City of Hesperia
STAFF REPORT

DATE: May 12, 2022

TO: Planning Commission

FROM: Rachel Molina, Assistant City Manager

BY: Ryan Leonard, Senior Planner

SUBJECT: Development Code Amendment DCA22-00002 and Specific Plan Amendment SPLA22-00001; Applicant: City of Hesperia; Area affected: City-wide

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RECOMMENDED ACTION

It is recommended that the Planning Commission adopt Resolution No. PC-2022-07 recommending that the City Council introduce and place on first reading an ordinance approving DCA22-00002 and SPLA22-00001, modifying development standards associated with truck storage yards and truck terminals within the industrial zoning classifications.

BACKGROUND

Over the past few years industrial developments related to trucking and distribution have accelerated due to the increase in e-commerce. To that end, staff has seen an increase in the number of inquiries from customers who wish to develop generally smaller sites exclusively for truck parking and truck storage. Currently, the municipal code does not contain specific development standards for truck storage yards. For example, outdoor storage uses are currently addressed in Section 16.16.360 of the Development Code, however the requirements are oriented towards all types of outdoor storage, including storage of merchandise. The proposed regulations would clarify that truck storage yards are a type of outdoor storage and would include specific provisions for them. In addition, the proposed regulations would require that all future truck storage yards obtain approval of a Conditional Use Permit.

ISSUES/ANALYSIS

The municipal code currently allows truck terminals within the General Commercial (C2), Limited Manufacturing (I1) and General Manufacturing (I2) zones with approval of a CUP. Staff is proposing to clarify that term “truck terminal” shall also include a truck storage yard. In addition, staff is removing a truck terminal as being an allowed use within the General Commercial (C2) zone. Truck terminals/truck storage yards would continue to be allowed in the I1 and I2 zones with approval of a CUP.

Within the Main Street and Freeway Corridor Specific Plan (Specific Plan), truck terminals are allowed in the General Industrial (GI) zone as a permitted use. As such, a truck terminal does not currently require a CUP within the General Industrial (GI) zone. Staff is proposing to change the current requirement to require a CUP for a truck terminal/truck storage yard with the General Industrial (GI) zone.

Within the Commercial Industrial Business Park (CIBP) zone of the Specific Plan, a truck terminal is not listed as a permitted or conditionally permitted use. However, other trucking related uses such as warehouse facilities or major vehicle repair facilities (including semi-truck repair) are currently allowed to have truck parking and truck storage as an ancillary use. Staff is proposing to add truck terminals/truck storage yards as a conditionally permitted use within the CIBP zone.

Staff is also proposing to create specific development standards that would apply to all future truck terminals/truck storage yards. The development standards would require that the any site that is proposed for a truck terminal/truck storage yard be fully developed with a permanent building that complies with the City's Architectural Design Guidelines. As previously mentioned, because the development code does not currently contain specific development standards for truck terminals/truck storage yards, the code is silent on whether a building is required at all. This has been problematic for staff in the past.

The proposed development standards would also require that the entire site is fully paved so that trucks are precluded from parking on any vacant portion of the site. In addition, the truck storage areas would have to be completely screened from public view by a combination of buildings and/or a minimum 8-foot high decorative solid screen wall. The screen wall would be required to include anti-graffiti coating. Lastly, an operations and truck route plan will be required to be submitted for review and approval as a part of the CUP application. The plan would describe the operational characteristics of the proposed use, including but not limited to, hours of operation, number of employees, number of trucks to be stored, and the proposed truck routing to and from the facility to designated truck routes.

Taken together these requirements will ensure that all new facilities are developed in an orderly and quality manner.

Environmental: Approval of the Development Code Amendment is exempt from the requirements of the California Environmental Quality Act per Section 15061(b)(3), where it can be seen with certainty that there is no significant effect on the environment. The proposed Development Code Amendment is also exempt from the requirements of the California Environmental Quality Act by Section 16.12.415(B)(10) of the City's CEQA Guidelines, as the Development Code Amendment does not propose to increase the density or intensity allowed in the General Plan.

Conclusion: The Development Code Amendment complies with the General Plan. Ensuring that truck terminals/truck storage yards are subject to a conditional use permit and adding clear development regulations will ensure that future sites are developed in an orderly and quality manner

FISCAL IMPACT

None.

