

PLANNING & DEVELOPMENT SERVICES DEPARTMENT REPORT
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DATE: November 8, 2001

TO: Orange County Zoning Administrator

FROM: Planning & Development Services Department/Current Planning Services Division

SUBJECT: Public Hearing on Planning Application PA01-0060 for Site Development Permit

PROPOSAL: Construction of a 323,270 square feet Office/Mixed-Use commercial center on 21.87 acre site in Planning Area 6 "Urban Activity Center" of the Ladera Planned Community. The proposal has 14 buildings and includes 201,000 square feet of general office use, 45,000 square feet of medical office uses, 35,000 square feet for a health club, 19,800 square feet of retail uses, 3,000 square feet of veterinarian medical office use, and two child care facilities that total 19,470 square feet. The proposal includes a request to utilize a Shared Parking program for the 1,415 parking stalls provided.

LOCATION: The Ladera Planned Community is located in southeastern Orange County, east of the City of Mission Viejo and northeasterly of the City of San Juan Capistrano. Planning Area 6 is located on the east side of Antonio Parkway south of Crown Valley Parkway. Fifth Supervisorial District.

APPLICANT: Rancho Mission Viejo, property owner
Lutzky Associates Development, LP, property agent
Planning Solutions, Inc., Jay Bullock, entitlement agent

STAFF Chad Brown, Project Manager

CONTACT: Phone: (714) 834-5159 FAX: (714) 834-4652

SYNOPSIS: Current Planning Services Division recommends Zoning Administrator approval of PA01-0060 subject to the attached Findings and Conditions of Approval.

BACKGROUND:

On March 9, 1999, the Planning Commission approved Area Plan AP98-05 for Planning Area (PA) 6 of the Ladera PC (Planning Application PA98-0186). This Area Plan established 2 sub areas and general development guidelines for the 120 acre PA 6 "Urban Activity Center". Sub-Area A was established as *Entertainment/Retail* uses with a maximum of 228,860 square feet of uses on 32.4 gross acres. Sub-Area B (the subject site) uses included *Mixed Use* (625,140 square feet of uses on 67.3 gross acres), a *Justice Center* overlay (up to 90,000 square feet on 26 gross acres), a *Community Facility* (square footage and acreage undetermined) and *Residential* (200 dwelling unit maximum on 20.3 gross acres).

The Planning Commission later amended area Plan AP98-05 on February 28, 2001 by Planning Application PA00-0137. The amendment included increasing the number of dwelling units in Sub-Area B from 200 to 232 (a corresponding reduction of 32 units in adjacent PA 3 was also approved) and the deletion of the Justice Center use. PA00-0137 also included a Site Development Permit to allow for the construction of 232 multi-family dwelling units on a 10.4-acre site in the far southern portion of PA 6.

The current proposal is a request for Zoning Administrator approval of a site plan for the development of a 21.87 acre site in Sub-Area B “Mixed Use”. The project site is vacant and has been previously graded. The applicant proposes the construction of mixed-use commercial center consisting of 14 buildings with 323,270 square feet of floor area and a total of 1,415 off-street parking spaces. The breakdown of proposed uses is as follows:

- 201,000 square feet proposed for general office use. (Including 2,500 square feet of mezzanine within Building # 15)
- 45,000 square feet of medical office uses
- 35,000 square feet for a health club
- 19,800 square feet of retail uses
- 3,000 square feet of veterinarian medical office use
- Two childcare facilities that total 19,470 square feet, Building # 10 is proposed as 9,870 square feet and will accommodate approximately 184 children and 25 employees; Building # 21 is proposed as 9,600 square feet and will accommodate approximately 168 children and 15 employees.

The proposed commercial center conforms to all development standards. Zoning Administrator approval of this proposal is required because of the request for a shared parking program, as permitted by Section VIII of the Ladera Planned Community Text, Off Street Parking Regulations.

