



AGENDA ITEM: 3.
DATE: 04/21/25

STAFF REPORT

GENERAL PLAN AMENDMENT NO. 21-001
ZONE CHANGE NO. 21-001
TENTATIVE TRACT MAP NO. 24-001 (84317)
CONDITIONAL USE PERMIT NO. 21-001

DATE: April 21, 2025

TO: Lancaster Planning Commission

FROM: Jocelyn Swain, Senior Planner
Community Development Department

APPLICANT: Westlanc Partners, LLC/ Julian Torkan

LOCATION: ±10 gross acres at the southeast corner of Avenue L and 15th Street West (Assessor Parcel Numbers [APNs] 3109-026-032, -040, -042, -044).

REQUEST: General Plan Amendment to change the general plan designation from NU (Non-Urban) to MU (Mixed Use), a Zone Change from RR-2.5 (Rural Residential, minimum lot size 2.5 acres) to MU-C (Mixed Use-Commercial), a Tentative Tract Map to subdivide the subject property into six lots, and a Conditional Use Permit to allow for the construction and operation/occupancy of a mixed use development consisting of 181 multi-family residential units, a 235 room hotel, 12,800 square feet of retail/restaurant space, and 3,800 square foot clubhouse

RECOMMENDATION: Adopt Resolution No. 25-04 recommending approval to the City Council for General Plan Amendment (GPA) No. 21-001 to change the general plan designation to MU and Zone Change (ZC) No. 21-001 to change the zoning to MU-C; approving Tentative Tract Map (TTM) No. 24-001 (84317) subdividing the subject property into six lots, approving Conditional Use Permit (CUP) No. 21-001 for the construction and operation/occupancy of a mixed use development consisting of 181 multi-family residential units, a 235 room hotel, 12,800 square feet of retail/restaurant space, and a 3,800 square foot clubhouse located on approximately 10 gross acres at the southeast corner of Avenue L and 15th Street West (APNs: 3109-026-032, -040, -042, -044), adopting the Initial Study/Mitigated Negative Declaration (SCH# 2024080570), approving the Mitigation Monitoring and Reporting

Program and authorizing staff to execute and file the Notice of Determination. Approval of the tentative tract map and conditional use permit will not become effective until approval of the General Plan Amendment and Zone Change.

BACKGROUND

A Planning Commission hearing for the project was noticed for October 21, 2024. In order to allow for public outreach by the applicant, the hearing was continued to a date uncertain.

GENERAL INFORMATION

Table 1 summarizes the general information concerning this project.

Table 1: General Information

ITEM	DESCRIPTION
APNS	3109-026-032, 3109-026-040, 3109-026-042, 3109-026-044
LOCATION	±10 gross acres at the southeast corner of Avenue L and 15 th Street West
ZONING AND LAND USE	The subject property is zoned RR-2.5 (rural residential, minimum lot size 2.5 acres) and is currently vacant.
SURROUNDING LAND USES AND ZONING	North: Vacant; Office Professional (OP) South: Single family residences, RR-2.5 East: Caltrans right-of-way/freeway, two single family residences (east of freeway); Commercial (C)/Commercial Planned Development (CPD) West: Vacant; RR-2.5
CURRENT DEVELOPMENT	The project site is currently vacant.
ENVIRONMENTAL REVIEW	An initial study/mitigated negative declaration (SCH #2024080570) was prepared for the project and circulated for a 30-day public review period in accordance with the California Environmental Quality Act (CEQA). The public review period started on August 14, 2024 and was scheduled to end on September 13, 2024. A one week extension was granted for the comment period to September 20, 2024. A revised initial study/mitigated negative declaration was prepared for the project and circulated for a 30-day public review period ending on April 18, 2025.

	Effective January 1, 1991, applicants whose projects have the potential to result in the loss of fish, wildlife or habitat through urbanization and/or land use conversion are required to pay filing fees as set forth under Section 711.4 of the Fish and Game Code. Pursuant to Section 21089(b) of the Public Resources Code, the approval of a project is not valid, and no development right is vested, until such fees are paid.
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PROJECT DESCRIPTION:

Conditional Use Permit

The Project is a mixed use development consisting of a total of 181 multi-family residential units in two buildings, a 235-room hotel, a 3,800 square foot club house with pool, and 3 retail/restaurant pads totaling 12,800 square feet. A water feature/fountain would be located in the central portion of the development with small bench areas for seating. No alcohol sales are currently proposed by the hotel and/or retail/restaurant pads. Future alcohol sales on the site would be subject to additional reviews. Details regarding each of the individual components are provided below.