ALTERNATIVE(S)

1. Provide alternative direction to staff.

ATTACHMENT(S)

1. Resolution No. PC-2022-07, with Exhibit "A"

ATTACHMENT 1

RESOLUTION NO. PC-2022-07

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF HESPERIA, CALIFORNIA, RECOMMENDING THAT THE CITY COUNCIL ADOPT A DEVELOPMENT CODE AMENDMENT AND SPECIFIC PLAN AMENDMENT MODIFYING DEVELOPMENT STANDARDS FOR COMMERCIAL TRUCK STORAGE AND TRUCK TERMINALS WITHIN THE INDUSTRIAL ZONING CLASSIFICATIONS (DCA22-00002 & SPLA22-00001)

WHEREAS, on January 5, 1998, the City Council of the City of Hesperia adopted Ordinance No. 250, thereby adopting the Hesperia Municipal Code; and

WHEREAS, On September 2, 2008, the City Council of the City of Hesperia adopted Ordinance No. 2008-12, thereby adopting the Main Street and Freeway Corridor Specific Plan; and

WHEREAS, the City proposes to amend Article IX and Article X of Chapter 16.16 of the City of Hesperia Development Code regulations and Chapter 9 of the Main Street and Freeway Corridor Specific Plan, which pertain to development regulations for truck storage and truck terminals within the industrial zoning classifications; and

WHEREAS, the City finds that it is necessary to amend the development regulations applicable for commercial truck storage and truck terminals to require that all truck terminals and truck storage facilities obtain approval of a Conditional Use Permit and demonstrate compliance with specific criteria and development standards prior to operating in the City; and

WHEREAS, the proposed Development Code Amendment and Specific Plan Amendment are exempt from the California Environmental Quality Act (CEQA) per Section 15061(b)(3), where it can be seen with certainty that there is no significant effect on the environment. The proposed Amendments are also exempt from the requirements of the California Environmental Quality Act by Section 16.12.415(B)(10) of the City's CEQA Guidelines, as the Amendments are exempt if they do not propose to increase the density or intensity allowed in the General Plan; and

WHEREAS, on May 12, 2022, the Planning Commission of the City of Hesperia conducted a duly noticed public hearing pertaining to the proposed amendment and concluded said hearing on that date; and

WHEREAS, all legal prerequisites to the adoption of this Resolution have occurred.

NOW THEREFORE, BE IT RESOLVED BY THE CITY OF HESPERIA PLANNING COMMISSION AS FOLLOWS:

Section 1. The Planning Commission hereby specifically finds that all of the facts set forth in this Resolution are true and correct.

Section 2. Based upon substantial evidence presented to the Commission, including written and oral staff reports, the Commission specifically finds that the proposed Ordinance is consistent with the goals and objectives of the adopted General Plan.

Section 3. Based on the findings and conclusions set forth in this Resolution, this Commission hereby recommends adoption of Development Code Amendment DCA22-00002 and Specific Plan Amendment SPLA22-00001, requiring that all commercial truck

terminals and truck storage facilities obtain approval of a Conditional Use Permit and demonstrate compliance with specific criteria and development standards prior to operating in the City as shown on Exhibit "A."

Section 4. That the Secretary shall certify to the adoption of this Resolution.

ADOPTED AND APPROVED on this 12th day of May 2022.

_____
Roger Abreo, Chair, Planning Commission

ATTEST:

_____
Maricruz Montes, Secretary, Planning Commission

EXHIBIT "A"
DCA22-00002

The following are modifications to Article IX and Article X of Chapter 16.16 of the City of Hesperia Development Code regulations and Chapter 9 of the Main Street and Freeway Corridor Specific Plan (additions are in underlined red text and deletions are shown with ~~red and strikethrough~~):

1) The following are modifications to Chapter 16.16.320-Commercial and Industrial Uses

