



Agenda Item

Planning Commission

Item #: 4.2.

7/21/2025

File #: 25-0391

TO: Chair and Members of the Planning Commission

THRU: Hayden Beckman, Planning Manager

FROM: Monique Schwartz, Senior Planner

1. SUBJECT

Public Hearing to consider a request to construct a new warehouse facility at 534 W. Struck Avenue.

2. SUMMARY

The applicant proposes to redevelop an existing 9.98-acre industrial site with a 213,572 square-foot warehouse facility, a 450 square-foot detached pump house, truck yard, surface parking, landscaping, and related site improvements. Environmental Review No. 1889, an Addendum to Certified Environmental Impact Report No. 1870-20 [State Clearinghouse (SCH) No. 2021090399] was prepared to evaluate the physical environmental impacts of the project in conformance with the provisions of the California Environmental Quality Act (CEQA), [Conditional Use Permit No. 3221, Major Site Plan Review No. 1166, Design Review No. 5140, and Environmental Review No. 1889, an Addendum to Certified Environmental Impact Report No. 1870-20 (SCH No. 2021090399)].

3. RECOMMENDED ACTION

1. Conduct and close Public Hearing
2. Adopt Planning Commission Resolution No. PC 09-25 recommending approval to the City Council of Conditional Use Permit No. 3221, Major Site Plan Review No. 1166, Design Review No. 5140, and Environmental Review No. 1889, an Addendum to Certified Environmental Impact Report No. 1870-20 (SCH No. 2021090399) for the demolition of an existing 40,000 square-foot manufacturing facility and construction of a new 213,572 square-foot warehouse facility that includes 199,572 square feet of warehouse and 14,000 square feet of office space, a 450 square-foot detached pump house, and related site improvements, located at 534 W. Struck Avenue.

4. AUTHORIZING GUIDELINES

Orange Municipal Code (OMC) Table 17.08.020 depicts the authority of the City's reviewing bodies to make decisions and/or recommendations on land use applications. This project involves applications for a Conditional Use Permit, Major Site Plan Review, Design Review, and an Addendum to a Certified Environmental Impact Report which requires a final determination by the City Council. OMC Table 17.08.020(b) states that when more than one type of application is filed for a single project, the application requiring the highest level of approval shall dictate the review process for the entire group of applications. Therefore, the Planning Commission is to act in an advisory capacity to the City Council for the sum of applications because the City Council is the final decision-maker for the

environmental document.

5. PROJECT BACKGROUND

<i>Applicant:</i>	Prologis, Maggie Xu
<i>Property Owner</i>	Prologis, Maggie Xu
<i>Property Location</i>	534 W. Struck Avenue
<i>Existing General Plan Land Use Element Designation</i>	Light Industrial, Max 1.0 Floor Area Ratio, Three-Story Height Limit (LI)
<i>Existing Zoning Classification</i>	Industrial (M-2)
<i>Old Towne</i>	No
<i>Specific Plan/PC</i>	No
<i>Site Size</i>	9.98 acres
<i>Circulation</i>	Vehicle access for the project is provided by three two-way driveways along the Struck Avenue frontage. The driveways at the northeast and northwest corners are designated for truck/trailer access, while the center driveway will be used by passenger vehicles. These driveways connect to interior drive aisles that lead to the project's required parking. All three driveways will not have gated entries.
<i>Existing Conditions</i>	The site is currently developed with a vacant 40,000 square-foot concrete tilt-up building and parking lot that was formerly occupied until the end of 2020 by Nursery Supplies, Inc., which was a manufacturer of plastic nursery planting pots. There is an existing private railroad track on the eastern portion of the site that connects to the Orange County Transportation Authority/Southern California Regional Rail Authority (OCTA/SCRRA) railroad track. The site contains mature trees and landscaping along the property frontage. The existing building, site improvements, and private railroad track will be removed to accommodate the project.
<i>Surrounding Land Uses and Zoning</i>	To the north are West Struck Avenue and public facility uses including the City of Orange Public Works Department Corporation Yard, The HUB Resource Center, and a recently constructed affordable multi-family apartment development called Valencia Garden Apartments, zoned Public Institution (P-I). To the south are industrial and commercial uses including Public Self Storage, California Gasket and Rubber Corp., and Alliance Hose & Extrusions, Inc., zoned Industrial (M-2). To the east are the OCTA/SCRRA railroad and industrial uses including a vehicle storage yard, and storage facilities, zoned Light Industrial (M-1) and Industrial (M-2). To the west are industrial and commercial businesses including Surecoat Systems, Devito's Porsche Repair, and Coach Auto Restyler Inc., zoned Industrial (M-2).