SURROUNDING LAND USE:

Direction	Planning Area	Land Use Designation	Existing Land Use
Project Site	6, Sub Area B	Urban Activity Center / Mixed Use	Vacant, graded
North	6, Sub Area A	Urban Activity Center	Vacant, graded, future retail commercial (PA 01-0031)
South	6, Sub Area B	Urban Activity Center / Mixed Use – Residential	Vacant, graded, future apartments
East	6, Sub Area B	Urban Activity Center / Mixed Use – Residential	Vacant, graded, future apartments and urban activity center uses
West	3, Sub Area B	Residential	Residential developments are under construction across Antonio Parkway.

REFERRAL FOR COMMENT AND PUBLIC NOTICE:

A Notice of Hearing was mailed to all owners of record within 300 feet of the subject site. Additionally, a notice was posted at the site, at the 300 N. Flower Building and as required by established public hearing posting procedures. A copy of the planning application and a copy of the proposed site plan were distributed for review and comment to 8 County Divisions, the Orange County Fire Authority and the City of San Juan Capistrano. As of the writing of this staff report, no comments raising issues with the project have been received from other County divisions by staff. No Comments have been received from the City of San Juan Capistrano.

CEQA COMPLIANCE:

The proposed project is covered by Final EIR 555, previously certified on October 17, 1995, and Addendum PA98-0186 previously approved on March 9, 1999. Prior to project approval, the decision-maker must assert that together, they are adequate to satisfy the requirements of CEQA for the proposed project. Appendix A contains the required CEQA Finding.

DISCUSSION/ANALYSIS:

The proposal includes a request for Zoning Administrator approval of a site plan for the development of a 21.87 acre site in Sub-Area B “Mixed Use”. The project site is vacant and has been previously graded. The applicant proposes the construction of mixed-use commercial center consisting of 14 buildings with 323,270 square feet of floor area and a total of 1,415 off-street parking spaces. Off-street parking is proposed to be accommodated through the review and approval of a Shared Parking program, as permitted by Section VIII of the Ladera Planned Community Text, Off Street Parking Regulations.

The breakdown of proposed uses is as follows:

- 201,000 square feet proposed for general office use. (Including 2,500 square feet of mezzanine within Building # 15)
- 45,000 square feet of medical office uses
- 35,000 square feet for a health club
- 19,800 square feet of retail uses
- 3,000 square feet of veterinarian medical office use
- Two childcare facilities that total 19,470 square feet, Building # 10 is proposed as 9,870 square feet and will accommodate approximately 184 children and 25 employees; Building # 21 is proposed as 9,600 square feet and will accommodate approximately 168 children and 15 employees.

The proposed uses are all “Principal Permitted Uses Subject to an Area Plan and Site Development Permit” per the Ladera Planned Community Program Text (Urban Activity Center, Section V.C). On March 9, 1999, the Planning Commission approved Area Plan AP98-05 for Planning Area (PA) 6 of the Ladera PC (Planning Application PA98-0186). This current application provides for the Site Development Permit level of review. The Site Development Permit plans include a master site plan and preliminary phasing plan, a conceptual grading plan, building elevations and floor plans for Buildings 1 and 8, and conceptual landscape plans. Also included within the plans are conceptual floor plans and play area designs for Buildings 10 and 21, the two childcare facilities. The landscape plans also provide for future sign locations that will be addressed through a future detailed sign program.

The proposed project master site plan meets all development standards of the Ladera PC applicable to Urban Activity Center, Planning Area 6, and therefore might typically be approved administratively. However, because of the Shared Parking program proposed, the Zoning Administrator must approve the application through a public hearing. All buildings are in excess of the 20-foot setback required from Antonio Parkway and designed with a maximum building height of 35 feet or less. Corporate Way separates the southern portion of the project from an adjacent multi-family residential development within the Urban Activity Center. The three buildings adjacent to this future multi-family development (Buildings 11, 17 and 21) are proposed as single story structures and maintain a setback distance of 100 feet minimum from any adjacent residential building area. Building elevations are included for the first phase of development, Buildings 1 and 8. All other future buildings will require review and approval of a Changed Plan prior to issuance of the respective building permit. The Changed Plans are necessary to document each subsequent building's consistency with the master site plan and its architectural continuity. Therefore, a condition of approval is included that requires this subsequent level of review. It should be noted that if the two childcare centers differ in operational staff or children levels, or the buildings configuration are altered from the master site plan, then a new separate site development permit will be required.

