

COMMUNITY DEVELOPMENT DEPARTMENT PLANNING STAFF REPORT

AGENDA ITEM NO.:	SITE LOCATION: Citywide
HEARING DATE: August 21, 2011	GENERAL PLAN: Various
CASE NOS.: General Plan Amendment No. GPA-1-11(A), Amendment No. A-160-11, & Amendment No. A-161-11	ZONING: Various
APPLICANT: City of Garden Grove	CEQA DETERMINATION: Negative Declaration

REQUEST:

A request for Planning Commission recommendation to City Council for the adoption and implementation of Mixed-Use Regulations and Development Standards (Chapter 9.18 of the Land Use Code), along with focused amendments to the General Plan Land Use policy map and changes to the Zoning Map to achieve consistency with the City of Garden Grove's General Plan. The Land Use Code text amendments and zone changes are intended to implement the General Plan, which was comprehensively updated in 2008. The focused amendments to the General Plan Land Use policy map are proposed to reflect refined policy considerations that have emerged through the process of analyzing the Zoning Map in relation to the Mixed Use applications near or next to, designated Mixed-Use Land Use designations. The proposed project consists of changes to regulatory documents that guide the development of properties citywide. The project will not directly result in any new construction.

BACKGROUND:

In August of 2008, the City Council approved a comprehensive update to the City's General Plan. The General Plan update focused on preserving residential neighborhoods, guiding the remaining development and redevelopment opportunities, and encouraging the revitalization of selected areas.

The areas identified for future development built upon the previous General Plan goals and policies, and reflect the pattern and trends of more recent construction taking place within the City. An effort was made to clearly define the areas for growth, to promote greater revitalization in the community, and to attract the development community to the potential revitalization opportunities. Most new development was envisioned as mixed-use buildings located along major arterial roadways or adjacent to existing shopping centers. It was felt that a mixed-use type of project allows greater opportunities for developers through higher density, while leaving existing residential neighborhoods protected and preserved. These mixed-use residential units are urban in character and would generate a need for more concentrated and varied retail experiences. Therefore, in order to implement the new Mixed-Use Land Use designations and to create the consistency between the City's General Plan and Zoning

Ordinance that is required by law, new Mixed Use zones and development standards are proposed.

DISCUSSION:

Based on the General Plan's vision and creation of Mixed-Use Land Use designations, nine zoning classifications have been proposed. These zones and development standards (see attached Exhibit "A", Mixed-Use Regulations and Development Standards in Resolution) have been created to provide more direction in creating a walkable streetscape as well as a sense of place and identity, while providing more development and land use flexibility for property owners and developers. The proposed zones are described as follows:

1. **GGMU (Garden Grove Boulevard Mixed-Use zones).** Three Garden Grove Mixed-Use zones are proposed to be created along Garden Grove Boulevard, generally between Harbor Boulevard to the east and Beach Boulevard to the west. The purpose of the GGMU zones is to create and maintain a vibrant boulevard that is both a regional destination and a place where people can work and live. The boulevard links destinations and has a distinctive character and pattern along its length. Standards requiring enhanced setback areas, trees, landscaping, and amenity areas for pedestrian activity, outdoor dining, and creative use of open spaces contribute to an exciting pedestrian experience. Pedestrian orientation is emphasized in site and building design through active street frontages, well-scaled and designed buildings, and engaging outdoor spaces. The three zones provide opportunities for varying levels of intensity and new development along the boulevard, while ensuring sensitivity to existing nearby residential neighborhoods.
 - a. **GGMU-1 (Garden Grove Boulevard Mixed-Use 1).** The Garden Grove Mixed-Use 1 zone applies to specific properties along Garden Grove Boulevard, and provides for urban scale, fully integrated commercial and residential mixed-use development standards at near key intersection locations, consistent with the General Plan Residential/Commercial Mixed-Use 1 land use designations. Development intensities allow buildings up to eight to ten stories in height, residential densities of up to 42 dwelling units per acre, and commercial intensities of 1.0 FAR (Floor Area Ratio). Allowed uses include those that attract visitors for entertaining and dining as well as uses that would be typically found in C1 (Neighborhood Commercial) and C2 (Community Commercial) zones. Use regulations and development standards encourage vibrant, urban scale districts. Development approaches provide for ample landscaping and enhance pedestrian environment along Garden Grove Boulevard that tie into the adjacent lower-intensity development, but with buildings generally built close to the front property lines.