16.16.320 Commercial and industrial uses.

	Land Use Designations				
Land Uses	C1	C2	C3	I1	I2
A. Art studio/gallery (including photo)	R	R	R	R	
B. Assemblies of people — Entertainment (e.g., theater — Live performance, auditorium, banquet hall, nightclub, etc.)[1]		R	R	R	R
C. Auction service, exchange or barter			R	R	R
D. Automotive parking	R	R			
E. Bank and financial institution/service	R	R			
F. Bar, saloon, cocktail lounge and tavern		CUP			
G. Business support services and facilities (including graphic reproduction, computer-service, uniform store, etc.)		R	R	R	R
H. Catering establishment		R	R	R	R
I. Cemetery	R	R	R	R	R
J. Club or lodge (non-profit), fraternal or religious association	CUP	R			
K. Composting plant	NP	NP	NP	NP	CUP
L. Contractors and building trades	R	R	R	R	R
M. Equipment sales and rental — Indoors		R	R	R	
N. Grocery store (not including off-sale alcohol[7])	R	R	R	NP	NP
O. Health and fitness club	R	R	R	R	R
P. Heavy equipment sales and rental				R	R
Q. Helicopter landing and take-off pad		CUP		CUP	CUP
R. Historical and monument site	R	R	R	R	R
S. Home improvement sales and service, retail (e.g., hardware, lumber and building materials stores)	R	R	R		
T. Hospital		CUP	CUP	CUP	CUP
U. Hotel/motel		R			
V. Impound/towing[2]	NP	NP	NP	CUP	CUP
W. Industrial uses (includes outdoor storage[3])	NP	NP	NP	P	P
X. Institutional uses	R	R	R	R	R

Y. Kennel — Boarding of domestic animals		CUP	CUP	R	R
Z. Laboratory — Research		CUP		R	R
AA. Machine shop/repair				R	R
BB. Manufactured housing (sales)				R	R
CC. Manufacturing/warehouse (includes outdoor storage[3])				R	R
DD. Medical services (not including hospitals)		R	R	NP	NP
EE. Microwave and radio communication towers and facilities			R	R	R
FF. Self-storage facilities[2]	CUP	CUP	CUP	CUP	CUP
GG. Mortuary, not include crematory		R			
HH. Museum, library and reading room	R	R	R		
II. Off-sale alcohol establishment (ABC type 20 & 21 licenses)[7]	CUP	CUP			
JJ. Office/professional buildings	R	R	R	R[5]	R[5]
KK. Parking/storage of recreational vehicles			R	R	R
LL. Personal services (e.g., spas, salons, tattoo shops and massage facilities)[8]	R	R	R		
MM. Planetarium, aquarium, botanical garden and zoo		R			
NN. Publishing and printing		R	R	R	
OO. Processing (recycling) facility[4]	NP	NP	NP	CUP	CUP
PP. Recreational facility — Commercial		R	R	R	
QQ. Recycling center — Large collection facility[4]	NP	NP	NP	CUP	CUP
RR. Repair shop — Small items	R	R	R	R	R
SS. Restaurant (sit down and takeout), including outdoor dining[2]	R	R	R		
TT. Retail sales (not including off-sale alcohol[7])	R	R	R	R[6]	R[6]
UU. School — Trade, community college, university		R	R	R	R
VV. School — Specialty non-degree (e.g., dance and martial arts)	R	R	R	R	R
WW. Semi-truck repair and storage [2]				CUP	CUP
XX. Shopping center (not including off-sale alcohol[7])	R	R	R		
YY. ~~Terminal (bus and truck)~~ Trucking facilities including truck terminals, bus terminals, and truck storage yards. [2]		~~CUP~~		CUP	CUP
ZZ. Theater	NP	NP	NP	NP	NP
AAA. Upholstery and furniture repair/refinishing		R	R	R	R
BBB. Vehicle fuel station[2]	CUP	CUP	CUP		
CCC. Vehicle parts and accessories sales		R	R		
DDD. Vehicle repair facility — Major (not including semi-truck repair)		CUP	CUP	R	R
EEE. Vehicle repair facility — Minor		CUP	CUP	R	R

FFF. Vehicle sales/rentals and leasing — new and used[2]		R			
GGG. Vehicle wash facility[2]		CUP	CUP	CUP	
HHH. Veterinary services — Clinics and small animals hospitals (short term boarding)	R	R	R		
III. Warehousing and wholesale distribution center				R	R
JJJ. Wrecking yard[2]	NP	NP	NP	NP	CUP

Notes:

1. Shall not include a motion picture theater. Establishments serving alcohol shall require a CUP.
2. Shall correspond with standards in Section 16.16.365 (Specific land use standards).
3. Shall be subject to Section 16.16.360(A)(4).
4. Shall be subject to Section 16.16.070 (Recycling facilities).
5. Shall be supportive to a manufacturing/industrial use.
6. May sell products manufactured or distributed on-site pursuant to Section 16.16.360(A)(3).
7. Applications for off-sale alcohol (type 20 and 21 ABC licenses) below 12,000 SF in floor area shall be forwarded to the city council for final action. Such establishments shall be located within five hundred (500) feet of the intersection of two arterial or major arterial streets identified on the City's adopted circulation plan.
8. Massage facilities shall correspond with standards in Chapter 5.20.

