

COMMUNITY AND ECONOMIC DEVELOPMENT DEPARTMENT PLANNING STAFF REPORT

AGENDA ITEM NO.: C.1.	SITE LOCATION: Northwest corner of Lewis Street and Garden Grove Boulevard, at 12901 Lewis Street
HEARING DATE: April 6, 2017	CURRENT GENERAL PLAN LAND USE DESIGNATION: Civic/Institutional PROPOSED GENERAL PLAN LAND USE DESIGNATION: Low Density Residential
CASE NO: General Plan Amendment No. GPA-001-2017, Planned Unit Development No. PUD-006-2017, Tentative Tract Map No. TT-17927-2017, Site Plan No. SP-028-2017, & Development Agreement No. DA-006-2017	CURRENT ZONING: R-1 (Single-Family Residential) PROPOSED ZONING: PUD-006-2017 (Planned Unit Development) (Base Zone: R-1)
APPLICANT: Shea Homes	CEQA DETERMINATION: Mitigated Negative Declaration
PROPERTY OWNER(S): Christ Catholic Cathedral Facilities Corp.	APNs: 231-041-26, 231-041-27, 231-041-28, & 231-255-01

REQUEST:

A request by Shea Homes to develop a gated small lot subdivision with 70 single-family detached residential units and related street and open space improvements on a 9.01-acre site located in the Cities of Garden Grove and Orange, at the northwest corner of Lewis Street and Garden Grove Boulevard, at 12901 Lewis Street (Assessor's Parcel Nos. 231-041-26, 231-041-27, 231-041-28, and 231-255-01).

A portion of the project site is located within the city limits of the City of Orange. The project includes a proposed sphere of influence change and annexation of 0.901 acres from the City of Orange to the City of Garden Grove. Subsequent to the City Council approval of the project, an application with the Orange County Local Agency Formation Commission ("LAFCO") will be submitted to concurrently amend the spheres of influence of the Cities of Garden Grove and Orange, and to approve the annexation of the 0.901 acres into the City of Garden Grove.

Before LAFCO can consider approval of the sphere of influence change and annexation, the City of Garden Grove must act to extend the City's General Plan and zoning to the property to be annexed. As part of the Project, the Planning Commission will consider a recommendation for City Council approval of amendments to the City's General Plan Land Use Map and Zoning Map in conjunction with the proposed annexation. Said amendments would: (i) modify the General Plan Land Use Designation of the portion of the project site that is located within the City of Garden Grove from Civic/Institutional to Low Density Residential

and adopt Residential Planned Unit Development zoning (PUD-006-2017) with R-1 (Single-Family Residential) base zoning; (ii) amend the City of Garden Grove's official General Plan Land Use Map to include the annexed properties under the General Plan Land Use Designation of Low Density Residential; and (iii) amend the City's official Zoning Map to "pre-zone" the annexed properties and adopt Residential Planned Unit Development zoning (PUD-006-2017) with R-1 (Single-Family Residential) base zoning.

The Planning Commission will also consider contingent approval of a Site Plan and Tentative Tract Map to subdivide the proposed 70-unit small-lot, single-family residential subdivision, along with a recommendation for City Council approval of a Development Agreement with the applicant. Finally, the Planning Commission will also consider a recommendation that the City Council adopt a Mitigated Negative Declaration and an associated Mitigation Monitoring and Reporting Program for the project.

BACKGROUND:

The site is a 9.01-acre lot, located on the northwest corner of Lewis Street and Garden Grove Boulevard. Until 1962, the site and much of the surrounding area was planted with orchards and pastures. In 1965, the orchards on the site were cleared and the church, rectory, parish hall, administrative buildings, classroom buildings, recreation area for the school, and parking areas were constructed. At that time, a Conditional Use Permit was not required for religious institutions, and much of the surrounding area was developed for residential use. In 1972, a school building was constructed on the west side of the site, Lewis Street was realigned to the present configuration, and the SR-22 freeway was constructed. From 1977 to 1995, development of the surrounding area continued and the site remained unchanged.

In 1999, the City of Garden Grove approved Site Plan No. SP-239-99, Conditional Use Permit No. CUP-445-99, and Variance No. V-250-99, which allowed for the construction of a 15,500 square foot sanctuary church building and a spire above the height limits permitted in the R-1 zone, CUP approval to operate a religious institution, and variance approval to allow a reduction in the number of required on-site parking spaces. In 2005, the church improvements were completed, and the site has remained unchanged ever since.