Landscaping would be provided around the perimeter of the project site, in the surface parking areas, around the buildings on site. A total of 71,776 square feet of landscaping or 16% would be provided. This landscaping would provide an additional buffer between the nearby residential and the project site and between the project site and the roadways/freeway adjacent to the development. Open space areas would also be provided throughout the site including the three pool areas, outdoor patios associated with the multi-family residential buildings, restaurants, and club house along with seating areas scattered throughout the site, particularly near the central water feature. A total of 38,662 square feet of open space is provided through these amenities.

A total of 799 parking spaces, inclusive of ADA and EV parking spaces, would be provided. These spaces would be located central portion of the development and screened from public review by the hotel and multi-family residential buildings. The remainder of the parking spaces, specifically for residents and hotel visitors, would be located in subterranean parking garages below the buildings. Access to the project site would be from two driveways located on 15th Street West, one in the middle of the site and one on the southern boundary. The driveway on the southern boundary lines up with the driveway for the development on the west side of 15th Street West. This driveway would run along the south property boundary, on the south side of the hotel and would ultimately end in a turn-around point which can accommodate any hotel delivery trucks and fire trucks. Both driveways would allow for full turning movements. A block wall and landscaping would be located along the southern boundary.

Multi-Family Residential Buildings

The Project would contain two multi-family residential buildings located along 15th Street West. The development would contain 90 and 91 multi-family residential units in each building and these units are proposed to be market rate. The units would range in size from studios to two-bedrooms. All units would have a private balcony or patio area. The breakdown of unit sizes is as follows: 24 two-bedroom, 98 one-bedroom, and 59 studios would be provided between the buildings. A total of 330 parking spaces of the

799 spaces on site would be dedicated to the residential uses. 269 of these spaces would be located on the ground floor or subterranean levels of the residential buildings. This accounts for 2 parking spaces for each two bedroom unit, 1.5 parking spaces for each studio/one bedroom unit and 46 guest parking spaces.

Both of the multi-family residential buildings would be four-stories in height or 58' 8". The Lancaster Municipal Code (LMC) allows multi-family residential buildings in the mixed-use zones to be up to four stories in height; however, multi-family residential buildings located along major arterials, such as Avenue L, to be up to five stories. These two buildings fall within the height requirements of the LMC. A large outdoor, open space patio area, with a private pool area, would be provided along the eastern entrance of each building. Landscaping and sidewalks would be provided around the perimeter of each building. Pedestrian entrances into the buildings would be located on the north, west, and south elevations. The entrance to each building's subterranean parking garage is provided on the eastern side underneath the pool area. Internal staircases and elevators provide access from the parking area to the residential floors.

The architecture of the multi-family buildings consists of a combination of primarily light grey and secondarily dark grey concrete planes that alternate in height creating visual interest at the roofline. This effect breaks the overall massing of the buildings in order to prevent a "boxy" building shape. The buildings also feature dark brown accents that frame sections of the façade along the upper floors. Grey slate stone would form the base of the building and pool deck area. The buildings would be off-set both vertically and horizontally to provide visual interest. Large windows would be located along the eastern and western expanses of the buildings

Hotel and Clubhouse

The 235-room hotel would be located along the southern boundary of the project site with the main entrance located on the northern elevation. The hotel would be five stories with a maximum height of 58' 8", the same height as the multi-family residential buildings. The building height would vary from a low point of 52' 9" to the maximum to provide vertical articulation. The mixed-use zone limits commercial buildings to a maximum height of 50'; however, the LMC allows buildings to be higher with the approval of a CUP. The hotel would be setback 42 feet from the property line. A 6-foot block wall would be located on the property line, followed by a landscape buffer, drive aisle, additional building landscaping, and building. While single family residences are located on the properties to the south, the closest residential structure is approximately 300 feet from the property line providing additional separation.

An outdoor pool/seating area would be located at the northeast corner of the hotel just north of the turn-around area and provide a recreational amenity to hotel guest. Additionally, a 3,800 square foot clubhouse would be associated with the hotel. The clubhouse would provide both indoor and outdoor areas and would be located north of the hotel along the eastern boundary of the site.

Access to the underground parking for the hotel would be provided from the drive aisle on the southern end of the property with the ramps located at the western and eastern ends of the hotel. A turn around area would be located at the eastern end of the hotel providing an area for delivery trucks and fire trucks. Required parking for commercial uses defaults to the standards of the commercial zone which does not have minimum parking standards. The project would provide a total of 255 parking spaces for the hotel and 19 spaces for the clubhouse. The hotel parking was calculated as one space for every room plus 20

spaces for employees. These spaces would be located in both the underground parking area and surface parking lot.