(Ord. No. 2012-02, § 3(Exh. A), 2-7-12 ; ; Ord. No. 2017-08 , § 5(Exh. A), 10-3-17; Ord. No. 2019-03 , § 3(Exh. A), 2-5-19; Ord. No. 2021-01 , 3(Exh. A), 6-1-21)

2) The following are modifications to 16.16.365 – Specific Land Use Standards.

16.16.365 Specific land use standards.

In addition to the general development requirements contained in Chapter 16.20 (General Regulations), the following standards shall apply to specific commercial land uses.

K. Commercial trucking facilities including truck terminals, bus terminals, and truck storage yards are subject to a conditional use permit and shall be constructed in the following manner:

1) The site shall be fully developed with a permanent building that complies with all applicable provisions of Article XII-Industrial Design Guidelines. All buildings and structures that are visible from the right-of-way shall be articulated.

2) The site shall be entirely paved, except for structures and landscaping, so that vehicles are not parked in the dirt or otherwise not fully improved area.

3) All trucks and trailers within truck parking areas shall be completely screened from public view by a combination of buildings and/or solid screen walls of either decorative concrete masonry block or decorative concrete tilt-up walls. Screen walls shall be a minimum of 8-feet in height.

4) Anti-graffiti coating or equivalent measure to prevent graffiti shall be provided for all screen walls.

5) An operations and truck route plan shall be submitted for review and approval as part of the CUP application. The plan shall describe the operational characteristics of the proposed use, including but not limited to, hours of operation, number of employees, number of trucks to be stored on the site, and the proposed truck routing to and from the facility to designated truck routes. The operator of the truck yard shall be responsible for implementing and monitoring an operations and truck route plan during all operations.

6) Truck yard facilities shall not store any products, goods, materials, or storage containers outside of any building, unless such storage is permitted through a conditional use permit.

7) Truck drivers shall not sleep or reside within any truck cab on-site overnight or for any extended duration of time.

MAIN STREET AND FREEWAY CORRIDOR SPECIFIC PLAN

Chapter 9, Subsection (G)-Commercial Industrial Business Park Zone shall be amended to read:

2. Conditionally Permitted Uses
The following uses are conditionally permitted in the Commercial/Industrial Business Park zone:

a) Alcohol sales – on-site, incidental to the primary use.

b) Equipment (large) sales and rental.

c) Equipment (small) sales and rental.

d) Health and fitness clubs – more than 4,000 square feet.

e) Schools – college, community college, university (public or private).

f) Schools - vocational and technical.

g) Trucking facilities including truck terminals, bus terminals, and truck storage yards.

~~g~~h) Vehicle fuel stations (i.e., gasoline stations).

~~h~~i) Vehicle rental and sales

~~i~~j) Vehicle repair – major.

~~j~~k) Vehicle repair – minor.

~~k~~l) Vehicle wash facilities.

~~l~~m) Warehousing and wholesale distribution centers – greater than 200,000 square feet in size.

~~m~~n) Other similar uses, as interpreted by the Development Services Director or his/her designee.

4. Development Standards

All property in the Commercial/Industrial Business Park zone shall be developed according to the following standards:

4.11 Standards for commercial trucking facilities including truck terminals, bus terminals, and truck storage yards

Commercial trucking facilities including truck terminals, bus terminals, and truck storage yards are subject to a conditional use permit and shall be constructed in the following manner:

1) The site shall be fully developed with a permanent building that complies with all applicable provisions of Chapter 11-Industrial Design Guidelines. All buildings and structures that are visible from the right-of-way shall be articulated.

2) The site shall be entirely paved, except for structures and landscaping, so that vehicles are not parked in the dirt or otherwise not fully improved area.