<i>Previous Applications/Entitlements</i>	On August 22, 2023, the City Council approved Resolution No. 11487, approving Conditional Use Permit No. 3137-21, Major Site Plan Review No. 1039-21, Design Review No. 5028-21, and Environmental Impact Report (EIR) No. 1870-20 [State Clearinghouse (SCH) No. 2021090399] for the demolition of an existing 40,000 square-foot manufacturing facility and construction of a 57,900 square-foot truck terminal that included 52,900 square feet of warehouse space, 5,000 square feet of office space, and a 5,400 square-foot accessory maintenance building (previous project). On February 11, 1982, Conditional Use Permit No. 1190 was approved to allow use of a trailer as a temporary office for recreational vehicle storage.
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6. PROJECT DESCRIPTION

Background

On August 22, 2023, the City Council approved the demolition of an existing 40,000 square-foot manufacturing facility and construction of a 57,900 square-foot truck terminal that included 52,900 square feet of warehouse space, 5,000 square feet of office space, and a 5,400 square-foot accessory maintenance building. Subsequent to project approval, the applicant determined that a truck terminal was no longer in line with current market demands and decided to pursue new entitlements for a warehouse facility.

Proposed Project

The applicant proposes to demolish the existing 40,000 square-foot manufacturing facility and remove an unused Burlington Northern & Santa Fe railroad track located on the east side of the site in order to redevelop the property with a new 213,572 square-foot warehouse that includes 199,572 square feet of warehouse and 14,000 square feet of office space, a 450 square-foot detached pump house, truck yard, surface parking, landscaping, and related site improvements (See Attachment 13 - Project Plans).

The proposed warehouse building is situated towards the center of the site. The east side of the building is inset from the east property line to accommodate a truck loading dock with 27 overhead sectional doors, two delivery doors, and 45 trailer parking spaces.

Although the building is undivided, it has been designed to accommodate two potential tenants. Main entrances are located at both the northwest and southwest corners of the building. The interior of the building will be configured with office area, restrooms, break rooms, conference rooms, and a large warehouse on the first floor, and office area and restrooms on the second floor.

Below are the floor plan square footage breakdowns:

Floor Plans	Office (Square Feet)	Warehouse (Square Feet)	Total Building Area (Square Feet)
Floor 1	Northwest Corner: 3,500 Southwest Corner: 3,500	199,572	206,572

Floor 2	Northwest Corner: 3,500 Southwest Corner: 3,500		7,000
Total	14,000	199,572	213,572

There are no specific tenants proposed for occupancy within the building at this time; however, the building will be utilized for warehouse and distribution purposes. Typical operational characteristics will include employees traveling to and from the site, delivery of materials for storage within the building, truck loading and unloading, and product distribution. It is anticipated that the facility will operate 24 hours a day, 7 days a week, and will employ between 150-200 people.

Site Access and Parking

Access to the project site is provided by three two-way driveways located along Struck Avenue. The driveways at the northeast and northwest corners are designated for truck/trailer access, while the center driveway will be used by passenger vehicles. These driveways connect to interior drive aisles that lead to 108 open parking spaces and two company owned vehicle spaces located in the gated truck yard, for a total of 110 parking spaces. In addition, 45 trailer parking spaces are located along the east property line in the gated truck yard.

Pedestrian access to the building is provided along the north, east, and west sides of the building, and pedestrian gates are located at the truck yard gated entries on the northeast side and southeast corner of the building.