Currently, a portion of the project site, at the northeast corner, is located within the jurisdictional territory and Sphere of Influence of the City of Orange. These project site areas to be annexed into the City of Garden Grove are not within the Garden Grove Sanitary District's service area. The properties to be annexed are currently located within the O-P (Office Professional) zone under the City of Orange Zoning Map.

DISCUSSION:Annexation/Sphere of Influence Change:

Orange County LAFCO is the government agency charged with controlling the boundaries of cities and special districts. Per state statute, Orange County LAFCO has the authority to adopt and update a "sphere of influence" for each city and to approve or disapprove all boundary changes/annexations. A city's "sphere of influence" includes that property located outside of the city that is designated for potential future annexation to the city. In order for Orange County LAFCO to approve the annexation of property to a city, the city's "sphere of influence" must include the property, and the city's General Plan must cover the property. A city may also "pre-zone" property within its sphere of influence so that zoning and development standards are already in place when and if the property is ultimately annexed to the city.

Subsequent to City Council approval of the subject entitlements (i.e., General Plan Amendment, PUD zoning, Tentative Tract Map, Site Plan, and Development Agreement), the City of Garden Grove will submit an application to LAFCO requesting to amend its sphere of influence and to approve annexation of the subject 0.901 acres from the City of Orange to the City of Garden Grove. The Cities of Garden Grove and Orange have discussed and agreed in principal on the terms of the proposed reorganization of the city boundaries and annexation of the subject 0.901 acres to the City of Garden Grove. The City of Orange has not objected to the proposed reorganization and annexation. In summary, the reorganization consists of: (i) the detachment of 0.901 acres from the City of Orange; (ii) annexation of the same territory to the City of Garden Grove and the Garden Grove Sanitary District; and (iii) concurrent amendment to each agency's sphere of influence. The reorganization would adjust the boundary between the City of Garden Grove and the City of Orange so that it would follow the centerline of Lewis Street north to the centerline of El Prado Avenue. Just north of the triangular section of undeveloped land created by the rerouting of Lewis Street as a result of the construction of the SR-22 freeway, the adjusted boundary would rejoin the existing boundary between the two cities.

City Staff has discussed the parameters of the proposal with the property owners and LAFCO and is in support of the request. The property owners have entered into an agreement with the City to pay all processing fees associated with the annexation and necessary City land use actions and, following the annexation, to pay all generally applicable City taxes and assessments, including the City's Paramedic Tax and City-wide street lighting and park maintenance assessments. These additional tax and assessment revenues will help offset the incremental additional costs of providing fire, police, and other City services to the annexed property.

A property tax-sharing agreement must be negotiated and approved by both the City of Orange (as the de-annexing agency) and the City of Garden Grove (as the annexing agency) prior to the LAFCO taking formal action on the boundary reorganization. Upon completion of the annexation, the City will take over responsibility for providing police, fire, and other city services, including water service, to the property, and will also assume ownership of, and responsibility for all

right-of-way and public facilities adjacent to the property that are currently owned by the City of Orange. A copy of the Orange County LAFCO "Standard Terms and Conditions" pertaining to the proposed annexation are attached to the Staff Report for the Planning Commission's information.

Before Orange County LAFCO can act on the City's forthcoming application and approve the sphere of influence amendments and annexation, the City of Garden Grove must amend its General Plan to cover the property and adopt "pre-zoning" for the property. The Planning Commission is requested to review and make a recommendation to the City Council regarding the proposed General Plan Land Use Map and Zoning Map amendments needed to facilitate the annexation of the subject 0.901 acres to the City of Garden Grove.

General Plan Amendment No. GPA-001-2017:

The proposed General Plan Amendment No. GPA-001-2017 would amend the City of Garden Grove's General Plan Land Use Map to modify the General Plan Land Use Designation of the portion of the project site that is located within the City of Garden Grove from Civic/Institutional to Low Density Residential and include the annexed properties under the General Plan Land Use Designation of Low Density Residential. The Low Density Residential (LDR) Land Use Designation is intended for the development of single-family residential neighborhoods. According to the General Plan, densities for the LDR designation range from 1 to a maximum of 9 dwelling units per acre. The proposed project will have a net density of 7.8 dwelling units per acre, which is less than the maximum allowed.

The site's proposed single-family residential type housing is similar and compatible with the surrounding properties, which have both single-family and multi-family housing. Accordingly, Staff finds that the Low Density Residential Land Use designation is appropriate for the site and will ensure that the site is maintained in continuity with surrounding land uses.

