

Agenda Report

DATE: September 23, 2002

TO: City Council

FROM: Cynthia Kurtz, City Manager

SUBJECT: ZONING CODE AMENDMENT PROHIBITING THE
CONSTRUCTION OF SELF-STORAGE USES WITHIN THE CITY
OF PASADENA

RECOMMENDATION

It is recommended that the City Council following a public hearing approve the following:

1. Acknowledge that the proposed Amendments are exempt from the requirements of California Environmental Quality Act ("CEQA") pursuant to the CEQA Guidelines, Section 15061 (b)(3) (i.e., no possibility of impact)
2. Amend the "Self-Storage" definition to the Commercial use classification in Title 17 (Zoning) of the Pasadena Municipal Code as contained in this report;
3. Amend Title 17 of the Pasadena Municipal Code to prohibit the construction of new self-storage uses in the CL, CL-1, CG, CG-1, IG and CD zoning districts; and
4. Find the proposed Amendments are consistent with the policies of the General Plan and the purposes of Title 17 (Zoning) of the Pasadena Municipal Code.
5. Direct the City Attorney to prepare an ordinance amending Title 17 of the Pasadena Municipal Code; and
6. Direct the City Clerk to file a Notice of Exemption with the Los Angeles County Recorder.

PLANNING COMMISSION RECOMMENDATION

On July 24, 2002 the Planning Commission considered the proposed amendments and recommended approval of staff's recommendation.

EXECUTIVE SUMMARY

Permitted uses in the City's Zoning Code are required by State law to be consistent with the General Plan. The construction of self-storage uses in some locations are inconsistent with elements of the General Plan. As a result of this inconsistency staff is proposing amendments to the zoning code to remove self-storage as a permitted use.

BACKGROUND

On June 12, 2000 the Pasadena City Council adopted a one- year ordinance placing a moratorium on the acceptance of applications and issuance of building permits for self-storage uses. The City Council determined that it was necessary to establish this moratorium based upon their concern that the continued construction of self-storage uses is inconsistent with the Land Use and Mobility Elements of the General Plan. Specifically, these uses are inconsistent with the goals which:

1. Specifically promote transit and pedestrian-oriented development along the City's primary transportation corridors and;
2. Contain policies to promote uses that create a diverse economy and a strong employment base for City residents.

On June 4, 2001 the City Council extended the moratorium for an additional year.

Since that time staff has reviewed the issues, completed an analysis of self-storage uses, and is recommending certain modifications and amendments to the municipal code to address the issues that were raised. The modifications and amendments are being recommended following completion of an inventory of self-storage facilities in the City, a survey of several other Cities' policies related to this particular use, a review of the definitions related to self-storage in the Pasadena Municipal Code and a review of the Land Use and Mobility Elements of the General Plan.

Analysis

The primary focus of this proposed zoning code amendment is to provide consistency between the City's General Plan and the City's Zoning code. The prohibition of self storage will eliminate a permitted use that is allowed in the zoning code that is inconsistent with the goals and objectives of the Land Use and Mobility Elements and the Economic and Employment Element of the General Plan. The zoning code amendment, if adopted will prohibit of self-storage uses in the CL, CG, IG and CD zoning districts.

This proposed code amendment will make all existing self-storage facilities in the CL, CG, IG and CD zoning districts non-conforming uses. All existing public storage facilities that become nonconforming will be allowed to expand on their existing parcels but not onto adjacent parcels. Existing facilities will be permitted to continue to operate and conduct repairs and maintenance to legal structures/improvements in place at the

time of the adoption of the ordinance pursuant to Section 17.76.030 of the Municipal Code.

Inventory of Self-Storage uses

A survey of the City identified seventeen self-storage uses within City. These facilities range in size from approximately 5,000 square feet to 300,000 square feet. Rental space varies between 10,000 square feet to 176,000 square feet. Land area ranges from approximately 10,000 square feet to approximately 348,000 square feet (8 acres). On average approximately 90% of the rental space in these facilities is rented. The users of the rental space consist of residents who have need of residential storage space and small businesses that store office equipment and supplies. Small businesses occupy approximately 35% of rental space in self-storage facilities while the remainder 65% is occupied by residential customer base. Attached is an inventory chart with detailed information regarding each self-storage facility contained in the survey.

