



Item Number: 4

## Planning Commission

### PUBLIC HEARINGS

Meeting of: November 8, 2023

**Submitted By:**

Travis Clark, Senior Planner

**Case:**

PLAN22-00023

**Subject:**

A Site Plan with an Environmental Impact Report (EIR) to allow for the development of an approximately 1.1 million square foot warehouse distribution building and a Tentative Parcel Map to allow for the creation of one parcel from five existing parcels on an approximately 66-acre site zoned M-1 (Light Industrial).

**Applicant:**

Industrial Property Group, Inc.

**Location:**

Northeast corner of Mojave Drive and Mesa Linda Avenue

**Recommendation:**

Staff recommends that the Planning Commission conduct a public hearing, receive testimony regarding the proposed project and take the following actions:

- 1. Environmental Assessment** – Adopt the attached CEQA Findings of Fact; Adopt the Mitigation Monitoring and Reporting Program for the project and Certify the Final Environmental Impact Report (EIR) for the Mojave 68 Project, State Clearinghouse Number 2023030145; and
- 2. Site Plan** – Adopt Resolution No. P-23-023, approving the Site Plan portion of Case No. PLAN22-00023, subject to the attached conditions of approval; and
- 3. Tentative Parcel Map** – Adopt Resolution No. P-23-024, approving the Tentative Parcel Map portion of Case No. PLAN22-00023, subject to the attached conditions of approval.

**Summary:**

The applicant is requesting approval of this proposal to allow for the development of an approximately 1.1 million square foot industrial building for warehousing and distribution, comprised of 1,057,300 sq. ft. allocated to warehouse space and 40,000 sq. ft. of ancillary office space (includes four potential offices of 10,000 sq. ft. each) on five vacant parcels of land. The project site is located north of and abutting Mojave Drive, bordered by the extension of Mesa Linda Avenue on the west, Onyx Road on the east and Cactus Road on the north. The proposal is located within an area of the City zoned Industrial, generally north of Mojave Drive, west of Diamond Road and east to Hwy 395 that is presently vacant but slated for industrial development. As proposed and conditioned, the proposal complies with the development standards outlined in the Development Code and Staff recommends approval of the project and its various components as discussed in the following Staff Analysis.

**Discussion/Analysis:****1. Environmental Assessment.**

A Draft Environmental Impact Report (Attachment D) has been prepared for the project in accordance with Section 15080 of the California Environmental Quality Act (CEQA) and has been made available including the supporting documents on our City website at:

[Environmental Review Notices | Victorville, CA \(victorvilleca.gov\)](https://www.victorvilleca.gov/Environmental-Review-Notices)

In compliance with Section 15201 of the CEQA Guidelines, the City of Victorville has taken steps to provide opportunities for public participation in the environmental review process. A Notice of Preparation (NOP) was distributed on March 3, 2023, to responsible agencies, local government agencies, and interested parties for a 30-day public review period (from March 3, 2023, to April 12, 2023) in order to solicit comments and inform agencies and the public of the Project. The NOP was also distributed to the State of California Office of Planning and Research, State Clearinghouse (SCH) for distribution to State agencies. The NOP was published in the Valleywide Newspaper as well as posted on the City's website and at the San Bernardino County Clerk's office on March 3, 2023. The project was described; potential environmental effects associated with Project implementation were identified; and agencies and the public were invited to review and comment on the NOP. A copy of the NOP and comments received are included in Appendix J of the Draft EIR. The City received seven comment letters in response to the NOP. Table 1-2 of the Draft EIR provides a brief summary of the NOP comments received that address environmental and related issues.

CEQA requires that a Draft EIR have a review period lasting at least 45 days for projects that have been submitted to the SCH for review (CEQA Guidelines, Section 15105[a]). The Draft EIR was distributed to various public agencies, organizations, and individuals on August 18, 2023; the EIR was available for public review and comment for a period of 45 days. The review period ended on October 2, 2023. The

City used several methods to elicit comments on the Draft EIR. A Notice of Availability (NOA) and the Draft EIR was distributed to the SCH for distribution to State agencies and was posted on the City's website. The NOA was posted also at the San Bernardino County Clerk's office on August 18, 2023. The NOA was mailed to responsible agencies, local government agencies, and interested parties that received the NOP, to individuals who had previously requested the NOA or EIR, and to individuals who provided NOP comments. The NOA was also published in Valleywide Newspaper on August 18, 2023; the NOA and Draft EIR were made available for review on the City's website noted above.