Planned Unit Development No. PUD-006-2017:

As part of the Project, the City's Zoning Map would be amended to "pre-zone" the portion of the project site to be annexed and to change the zoning of the portion of the project site located in Garden Grove to Residential Planned Unit Development zoning (PUD-006-2017) with R-1 (Single-Family Residential) base zoning. Upon LAFCO approval of the proposed annexation, the annexed properties would automatically become subject to PUD-006-2017 zoning, with R-1 base zoning. PUD-006-2017 is the residential Planned Unit Development zoning that establishes the development standards of the development, which are subject to the special requirements set forth in Municipal Code Section 9.12.040.060 for Small Lot Subdivisions.

SITE PLAN:**PROJECT STATISTICS:**

	Provided	Code
Lot Size	9.01 Acres	3.0 Acres
Density	7.8 units/acre	9 units/acre
Private/Common Open Space	14,089 sq. ft.	14,000 sq. ft.
		(200 sq. ft. per unit)
Parking		
Enclosed Garage	140	140
Guest Parking Space in Driveway	70	70
Unassigned Guest Parking On-Street	53	53
Total	263	263
Building Height	28'-0"	35'-0"

Building Type Summary	Number of Bedrooms/Baths	Unit Size	# of Units
Plan 1	4 Bed, 4 Baths	2,451 sq. ft.	35
Plan 2	4 Bed, 4 Baths	2,689 sq. ft.	35
Total # of Units			70

Site Design and Circulation

The project consists of 70 single-family residential detached units with attached enclosed two-car garages. Each unit is accessible from the private street, which circulates throughout the development.

The width of the private street typically ranges from 28'-0" (where on-street parallel parking stalls are provided on one side of the street) to 36'-0" (where on-street parallel parking stalls are provided on both sides of the street).

Main access to the site will be from Lewis Street via an enhanced entry driveway that will include decorative paving and landscaping. There will be two (2) 20'-0" wide remote operable vehicular access gates, one providing ingress and the other providing egress. The main entry gate is designed to meet the City of Garden Grove's standard gate entry requirements. The site will maintain one (1) emergency vehicle access point, off Garden Grove Boulevard, at the southwest corner of the development, which will be fitted with a Fire Department Knox box system for emergency access. A code-protected pedestrian gate adjacent to the vehicular gate will also be included for residents and guests.

Between each home, a 4'-0" side yard setback is provided to the property lines providing a total of 8'-0" of separation between units. Sides of units that abut the internal private street are setback 8'-0". Depending on the abutting use, each unit

provides a rear setback ranging from 15'-0" to 30'-0", meeting the minimum required by Code. Each unit meets the minimum driveway depth requirement of 19'-0" in front of each garage.

The Municipal Code requires a minimum of 200 square feet per unit of common recreation area that is accessible to all residents and guests within the community. Based on the number of units proposed, the development is required to provide a common recreation area that is at least 14,000 square feet in area. The project complies with Code requirements, by providing a 14,089 square foot active recreational open space area which is located near the entrance of the residential community and is available for communal use. The recreation area features amenities which include a playground, open turf area, two (2) covered barbecue dining areas, and a shade structure with built-in bench seating.

Parking

The project provides a total of 263 parking spaces, which meets the minimum number of parking spaces required by Code. The breakdown of parking spaces includes: 140 garaged parking spaces, 70 driveway parking spaces, and 53 unassigned open guest on-street parking spaces.

Perimeter Walls and Landscaping

The applicant is proposing to construct six-foot high decorative concrete slump block walls around the perimeter of the development. In addition, six-foot high block walls are proposed along the interior property lines of each unit. All block walls, which face a public vantage point along Garden Grove Boulevard and Lewis Street, will be fitted with decorative caps. Pilasters will have a stone veneer treatment. An enhanced landscape treatment is proposed, in the 10'-0" wide site perimeter setback between the block wall and the street frontage property lines. The enhanced landscaping within this area will include trees, shrubs, vines, and flowering ground covers and turf in a hierarchical design order.

The passive open space areas within the common areas of the development will include a combination of golden rain trees, camphor trees, crape myrtle trees, southern magnolia trees, date palms, and various other landscape plantings maintained by the Homeowners Association (HOA). Landscaping in the front yard of each residential unit would include shrubs and trees and would be maintained by the individual homeowners.

In total, 148,600 square feet (3.41 acres) of landscaping will be installed. All HOA-maintained landscaped areas would be irrigated with an electronically operated irrigation system utilizing water sensors and programmable irrigation cycles. The irrigation systems will be in conformance with the City's water efficiency guidelines.