- b. **GGMU-2 (Garden Grove Boulevard Mixed-Use 2).** The Garden Grove Boulevard Mixed-Use 2 zone applies to specific properties along Garden Grove Boulevard, and provides for commercial and residential uses to be developed as integral developments either on a single development site or as complementary uses within a district, such as commercial uses that provide goods and services for adjacent or integrated residential units. This zone implements the General Plan Residential/Commercial Mixed-Use 2 and 3 land use designations. Development intensities are lower in scale and allow three and four story high buildings, residential densities of up to 21 units per acre, commercial intensities of .5 FAR (Floor Area Ratio) and respect adjacencies to lower density residential neighborhoods. Development approaches provide for ample landscaping and enhance pedestrian environment along Garden Grove Boulevard, with buildings oriented toward the boulevard.
 - c. **GGMU-3 (Garden Grove Boulevard Mixed-Use 3).** The Garden Grove Boulevard Mixed-Use 3 zone applies to specific properties along Garden Grove Boulevard, and provided for commercial and residential uses to be developed as integral developments either on a single development site or as complementary uses within a district. This zone implements the General Plan Residential/Commercial Mixed-Use 1 and 3 land use designations. Development intensities are moderate in scale and allow building heights of five to seven stories, residential densities of up to 32 units per acre, commercial intensities of .5 FAR (Floor Area Ratio), and respect adjacencies to lower density residential neighborhoods. This zone provides a transition between lower intensity mixed-use developments along Garden Grove Boulevard and the most intense mixed-use nodes. Development approaches provide for ample landscaping and an enhanced pedestrian environment along Garden Grove Boulevard, with buildings oriented toward the boulevard.
2. **CC (Civic Center zones).** Four Civic Center zones provide for a mix of civic, institutional, educational, commercial, high-density residential, and open spaces uses within a pedestrian-oriented district, generally located north of Trask Avenue, south of Stanford Avenue, east of Nelson Street, and west of Ninth Street. Developments are linked via local streets and pedestrian ways to create easy access to complementary uses, and to provide a community center where people can engage in civic, business, educational, and recreational activities near their homes. Parking facilities can be built to respond to the pedestrian orientation of the district and ability of uses to share parking based on their functions and demands. The Civic Center is recognized as the historic city core and a public gathering place. Design, development, and use standards are intended to reinforce the area's continued function as an area of prominence. Development standards bring building frontages and shopfronts toward the sidewalk, forming a consistent streetwall that enhances the pedestrian environment and supports a viable retail experience.

- a. **CC-1 (Civic Center - Low Intensity).** This zone is located south of Stanford Avenue, north of Garden Grove Boulevard, west of Ninth Street, and east of Civic Center Boulevard. This zone allows for institutional and educational uses, together with a mix of residential and commercial uses. The intent is to allow uses and development approaches that maintain the character and form of the established neighborhoods within the Civic Center district. Existing residential structures may continue to be used for residential purposes or may be adapted for commercial use, provided that applicable development standards can be met.
 - b. **CC-2 (Civic Center – Main Street).** This zone applies to the historic Main Street Corridor, which is generally located along the east and west sides of Main Street, north of Garden Grove Boulevard and south of Acacia Parkway. Main Street is recognized as a place of special character and aesthetic interest and value. This zone is established to preserve and enhance buildings and structures of historic and cultural significance, and incidental uses that advance and preserve the Main Street character and charm.
 - c. **CC-3 (Civic Center – Core).** This zone is generally located, both north and south of Garden Grove Boulevard, south of Stanford Avenue, north of Trask Avenue, west of Civic Center Drive, and east of Nelson Street. This zone is established to encourage civic, educational, commercial, high-density residential uses that are compatible and enliven the City's core and work together to create a walkable, lively district that encourages interaction and engagement in community activities. Shared parking facilities, pedestrian orientation of buildings, quality architecture, and pedestrian-scaled landscaping, pathways, and signage reinforce the goal of the General Plan to create places where people, not cars, predominate.
 - d. **CC-0S (Civic Center – Open Space).** This zone applies to public properties that are located south of Stanford Avenue, north of Acacia Parkway, east of Main Street, and west of Eighth Street, and are dedicated to, and planned as, parks for active and passive recreation uses, civic engagement, arts, culture, and institutional activities that benefit a broad population.
3. **NMU (Neighborhood Mixed-Use).** The Neighborhood Mixed-Use zone encompasses properties that are located on the north and south sides of Chapman Avenue, between Gilbert Street and Brookhurst Street, the southwest corner of Euclid Street and Katella Avenue, the intersection of Chapman Avenue and Valley View, and commercially developed properties located on the west side of Valley View Street at the intersection of Valley View Street and Lampson Avenue and south to Cerulean Avenue. This zone is intended to enhance, revitalize,