The EIR analyzed 14 potential areas where significant environmental impacts could result from the implementation of the project. The environmental topics analyzed in the EIR include aesthetics, air quality, biological resources, cultural resources, energy, geology and soils, greenhouse gas emissions, hazards and hazardous materials, hydrology and water quality, land use and planning, noise, transportation, tribal cultural resources, and utilities and service systems. The results of the EIR have determined that the project will have a less than significant or no impact on the environment for all the environmental topics.

CEQA requires that a Lead Agency issue two sets of findings prior to approving a project that will generate a significant impact on the environment. The Statement of Facts and Findings is the first set of findings where the Lead Agency identifies the significant environmental impacts as identified in the Environmental Impact Report ("EIR") and the second set of findings consisting of a Statement of Overriding Considerations (as discussed under Section 15093 of the CEQA Guidelines) which in this case is not required for this Project because all impacts can be mitigated to below a level of significance. The Statement of Facts and Findings has been provided as Attachment F of this report.

All proposed mitigation measures have been included within the proposed Conditions of Approval. Mitigation Measures for greenhouse gas emissions, biological resources, cultural and tribal cultural resources as well as geology and soils were included in the proposed Mitigation Monitoring and Reporting Program.

During project circulation to the State Clearinghouse, comments were received from Blum, Collins, & Ho LLP, stating the EIR failed to adequately address several environmental concerns including Greenhouse Gas emissions, Air Quality, Energy, Land Use, Housing and Transportation. The project's environmental consultant has prepared a response to comments received that Staff finds have addressed the commenters concerns which in some cases resulted in minor amendments to the EIR. The revisions to the EIR do not constitute significant new information that requires recirculation of the DEIR for further public comment per CEQA Section 15088.5. These responses have been incorporated in the Final EIR (Attachment E) provided for the Planning Commission's consideration.

## **2. Site Plan.**

### **General Information**

- The applicant is requesting approval of a warehouse and distribution facility on a 66.4-acre project site that consists of a 1,097,300 sq. ft. building that includes 1,057,300 sq. ft. allocated to warehouse space and 40,000 sq. ft. of office space, comprised of four potential office areas. The proposed building would feature 94 truck trailer dock doors on the eastern side of the building, facing Onyx Road and 93 truck trailer dock doors on the western side, facing Mesa Linda Avenue, totaling 187 dock doors. The Project would include 457 standard passenger vehicle parking stalls located along the northern and southern sides of the building and 726 truck trailer parking stalls on the east, west and northern edges of the project.
- Access to the site is proposed by four forty-foot-wide driveways via Onyx Road and Mesa Linda Avenue; one thirty-foot-wide driveway via Mojave Drive; and one forty-foot-wide driveway via Cactus Road. Regional and local truck access to the Project site is proposed via Mojave Drive, which is a designated truck route as shown on the City's General Plan and designated as such by Victorville Municipal Code §12.36.050 from HWY395 to the I-15 Freeway. HWY395 to the west is designated as a truck route by Caltrans and the City of Adelanto. I-15 is designated as a truck route by Caltrans. Direct truck access is proposed from the above-described driveways via Onyx Road, Mesa Linda Avenue, and Cactus Road. Truck access will be provided to the site via Cactus Road to HWY 395 and Mojave Drive.
- Based on the results of the project's Traffic Analysis, in conjunction with the proposed development the Project developer will be conditioned to install a traffic signal at the intersection of Mojave Drive and Mesa Linda Avenue, including designated turn pockets and intersection improvements to the satisfaction of the City Engineer.
- The project site is located north of and abutting Mojave Drive, bordered by the extension of Mesa Linda Avenue on the west, Onyx Road on the east and Cactus Road on the north. The proposal is located within an area of the City zoned Industrial, generally north of Mojave Drive and west of Diamond Road east to Hwy 395. While this portion of the City is presently vacant, the overall area is slated for industrial development based upon the current light and heavy industrial zoning.
- The project site is relatively flat with the site sloping to the north, with an elevation ranging from a low point of 2,985 feet in elevation at the northeastern corner of the site to 3,019 feet along the southern boundary. The overall site consists of undeveloped lands that contain undulating topography with vegetation over a majority of the site consisting of a mixture of native and nonnative plants, in addition to 30 Joshua Trees. Mitigation to address impacts to the trees has been included in the project EIR and the attached Conditions of Approval.