Unit Design

The project consists of 70 single-family residential homes with two (2) different two-story floor plans (Plan 1 and Plan 2), and all with attached two-car garages. Plan 1 is a 2,451 square foot unit with four (4) bedrooms and four (4) bathrooms.

Plan 2 is a 2,689 square foot unit, also with four (4) bedrooms and four (4) bathrooms. Plan 1 features a customizable option for the fourth bedroom, which would increase the size of this room. All units feature private outdoor areas to the sides and rear of the units. Each garage will have access from the private driveway within the development.

Building Architecture

The architectural style of the homes incorporates influences from Santa Barbara, Andalusian, Monterey, and Formal Spanish design styles. Plan 1 will be available in two (2) elevation styles – Monterey and Formal Spanish. Plan 2 will be available in three (3) elevation styles – Formal Spanish, Andalusian, and Santa Barbara. Each home will exhibit enhanced elevations with multi-toned stucco exteriors, varied rooflines, flat concrete tile roofing, building pop-outs, decorative shutters, balconies, stone veneer or brick treatment, and decorative window trims.

TENTATIVE TRACT MAP:

In accordance with the State Subdivision Map Act, the developer has filed a tentative tract map for the project to subdivide the subject property into 70 separate lots. The Tentative Tract Map is in conformance with the zoning requirements for the site, as well as the City's Subdivision Ordinance and the State Subdivision Map Act.

DEVELOPMENT AGREEMENT:

The applicant will enter into a Development Agreement with the City. Pursuant to the proposed Development Agreement, the applicant will be guaranteed four years in which to construct the project in accordance with the approved General Plan designation, PUD zoning, Site Plan and Tentative Tract Map, and the City will receive from the developer a Development Agreement fee not to exceed \$134,120.00. The Development Agreement is intended to ensure that the Project Applicant has provided funding sufficient to ensure that the infrastructure and public facilities required by development of the Project site are constructed, and that the infrastructure and public facilities would be available no later than when required to serve the demand generated by development of the property. The Planning Commission recommendation on the Development Agreement will be forwarded to the City Council for final action.

Environmental Review:

In conjunction with the proposed project, the City (through a consultant) has prepared an initial study and Mitigated Negative Declaration ("IS/MND") in accordance with the California Environmental Quality Act ("CEQA") analyzing the potential environmental impacts of the proposed small lot subdivision with 70 single-family detached residential units and related street and open space improvements. In accordance with CEQA, the City made the IS/MND available for public review and comment prior to the meeting. The IS/MND concludes that the proposed project will have no, or a less than significant, impact on all relevant environmental factors, provided specified mitigation measures are incorporated.

These mitigation measures are included as Conditions of Approval. City Staff is requesting that the Planning Commission hold a public hearing and adopt the attached Resolution recommending that the Garden Grove City Council adopt a Mitigated Negative Declaration and an associated Mitigation Monitoring and Reporting Program for the Project.

RECOMMENDATION:

Staff recommends that the Planning Commission:

- Adopt the attached Resolution No. 5877-17 recommending that the Garden Grove City Council: (i) approve General Plan Amendment No. GPA-001-2017 to amend the City of Garden Grove's General Plan Land Use Map to modify the General Plan Land Use Designation of the portion of the project site that is located within the City of Garden Grove from Civic/Institutional to Low Density Residential and include the properties to be annexed under the General Plan Land Use Designation of Low Density Residential; (ii) adopt Residential Planned Unit Development zoning (PUD-006-2017) with R-1 (Single-Family Residential) base zoning for the portion of the project site that is located within the City of Garden Grove and amend the City's official Zoning Map to "pre-zone" the properties to be annexed and adopt Residential Planned Unit Development zoning (PUD-006-2017) with R-1 (Single-Family Residential) base zoning; (iii) adopt a Mitigated Negative Declaration and an associated Mitigation Monitoring and Reporting Program for the Project; and (iv) approve Development Agreement No. DA-006-2017; and
- Adopt the attached Resolution No. 5878-17 approving Site Plan No. SP-028-2017 and Tentative Tract Map No. TT-17927-2017, subject to the recommended Conditions of Approval, and contingent upon (1) City Council adoption of Resolution No. 5877-17, and (2) Orange County Local Agency Formation Commission ("LAFCO") approval of the subject sphere of influence change and annexation.

Lee Marino
Planning Services Manager

By: Chris Chung
Associate Planner

Attachment No. 1: Site Map

Attachment No. 2: Orange County LAFCO Standard Terms and Conditions