Building Architecture

The project features a contemporary architectural style that reflects current trends in industrial development. Architectural features include 45-foot-tall flat roof lines, varied rectangular windows, enhanced corner detailing at the main entrances at the northwest and southwest corners, and at the northeast corner, horizontal and vertical reveals, and geometric scoring accent details. The use of a variety of exterior building materials also contributes to this distinctive architectural style, including concrete tilt-up wall panels in a painted finish, black anodized aluminum storefront systems, green reflective glazing, painted metal canopies at main entrances, painted sectional roll-up loading dock doors, and painted hollow metal building access doors. The building will incorporate a coordinated color scheme in contrasting shades of gray and white.

Accessory Structures

A 14-foot-tall, 450 square-foot detached pump house used for water supply and drainage purposes will be located north of the vehicle access gates adjacent to the northeast corner of the building. A trash enclosure, designed to current City regulations regarding solid waste (trash, recycling, and organics) will be attached to the west side of this building. The combination pump house and trash enclosure will incorporate similar design features and matching colors and materials as the warehouse building, including simple rectangular design, painted concrete tilt-up panels, and painted metal gates and access doors. A corrugated metal roof is proposed over the trash enclosure.

A second concrete tilt-up trash enclosure is proposed on the east side of the warehouse building adjacent to the southeast corner. This trash enclosure will be compliant with City regulations and will consist of similar design, materials, and colors as the trash enclosure attached to the pump house.

Streetscape and Landscaping

The existing project frontage does not include a sidewalk along Struck Avenue. The applicant is proposing the construction of a 6-foot-wide sidewalk along the entire property frontage that will connect to the existing sidewalk at the terminus of the Struck Avenue cul-de-sac. The Public Works Department does not require the installation of street trees due to the width of the new sidewalk.

The existing site has many existing mature trees, primarily along the property frontage; however, 52 trees will be removed to accommodate the project, and 165 new trees are proposed, consistent with the City's benchmark tree calculation.

The Landscape Plans illustrate the proposed landscape palette for the project. The project incorporates a variety of water efficient plant material along the street frontage and at the building foundation as seen from the public right-of-way, including Crape Myrtle, Afghan Pine, Canary Island Pine, Holly Oak, and Chinese Pistache trees as well as a mix of shrubs and groundcover, including Dwarf Bottle Brush, Texas Privet, Indian Hawthorn, Dwarf Acacia, and Yellow Lantana.

The project interior will include Brisbane Box trees along the west and south property lines, and Afghan Pine, Canary Island Pine, Holly Oak, and Chinese Pistache trees in the parking areas. Similar groupings of shrubs and ground cover are also proposed. There is no landscaping proposed along the east property line that borders the existing railroad right-of-way.

Project hardscape includes concrete walkways in a medium broom finish, and decorative paving at the three driveway entries.

Fences/Walls

All existing perimeter fencing will be removed. New six-foot-tall open wrought iron fencing is proposed approximately 8 feet-8 inches south of the north property line, and along the east property line. Eight-foot-tall open wrought iron fencing is proposed along the west and south property lines. No vehicle access gates are proposed at the three driveway entries off Struck Avenue. There will be a new 14-foot-tall screen wall with eight-foot-tall metal sliding vehicle access gates located at the entrance to the truck yard adjacent to the northeast corner of the building, and eight-foot-tall metal fencing with swinging vehicle access gates located at the southeast corner of the building. The proposed wall and vehicle gates provide secure access and screening to the truck yard and loading dock area.

Lighting

Wall mounted LED light fixtures are proposed on all building elevations, including at the two main building entrances. The fixture styles are contemporary and compatible with the architecture of the building. Pole-mounted LED parking lot and drive aisle lighting are also proposed for safety and security purposes. These fixtures will have shields directed downward to prevent off-site light spillage.

Signage

Conceptual signage is included for illustrative purposes and is not part of this project proposal. A monument sign is proposed along the property frontage at the west driveway entrance and wall signage is proposed on the west elevation. All signage will conform with the City's sign regulations.