The northerly-proposed childcare facility (Building 10) is currently proposed as a 9,870 square foot structure housing approximately 184 children and 25 staff members. Parking, as discussed in a later section of this report, is being provided based on a peak hour parking study for the northerly portion of the center. Outdoor play areas are proposed on both the north and south sides of Building 10, with the southerly play area located adjacent to a future church site. The proposed play areas are not located adjacent to any of the office uses, nor within areas acoustically impacted by major arterial roadways.

The southerly-proposed childcare facility (Building 21) is currently proposed as a 9,600 square foot structure housing approximately 168 children and 15 staff members. 31 parking spaces are provided in compliance with Zoning Code Section 7-9-145.6(a)(13), which requires 2 spaces for every 3 employees and teachers, and 1 loading space for every 8 children. The childcare use is parked per zoning code requirements and is included in the southerly area shared parking peak hour demand table. Outdoor play areas are proposed on both the north and east sides of Building 21, with the easterly play area being adjacent to an approved apartment complex.

It should be noted that all square footages shown on the plans, applications and the above project description is consistent with the Ladera Planned Community (PC) definition of "Floor Area, Gross" as defined on page 32 of the PC Program Text that excludes lobbies, mechanical rooms, etc for the purpose of calculating off-street parking requirements. Therefore, the actual architectural drawings for all buildings may actually provide for slightly larger square footage area calculations than are indicated on this site plan approval. Therefore, all future building permit applications and architectural drawing shall include the total gross floor area per the UBC and a second figure as defined by the Ladera PC Text and consistent with this planning application.

PARKING

A total of 1,415 parking spaces are provided within the project site. The applicant is requesting approval of this site development permit based upon a Shared Parking Analysis, as summarized on the site plan. The Shared Parking program concludes that 1,379 parking spaces will adequately address the peak hourly

parking demands of the proposed project and mix of uses. Linscott, Law and Greenspan (LL&G) Engineering prepared a shared parking analysis, dated September 26, 2001, addressing the entire site, but primarily focusing on the northerly portion of the site.

The applicant is proposing the following three-step approach to determining the “worst case” peak hour parking demands of the proposed UAC Office/Mixed Use project:

- a. Parking for the northerly childcare facility (Building 10) is being provided based on the LL&G study.
- b. Parking for the non-fitness, non-childcare uses (i.e., office, medical, and service retail) is being provided based on ULI’s Shared Parking Manual (attached to the LL&G report), which anticipates peak demand between 10:00 AM and 4:00 PM daily.
- c. Parking for fitness facilities is being provided based on the LL&G study, which anticipates peak demand between 6:00 PM and 8:00 PM daily, and on weekends when office and childcare uses are primarily dormant.

Based on this approach, a comprehensive hourly summary table of the anticipated parking demand for each individual use is provided on the cover of the site plans and the LL&G study is included as Exhibit 3. As a result of this detailed analysis, it could be concluded that the peak hourly parking demand for the northerly-proposed office, medical, childcare, and fitness facility uses, is projected to be 1,151 parking spaces. A total of 1,187 spaces are provided within the northern segment.

Parking for 228 vehicles is provided within the site plan for the southerly portion of the site, south of Terrace. These spaces have been provided to meet the peak hourly demand for the office, retail, and medical uses in Buildings 11, 15, 17, and 19, and the childcare uses in Building 21. Including the 2,500 square feet of mezzanine area located within Building 15. The demand for the southerly site is equal to the parking provided - 228 spaces.

Traffic Review section has reviewed the site plan and the proposed Shared Parking program. With the exception of some minor adjustments to grading for conformance with sight line requirements, Traffic Review is satisfied with the site plan and agrees with the findings of the attached LL&G shared parking study.

It should be noted that the total number of parking spaces provided includes 28 parking spaces located along the project frontage on Corporate Avenue, a public roadway in the southerly portion of the site. The 28 Corporate Avenue parking spaces that have been included in the “spaces provided” category are angled spaces (located adjacent to service retail uses), which have been approved as a part of the Conceptual Ladera Urban Activity Center Master Access Plan, but are not yet officially approved by the Orange County Transportation Commission. This step is routine and is necessary prior to County approval of any street improvement plans for a public road with angled parking. A condition of approval is included that requires the applicant to obtain approval by the OC Transportation Commission prior to issuance of a grading permit, or reduce the uses to meet the reduced number of parking spaces.