and provide opportunities for new development in neighborhood commercial centers. This zone allows for retail and service commercial businesses and moderate-density residential uses. Residential and commercial uses may be provided together as an integrated mixed-use development, or stand-alone commercial uses are permitted. However, all new residential development in the NMU zone is required to include a commercial component. Commercial uses and intensities are limited to those that serve local neighborhood needs, and that are compatible with adjacent and surrounding residential development. Compatible public and institutional facilities are allowed as well. This zoned implements the General Plan Residential/Commercial Mixed-Use 2 Land Use designation with residential densities of up to 21 units per acre and a .5 FAR (Floor Area Ratio).

4. **AR (Adaptive Reuse).** The Adaptive Reuse zone is generally located north of Garden Grove Boulevard, south of the OCTA right-of-way that is adjacent to Shelley Drive, West of Nelson Street, and east of Flower Street, and allows for a mix of work-live, light industrial, technology, creative industry, office, limited entertainment, and complementary uses near the City's civic core. Residential uses are permitted only as new work-live developments or as adaptive reuse of existing structures. Light industrial uses must be low-impact in nature and compatible with any nearby existing or allowed residential uses. Development generally is low to moderate in scale, with higher intensities closer to existing and planned transit and multi-use corridors. Preferred approaches to creating new spaces for allowed uses include the adaptive reuse of existing structures and new development that supports innovative research and development uses. This zone implements the Industrial/Residential Mixed-Use 2 land use designation.

In addition to the new Mixed-Use zoning standards that are proposed, the Zoning Map has been modified to include the new Mixed-Use zones; new use definitions have been added to Section 9.04.060, Definitions, of Title 9; Section 9.20 Sign Standards, has been modified to include a new definition for monument signage in Section 9.20.020, Definitions, and the Table in Section 9.20.060, Permitted Signs, has been modified to include the new mixed-use zones; and Chapter 9.16, Commercial, Office Professional, Industrial, and Open Space Standards, has been modified to delete Section 9.16.030.040, Main Street Retail Overlay Zone, that address the standards for Main Street Overlay zone, with the remainder of the Section 9.16.030 being renumbered accordingly.

Finally, in the course of conducting the analysis for the draft of the Land Use Code Amendment to create the Mixed-Use zones and development standards, and after conducting stakeholder meetings with property owners, residents, business owners, and developers, certain sites were identified that are contiguous to or surrounded by areas currently designated as Mixed-Use on the adopted General Plan Land Use Policy Map (see attached Exhibit "B" map for areas in Resolution). These properties were identified as appropriate additions to the mixed use zoning areas to better implement

the General Plans policy regarding cohesive mixed use development as well as to correct mapping errors that occurred during the 2008 General Plan update.

RECOMMENDATION:

Staff recommends that the Planning Commission take the following actions:

1. Recommend adoption of a Negative Declaration, and
2. Recommend approval of General Plan Amendment No. GPA-1-11(A), Amendment No. A-160-11, and Amendment No. A-161-11 to the City Council.

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