3) All trucks and trailers within truck parking areas shall be completely screened from public view by a combination of buildings and/or solid screen walls of either decorative concrete masonry block or decorative concrete tilt-up walls. Screen walls shall be a minimum of 8-feet in height.

4) Anti-graffiti coating or equivalent measure to prevent graffiti shall be provided for all screen walls.

5) An operations and truck route plan shall be submitted for review and approval as part of the CUP application. The plan shall describe the operational characteristics of the proposed use, including but not limited to, hours of operation, number of employees, number of trucks to be stored on the site, and the proposed truck routing to and from the facility to designated truck routes. The operator of the truck yard shall be responsible for implementing and monitoring an operations and truck route plan during all operations.

6) Truck yard facilities shall not store any products, goods, materials, or storage containers outside of any building, unless such storage is permitted through a conditional use permit.

7) Truck drivers shall not sleep or reside within any truck cab on-site overnight or for any extended duration of time.

4.~~11~~ 12 Additional Standards and Guidelines

4.~~12~~ 13 Review Process

Chapter 9, Subsection (H)-General Industrial Zone shall be amended to read:

1. Permitted Uses

The following uses are permitted in the General Industrial zone:

a) Commercial storage facilities (mini-warehouse).

b) Contractor's storage yard.

c) Equipment (large) sales and rental.

d) Equipment (small) sales and rental.

e) Lumber yard and building materials (wholesale).

f) Manufacturing (indoors).

g) Offices (administrative, business, executive and professional, but not including medical or dental).

h) Outdoor storage, incidental to the primary use.

i) Publishing and printing.

j) Retail sales ancillary to a manufacturing use on-site (floor area not to exceed 15% of gross floor area up to a maximum of 7,500 square feet).

~~k) Truck terminal.~~

l) Vehicle repair – major.

m) Vehicle repair – minor.

n) Vehicle wash facilities.

o) Warehousing and wholesale distribution centers – 200,000 square feet or less.

p) Accessory structures and uses customarily incidental to any permitted uses when located on the same site with the main building and use.

q) Veterinary services- clinics and small animal hospitals (short term boarding).

r) Other similar uses, as interpreted by the Development Services Director or his/her designee.

2. Conditionally Permitted Uses

The following uses are conditionally permitted in the General Industrial zone:

~~a) Bus terminals.~~

~~b~~a) Kennels – boarding of domestic animals.

b) Trucking facilities including truck terminals, bus terminals, and truck storage yards

c) Vehicle fuel stations (i.e,. gasoline stations).

d) Warehousing and wholesale distribution centers – 200,000 square feet or more.

4. Development Standards

All property in the General Industrial zone shall be developed according to the following standards:

4.11 Standards for commercial trucking facilities including truck terminals, bus terminals, and truck storage yards

Commercial trucking facilities including truck terminals, bus terminals, and truck storage yards are subject to a conditional use permit and shall be constructed in the following manner:

1) The site shall be fully developed with a permanent building that complies with all applicable provisions of Chapter 11-Industrial Design Guidelines. All buildings and structures that are visible from the right-of-way shall be articulated.

2) The site shall be entirely paved, except for structures and landscaping, so that vehicles are not parked in the dirt or otherwise not fully improved area.

3) All trucks and trailers within truck parking areas shall be completely screened from public view by a combination of buildings and/or solid screen walls of either decorative

concrete masonry block or decorative concrete tilt-up walls. Screen walls shall be a minimum of 8-feet in height.

4) Anti-graffiti coating or equivalent measure to prevent graffiti shall be provided for all screen walls.

5) An operations and truck route plan shall be submitted for review and approval as part of the CUP application. The plan shall describe the operational characteristics of the proposed use, including but not limited to, hours of operation, number of employees, number of trucks to be stored on the site, and the proposed truck routing to and from the facility to designated truck routes. The operator of the truck yard shall be responsible for implementing and monitoring an operations and truck route plan during all operations.

6) Truck yard facilities shall not store any products, goods, materials, or storage containers outside of any building, unless such storage is permitted through a conditional use permit.

7) Truck drivers shall not sleep or reside within any truck cab on-site overnight or for any extended duration of time.

4.~~11~~ 12 Additional Standards and Guidelines

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