- The project is proposed as a speculative development and the user(s) of the building are not known at this time. The proposed project is assumed to be operational 24 hours per day, seven days per week, with exterior loading and parking areas illuminated at night. Therefore, to ensure compliance with Municipal Code standards for exterior lighting, Site Plan Condition #19 has been included requiring compliance with Victorville Municipal Code lighting standards.

### **Parking**

Title 16 requires 1 space per 1000 sq. ft. of warehouse area up to 40,000 sq. ft., after which 1 space is required for every 4,000 sq. ft. above the initial 40 spaces, plus 1 space per 300 sq. ft. of office floor area. Based upon these standards and further clarified in the table below, the proposal is in accord with off-street parking requirements as 457 spaces are provided (excluding tractor trailer parking spaces) whereas 429 are required.

<b>AUTOMOBILE PARKING REQUIREMENTS</b>			
	<b>Total Square Footage</b>	<b>Parking ratio</b>	<b>Required parking</b>
Warehouse	1,057,300	(1/1000 sq ft) up to 40,000 sq ft	40
		(1/4000 sq ft) above 40,000 sq ft	255
Office	40,000	(1/300 sq ft)	134
<i>Total Required Parking</i>			<b>429</b>
<i>Total Provided Parking</i>			<b>457</b>

### **Development Standards**

- The proposal generally complies with Title 16 and Industrial Design Guidelines landscaping requirements, since planters are provided throughout the parking areas, along the project perimeter, at the base of the building and adjacent to the public right-of-way. To ensure the proposal remains in full compliance with Title 16 standards, Staff has included Site Plan Conditions #11-15, requiring all plant species and groundcover to be installed in accordance with Title 16 standards, rock groundcover provided, ongoing maintenance is confirmed, and minimum planter widths are provided and maintained.
- The truck courts and loading areas are proposed to be screened from the public view by 8-foot-tall wrought iron fencing with decorative pilasters and landscaping. As required by Section 16-3.11.010(b)(5) of the Victorville Municipal Code, truck and trailer parking areas are to be screened from public view, as such the applicant has proposed large landscape setbacks with dense landscaping to ensure that the combination of fencing and landscaping adequately screen the truck court at maturity.
- The proposal complies with all general development standards of the Victorville Municipal Code (V.M.C.) including setbacks, lot coverage and buffers, however, the proposal does exceed the maximum building height permitted by the zone. The

building has been proposed with an overall height of 53 feet, which presently exceeds the building height allowances of 50 feet permitted by the Light Industrial zone. Due to changes in the warehouse demand to provide near 50ft of clear ceiling height, and retain the ability to screen rooftop equipment, greater height has been requested across the industry. The Commission may recall recent amendments to the General Plan removed height limitations in the industrial zones in favor of FAR (floor area ratio). While this only affected the General Plan, Staff does foresee future amendments to the City's Municipal Code to reflect additional height allowances in line with those established within the SCLA Specific Plan, which permits up to 55 feet. The applicant has requested the Planning Commission exercise their ability to deviate from the maximum building height allowances for the underlying zone district and permit the requested building height of 53 feet.

Section 16-3.01.030(f) of the Municipal Code allows the Planning Commission to authorize deviations from the Development Code (Title 16) when the elimination of the requirement is not injurious to the public health, safety and welfare, and when the elimination of the standard will have no adverse effect on surrounding properties. Staff has included the necessary findings in Resolution P-23-023 should the Planning Commission support the applicant's request.

### **Elevations**

The proposed warehouse and distribution facility is well designed in accordance with the City's Industrial Design Guidelines. As proposed, the building elevations provide variation in wall planes and parapet heights, and various materials, colors and textures. The building will be constructed with concrete tilt-up panels, with special architectural features and colors at the office locations at the four corners of the building, which also will feature low-reflective blue glass. The proposed building's exterior color palette will be comprised of various shades of grey, brown and earth tones to accent the main building entries. Decorative building elements include panel reveals, parapets, mullions, blue reflective glazing, and tilt-up architectural features. Staff supports the elevations as proposed given they conform to the latest architectural designs provided elsewhere within the City and adhere to the Industrial Design Guidelines.



