use Element of the Camarillo General Plan and the City's EDSP.

Nonconforming Uses

If approved by the City Council, the ZOA will result in nine (9) of the 12 self-storage facilities in Camarillo becoming legal nonconforming uses. These nine facilities will be allowed to continue operations as long as they follow the current standards set forth in CMC Chapter 19.58. Some of the notable existing standards in Chapter 19.58 include:

- Termination of the nonconforming use in a conforming building or structure shall occur no later than five years after the use becomes nonconforming.
- Any expansion of the nonconforming use within the land it occupies and/ or onto any other parcel is prohibited.
- The discontinuation or change in use on a nonconforming property will result in the termination of the nonconforming use. The new use must conform to the present regulations of the zone. Note: If a nonconforming use in a conforming building or structure remains vacant for over 120 days, the nonconforming use will be terminated.

Adoption of the proposed Ordinance will result in nine self-storage facilities being deemed legal nonconforming. Based on the existing CMC provisions, legal nonconforming uses must be abated after five years. To avoid this scenario, staff recommends an exemption for self-storage facilities from CMC Chapter 19.58 Nonconforming Use be adopted.

Economic Development and Land Use Committee

In April 2023, staff presented their findings and recommendations to the Economic Development and Land Use Committee and received favorable support to move forward with the recommended actions.

Staff Recommendation

Amend the CMC to include a definition of self-storage facilities, removing them as a permitted use in the L-M and M-1 Zones, listing them as a prohibited use in the L-M and M-1 Zones, adding clarifying language indicating them as a permitted use in the SC and M-2 Zones, and granting existing self-storage uses an exemption from CMC Chapter 19.58 Nonconforming Use in the Zoning Ordinance Amendment, and recommends the Planning Commission adopt a resolution recommending approval to the City Council of a proposed ordinance amending CMC and finds the proposed ordinance is exempt from CEQA.

SUGGESTED ACTION

1. Find the proposed ordinance is not subject to further review under the California Environmental Quality Act (Public Resources Code §§ 21000, et seq.; “CEQA”) because it will not result in a direct or reasonably foreseeable indirect physical change in the environment, there is no possibility that the ordinance may have a significant effect on the environment, and) the ordinance, by itself, does not constitute a “project” as defined in the CEQA Guidelines.
2. Adopt a resolution recommending the City Council adopt the proposed Zoning Ordinance Amendment regarding self-storage facilities.

ATTACHMENTS

1. Resolution
2. Table of Existing Self-Storage Facilities and Location Map
3. Proposed ZOA Redline– Self-Storage Facilities
4. Ordinance No. 1183
5. Ordinance No. 1186
6. Public Hearing Notice

REFERENCE MATERIALS – AVAILABLE FOR REVIEW AT CITY HALL

1. PC Resolution 2021-2 for IPD-390M(1), Trojan Storage
2. PC Agenda Report IPD-325 September 15, 1998 (Now Occupied by Secure Space)
3. JLL Research Report with US Average Office Space Per Employee (Beaudoin, et al. 2020)
4. City of Thousand Oaks PC Staff Report and CC Adopted Ordinance