LANDSCAPING

The project proposes a significant amount of landscaping throughout the development area. Landscaping will consist of a mix of various trees, shrubs and groundcover. Parking lot landscaping is shown to

provide tree planters between every four parking spaces, on average. The minimum landscape requirement within the PC regulations is 5% of the net site area, or approximately 57,372 square feet. The project proposes 418,823 square feet of landscaping area, with approximately 261,708 within the parking lot areas.

The frontal slope adjacent to Antonio Parkway is proposed to be landscaped with approximately 40 feet of vegetation on average. The landscaping will consist of trees and continuous shrubs at the top of the slope to screen any adjacent vehicle parking stalls. Mid slope landscaping will consist of trees, shrubs and erosion control groundcover. The master developer, DMB Ladera, will landscape the slopes but the applicant has included a cross-section on the landscape plan to demonstrate the required screen for parking areas. A condition of approval is included that requires a final landscape plan to be submitted that is consistent with the included preliminary plan.

SIGNAGE

Although this application does not include a detailed sign program, the applicant has provided locations and general dimensions for monument signage. The sign locations are identified on the landscape plan. The monument signs are proposed to consist of project monument signs, low corner monuments, main project entry monument signs, and internal low building monument signs.

The project monument signs are proposed as stone base monuments with an illuminated aluminum sign panel with a maximum height of 12 feet. There are three identified locations adjacent to Antonio Parkway near the toe of the frontage slope. One low corner monument is proposed at the primary entrance at Antonio Parkway and North Terrace and will consist of 4 feet high stacked ledger cultured stone with no actual signage. This will tie into the Ladera theme and the adjacent retail development that shares this signalized entrance. There are two corner locations for the main project entry monument signs, five signs. They are proposed at the intersections of Corporate Way with North Terrace and South Terrace. These signs are proposed to consist of 4-foot high monument signs designed to incorporate details from adjacent architecture. Lastly, internal low building signage monuments are proposed along Corporate Way. The five preliminary signs will contain the address and tenant name and will be designed to incorporate details from adjacent architecture. These signs are also a maximum of 4 feet high.

Building signage has not been included at this time, however a program for building signage and final monument signs described above shall be included within a final detailed comprehensive sign program as required by a condition of approval included within Appendix B. The sign program may include additional sign locations, provided that they are in compliance with the Ladera PC, Sign Regulations.

CONCLUSION:

The project as currently submitted conforms to all site development standards. While the specific use of each retail and office building is not known at this time, the parking provided is in compliance with a Shared Parking program that is acceptable to Current Planning Services Division staff and Traffic Review staff. The building theme appears will be uniform and consistent throughout the project area. The building height and design proposed appears to be in character with the Ladera concept and will provide a wide range of job opportunities and services within the community. Staff supports the proposal and makes a recommendation as follows.

RECOMMENDED ACTION:

PDSD/Current Planning Services Division recommends the Zoning Administrator:

- a. Receive staff presentation and public testimony as appropriate; and,
- b. Approve PA01-0060 for Site Development Permit subject to the attached findings and conditions of approval.

Respectfully submitted

Chad Brown, Chief
Site Planning and Consistency Section /
Current Planning Services Division

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APPENDICES:

- A. Recommended Findings
- B. Recommended Conditions of Approval

EXHIBITS:

1. Applicant's Letter of Explanation
2. Environmental Documentation
3. Shared Parking Study
4. Arial photo and Site photos
5. Site Plans

APPEAL PROCEDURE:

Any interested person may appeal the decision of the Orange County Planning Commission on this permit to the Board of Supervisors within 15 calendar days of the decision upon submittal of required documents and a filing fee of \$760.00 filed at the Development Processing Center, 300 N. Flower St., Santa Ana. If you challenge the action taken on this proposal in court, you may be limited to raising only those issues you or someone else raised at the public hearing described in this report, or in written correspondence delivered to the Planning and Development Services Department.