### **3. Tentative Parcel Map.**

The proposed Tentative Parcel Map No. 20772, will consolidate the five parcels that comprise the project site into one 66.4-acre parcel to facilitate the implementation of the proposed Site Plan, as described above. The applicant has decided to pursue a Tentative Parcel Map in lieu of processing an administratively reviewed lot merger in order to address the abandonment of several existing easements on site while also proposing two new easements for drainage and sewer purposes. The proposed

Tentative Parcel Map meets Title 16 standards in regard to minimum size, length and width requirements and access.

#### **4. Industrial Design Guideline Compliance:**

##### **Site Planning and Design**

- a) Site Grading: The site drains from south to north. Grading plans will alter the existing grade to accommodate the project, but drainage will still flow to the north where the project has been designed to include a detention basin to maximize on-site retention.
- b) Paving Treatment: Enhanced paving has been provided at the main drive entrances and will be conditioned and required at the building entries.
- c) Parking and Circulation: The customer and employee parking has been separated from the truck and trailer court.
- d) Pedestrian Circulation: The applicant will need to provide an accessible pedestrian access from the abutting roadway to each building entrance, which will be addressed during the building plan check process.
- e) Loading Facilities: The loading facility faces the public street, which is discouraged by the Industrial Design Guidelines. As conditioned, the applicant/developer will be required to screen the loading area from public view through the use of walls, fencing with pilasters and landscaping.
- f) Open Space, Park Land, and Trails: An outdoor break area is provided near the office entries with landscape planters that frame the exterior space.
- g) Landscaping: The landscaping area is sufficient, including within the parking area, along the base of the building, around the perimeter and at the street. However, the plant spacing, groundcover and plant sizes are conditioned to be provided in accordance with Title 16 Development standards.
- h) Parking Lot Area Planting: Landscape fingers and planters are provided as required by code as conditioned.
- i) Walls and Fencing: Architecturally compatible concrete tilt-up walls and wrought iron fencing with decorative pilasters is proposed around the trailer parking and service yard area.

##### **Building Design**

- a) Continuity: Staff considers the proposed building to be well designed and compatible with the scale and massing of similar industrial buildings recently approved by the Planning Commission. While this is the first industrial building to be constructed in this portion of the City, it has been designed in accordance with similar approvals.
- b) Massing: The proposal incorporates varying wall planes, parapet heights, and building materials that avoids long unbroken wall planes and provides distinct building entries.
- c) Building Form: The building treatments and variation in massing create texture and an overall human scale.
- d) Roof Forms and Parapets: The vertical tower elements provide roof variation to a rather horizontal roof line.

- e) Roof Drains: Roof drains have been internally located but overflow scuppers are visibly exposed on the elevations. Drains and downspouts cannot be visible and must be internally located, with scuppers to be coved. Conditions of Approval have been included requiring them to be internalized and scupper covers to be provided.
- f) Windows: Blue reflective glass is proposed to complement the modern design of the building and enhance the building entries.
- g) Entry Features: A tower element and projecting wing wall have been provided at the building entries creating a focal point for the development.
- h) Building Materials and Texture: The building has a variety of materials that improve the appearance of the building and add to its architectural theme.
- i) Colors: The proposed color palette is primarily shades of grey and earth tones to accent the main building entries. Reflective blue glass has also been incorporated to provide additional contrast.
- j) Lighting: Any exterior lighting proposed will be required to coordinate with the projects architectural theme as conditioned.
- k) Signage: Required to comply with V.M.C. standards as conditioned.

#### **Site Characteristics:**

	<b>Existing Land Use</b>	<b>General Plan</b>	<b>Zoning</b>	<b>Specific Plan</b>
Site	Vacant	Light Industrial	M-1	N/A
North	Vacant	Light Industrial	M-1	N/A
South	Single Family Homes	Low Density Residential	R-1	N/A
East	Vacant	Light Industrial	M-1	N/A
West	Vacant	Light Industrial	M-1	N/A

#### **Number of Radius Letters Mailed: 21**

#### **Attachments:**

Attachment A – Site Plan Resolution No. P-23-023  
Attachment B – Parcel Map Resolution No. P-23-024  
Attachment C – Site Plan Graphics & Parcel Map  
Attachment D – Draft Environmental Impact Report  
Attachment E – Final Environmental Impact Report & Mitigation Monitoring Program  
Attachment F – CEQA Statement of Facts and Findings  
Attachment G – Aerial Image