7. PROJECT ANALYSIS

Hours of Operation and Project Adjacency to Residential Development:

The applicant is requesting a Conditional Use Permit to operate a warehouse facility 24 hours a day,

7 days a week. OMC Section 17.20.300 limits hours of operation from 7:00 a.m. to 10:00 p.m. for industrial uses with outdoor activities within 300 feet of any residential zone. The Planning Commission may approve additional hours by Conditional Use Permit when the Commission finds that such hours will not generate additional disturbance or that mitigation measures will ensure compatibility with nearby residential districts.

The project site is located approximately 47 feet from a residentially zoned apartment development (Citrus Grove Apartments) to the northeast, across the railroad tracks. The project site is also located approximately 147 feet from the newly constructed Valencia Garden Apartments property to the north across Struck Avenue, although not residentially zoned. The proposed warehouse building itself is located between 311 to 317 feet from the nearest residential building on each of these properties.

The project has been designed to be mindful of these neighboring residential uses by incorporating various site and building design features, including warehouse layout with the truck loading dock on the east side facing the existing railroad and away from residential uses, two designated truck/trailer access driveways on the northeast and northwest corners to ensure adequate on-site queueing and circulation, installation of a 14-foot-tall concrete screen wall along the north side of the loading dock, layered landscape setbacks including at the northeast corner truck yard entrance, on-site signage that provides directional guidance to trucks entering and exiting the property, and truck idling restrictions. Please refer to the Addendum (Attachment 11) for a more detailed description of the site and building design features that serve to reduce potential impacts on the adjacent residential uses. In addition, the Addendum indicates that the prior approved truck terminal project would have produced 396 two-way trips per day, while the proposed warehouse project would generate 372 two-way trips per day. The operational air quality emissions, noise volumes, and greenhouse gas emissions would be similar or reduced due to the decrease in vehicle trips. Staff included Conditions of Approval within Resolution No. PC 09-25 (Attachment 1) to ensure that potential impacts from grading and construction operations, and truck traffic generated by the project are minimized.

Project Design

The project complies with the development standards of the M-2 zone as illustrated in the Industrial Development Summary Table included on Sheet DAB-A0.1 of the project plans (Attachment 13). As conditioned, the project incorporates site and building design features to reduce potential impacts on the adjacent residential uses. The proposed contemporary building design and scale complement the eclectic character of the area, and the landscaping provides the project frontages with a hierarchy of plant material that soften the building mass and scale. Overall, the proposed project presents an integrated design that provides a renewed, updated, and improved appearance to the site and to the surrounding community.

8. PUBLIC NOTICE

On July 10, 2025, the City sent a Public Hearing Notice to a total of 250 property owners/tenants within a 300-foot radius of the project site and persons specifically requesting notice. The project site was also posted in two locations with the notification on that same date.

9. ENVIRONMENTAL REVIEW

Previous Project (Truck Terminal)

A Mitigated Negative Declaration (MND) was originally prepared for the previous truck terminal project proposed on the subject site. On September 23, 2021, the City circulated a Notice of Intent to Adopt MND No. 1870-20 for the project. The MND was circulated for public review from September

23 to October 25, 2021. During the 30-day public review period, comments received requested additional technical analysis (e.g., air quality and noise modeling, traffic). In order to address the environmental concerns raised, additional technical analyses were prepared and Draft EIR No. 1870-20 was prepared to provide a comprehensive environmental review of the project. The Draft EIR was available for public review for 45 days, beginning on March 31, 2023 and ending on May 15, 2023. Staff received five comments during the public review period and prepared responses to comments to address any environmental concerns.