Economic Considerations

The City's economic and development strategy emphasizes that in order for the City to thrive the City must have a diverse employment base, maintain and grow retail, office uses and build and maintain a healthy business climate conducive to investment. One of the most serious constraints to future economic development in Pasadena is the limited amount of vacant, suitable land for expansion or development. Because of this constraint it is essential that Pasadena focus its attention on the following three areas:

- . Provide a diverse economy
- . Enhance job opportunities
- . Protect and enhance industrial uses and retail commercial areas

Self-storage uses do not generate jobs, do not generate sales tax revenue or serve to attract other revenue generating businesses, and do not contribute to the creation of a diverse economic base for the City. Self-storage facilities are typically a land intensive use given their functional requirements to provide individual single story units which need to be accessible by automobile or truck. Self-storage facilities are typically staffed by one to four employees during any given shift. Pay scales for these jobs are in the low-wage category. Self-storage facilities as previously mentioned are not a retail sales enterprise and therefore do not generate sales tax to the City.

Continued development of public self-storage facilities without further restrictions are inconsistent with the economic goals set forth in the Economic Development and Employment Element of the General Plan. Specifically, without specific restrictions the continued development of self-storage uses will be inconsistent with the following goals:

Goal 1:

A sound local economy which attracts investment, increases the tax base, creates employment opportunities for Pasadena residents and generates public revenues.

Goal 2:

An economic strategy which balances the need for development with other City goals and objectives.

General Plan

The City adopted General Plan includes a Land Use Element that states intent of the General Plan to provide for the physical, social and economic needs of the City. The purpose of the Land Use Element is to guide land use and development to achieve that intent. In reviewing the issues associated with the construction of self-storage uses staff has found the location of many of the facilities are inconsistent with certain elements of the General Plan.

Specifically, some self-storage facilities are inconsistent with the Land Use and Mobility Elements of the General Plan, which (1) specifically promote transit and pedestrian oriented development along the City's primary transportation corridors and (2) contains policies to promote uses that create a diverse economy and strong employment base. In particular these uses are inconsistent with the goal set forth in Section 4.4 (B) of the Mobility Element, which focus new employment in key transportation corridors.

Zoning Code

The City's Zoning Code is a General Plan implementation tool and is required by California state law to be consistent with the General plan. Self-storage uses are now taking away the City's ability to attract the type of commercial and industrial land uses that provide for a strong economy. In determining that the location of some self-storage uses are inconsistent with the General Plan staff is proposing specific amendments to the Pasadena Municipal Code related to self-storage uses. Specifically, it has become necessary to better define the type of self-storage uses that are inconsistent with the General Plan. Staff recommendation relate to self-storage uses that are defined in the Warehousing and Storage use classification of the municipal code. Storage uses that are permitted in the Trucking Terminal and Wholesaling, Distribution and Storage use classification are not part of staff's recommendation.

Proposed Amendments

Delete the existing definition of Warehousing and Storage and replace it with the following definition:

Self-storage – a structure containing separate storage space of 600 square feet or less which are designed to be leased or rented individually in an enclosed building. These spaces shall be used for the storage of household or commercial goods. Outdoor storage of recreational vehicles, boats, personal water craft, motorcycles and trailers shall not be permitted.

Prohibit self-storage uses in all commercial and industrial zoning districts. The prohibition of self-storage would include all warehousing and storage uses.

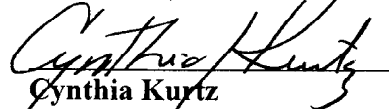
Overlay Zone

Although the analysis of the issues related to public storage uses indicates that the construction of new public storage facilities are inappropriate in the City's commercial and industrial zoning districts, there may be parcels of land that are suited to accommodate public storage and other types of warehouse uses. Many of these parcels are located in the eastern portion of the City. Should there be interest by a property owner to construct a public storage use for any such parcels they would have to submit an application for a zone change. As part of the zone change an overlay zone could be placed over the underlying zone that could allow public storage uses with conditions.

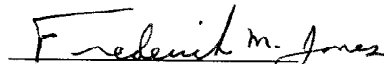
Fiscal Impact

Approval of staff's recommendation will have a minor impact on the City's General Fund. Although the City will experience a loss of some new business license fees due to the inability of developers to construct public storage uses, these fees will be replaced by the generation of revenue from other commercial and industrial businesses.

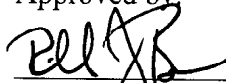
Respectfully submitted,


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