On August 22, 2023, the City Council approved Resolution No. 11487 certifying Final EIR No. 1870-20 [State Clearinghouse (SCH) No. 2021090399], adopting a Mitigation Monitoring and Reporting Program and Findings of Fact; and approving CUP No. 3137-21, MJSP No. 1039-21, and DRC No. 5028-21. The 2023 Certified EIR and its technical appendices are attached for reference (Attachments 8 - 10). The 2023 Certified EIR concluded that the truck terminal project would not result in any significant and unavoidable environmental impacts. Project-level mitigation measures were required to reduce potentially significant impacts to levels considered less than significant for the following topical issues: Biological Resources (due to the potential to impact nesting migratory birds protected by the MBTA and California Fish and Game Code); Cultural Resources (due to the potential to encounter buried archaeological resources); Geology and Soils (due to the potential to encounter buried paleontological resources); Hazards and Hazardous Materials (due to the potential to uncover contaminated soils); and Tribal Cultural Resources (due to the potential to encounter buried tribal cultural resources).

Proposed Project (Warehouse)

Environmental Review No. 1889, an Addendum to Certified EIR No. 1870-20 (SCH No. 2021090399) (Attachments 11 - 12), was prepared for the proposed warehouse project. The purpose of the Addendum is to evaluate the potential environmental impacts of the proposed project. In accordance with the California Environmental Quality Act (CEQA), the Addendum analyzes the warehouse project and demonstrates that all potential environmental impacts associated with the project at buildout would be within the envelope of impacts already evaluated in the 2023 Certified EIR. Accordingly, this Addendum provides an analysis of the revised project and verification that the revised project will not result in any new, increased or substantially different impacts, other than those previously considered and addressed in the 2023 Certified EIR. Public review of the Addendum is not required.

10. ADVISORY BOARD ACTION

Staff Review Committee

The City's interdepartmental Staff Review Committee (SRC) conducted reviews of the project on June 5, 2024, August 14, 2024, and on October 10, 2024. On January 15, 2025, SRC recommended that the project proceed to the Design Review Committee (DRC).

Design Review Committee

The DRC reviewed the project on May 7, 2025, where the DRC provided comments relating to design intent of the geometric scoring on the building exterior, perimeter fencing and concern with tree maintenance and mature canopy along the west and south property lines, building color selection as it relates to local context and sense of place, retention of existing mature trees, concerns with public domain and location of fencing along the north property line, tree size at the front of the project, tree palette to reflect more water efficient species, and project lighting. The DRC recommended project approval with the following conditions to the Planning Commission by a 6-0-1

vote:

1. The Magnolia trees located at the front of the project shall be upsized to a 36-inch box size.
2. The six-foot wrought iron fencing along the north property line shall be moved from back of sidewalk to the back of trees at the edge of the parking lot.
3. The tree palette shall be revised to reflect more water efficient species for drought tolerance and security in consultation with staff.

The Staff Report and Minutes for the May 7, 2025 meeting are provided as Attachments 5 and 6 to this report. The DRC conditions of approval are included within Planning Commission Resolution No. PC 09-25 (Attachment 1).

The applicant has subsequently revised the project plans (Attachment 13), addressing the Conditions of Approval recommended by the DRC. Also included are the applicant's responses to the DRC comments (Attachment 7).

11. ATTACHMENTS

- Attachment 1 Planning Commission Resolution No. PC 09-25
- Attachment 2 Vicinity Map
- Attachment 3 Applicant's Letter of Justification
- Attachment 4 Existing Site Photographs
- Attachment 5 Design Review Committee Staff Report dated May 7, 2025
- Attachment 6 Design Review Committee Minutes dated May 7, 2025
- Attachment 7 Applicant's Responses to the May 7, 2025 DRC Meeting Added Conditions of Approval
- Attachment 8 2023 Draft EIR No. 1870-20, dated March 2023

- Attachment 9 Final EIR No. 1870-20 [State Clearinghouse (SCH) No. 2021090399], dated June 28, 2023
- Attachment 10 Final EIR No. 1870-20 Technical Appendices
- Attachment 11 Environmental Review No 1889, Addendum to Certified EIR (SCH No. 2021090399)
- Attachment 12 Environmental Review No. 1889, Addendum to Certified EIR (SCH No. 2021090399) Technical Appendices
- Attachment 13 Project Plans, date stamped received June 12, 2025
- Attachment 14 Color and Materials Board; Physical Boards Provided at Meeting