The architecture of the hotel building is designed to complement the architecture of the multi-family buildings and overall commercial center. The hotel is designed in sections with alternating colors and textures, similar to the overall commercial center. Some sections would be a medium grey-brown color (Pearl 86) with a limestone texture finish, while the alternating sections would be a dark cream color (Beaver Blend) with a brick type finish. The base of the building would alternate between the Pearl color and a grey-brown cast stone. Aluminum sun shades in a dark grey would be placed above the base level.

The clubhouse is located on the eastern portion of the commercial center and designed with a mix of light and dark grey with dark grey slate stone. The entrance to the building would have bronze metal accents and a covered patio with the same materials would be located on the east side of the building.

Restaurant/Retail Buildings

Three restaurant/retail pads, for a total of 12,800 square feet, would be located along the northern/north-eastern property line adjacent to Avenue L and the Antelope Valley Freeway. Two of pads would be for quick-serve restaurants with drive-thru lanes. The restaurant buildings on these pads would each be approximately 2,650 square feet. In between these two pads would be a retail/restaurant pad which would allow for the development of an approximately 7,500 square foot building. This building could be utilized for one or more retail uses, sit-down restaurant or mix of the two. No drive-thru would be permitted at this location. All three of the buildings would be a maximum height of 23 feet which is well below the maximum height of 50 feet for commercial buildings in MU-C zone.

The restaurant buildings with the drive-thrus would be predominantly cream colored with grey slate/stone along the foundation and entry ways to the buildings with bronze metal trim along the roof line and south/west edges of the buildings. Large windows would be placed along the south, north and east elevations with bronze metal awnings. Vertical articulation is provided along the roofline with grey slate/stone tower elements. The larger retail/restaurant building would be a dark grey brown with lighter grey bands. Bronze metal accents would be provided along the north elevation along the roofline and on the west elevation as an accent strip in the middle of the building.

Tentative Tract Map

The applicant is proposing to subdivide the subject property into six individual lots. Each use on the site would occupy its own parcel with the hotel and clubhouse sharing the same parcel. The parcels would range in size from 25,962 square feet (.60 acres) to 197,207 square feet (4.5 acres) and would meet the minimum width and depths for the zone. While the tentative tract map would create individual lots for the uses, the parking, access, drive aisles, landscaping, drainage improvements, etc., would be shared and subject to CC&Rs, POA/HOA and reciprocal access/shared parking agreements.

General Plan Amendment

In order to facilitate the development of the project, the applicant is requesting a general plan amendment. The current general plan designation for the subject property is Non-Urban (NU). The proposed project includes a general plan amendment (GPA No. 21-001) to change the designation of the

subject property to Mixed Use (MU). This designation is required in order to allow for the development of the site with a mix of residential, hotel, and commercial uses. The current designation of NU would only allow for the development of the site with low density residential and would not allow for the mix of uses proposed.

Zone Change

The applicant is also requesting a zone change for the proposed development. The current zoning for the subject property is RR-2.5 (Rural Residential, minimum lot size 2.5 acres). The proposed project includes a zone change request (ZC No. 21-001) to change the zoning of the subject property to MU-C (Mixed Use - Commercial) which is consistent with the requested general plan designation. The purpose of the MU-C zone is to provide “a more fully integrated residential and commercial mixed use development characterized by designation features and social gathering areas. Mixed use commercial developments are typically located along major arterial streets and are intended to contribute to the local streetscape through vertical elements of multi-storied structures, built closer to the front property line.”

PUBLIC OUTREACH

A variety of public outreach has been conducted to ensure that the community is informed about the proposed project. The public outreach opportunities included the following:

- Agency mailings: a project description and site plans were sent to a variety of agencies and public interest groups to receive their input on the project at the time of project submittal. These included Southern California Edison, SoCal Gas, Verizon, Spectrum, AV Union High School District, Westside Union School District, AV Schools Transportation Agency, White Fence Farms Mutual Water Company, Fire Department, Sanitation District, Sheriff’s Department, LA County Regional Planning and Public Works, Antelope Valley Transit Authority, Antelope Valley Air Quality Management District, City of Palmdale, and the California Department of Fish and Wildlife.
- Notice of Availability/Notice of Intent: The Notice of Availability/Notice of Intent of the Initial Study, and revised Initial Study, for the project was sent to all property owners/occupants within 1,500 feet of the project site, local entities (Library, City of Palmdale, County of Los Angeles, AVAQMD, and two law firms), Los Angeles County Clerk, State Clearinghouse (for State Agencies), posted on the City’s website and published in the Antelope Valley Press. The Notice of Availability/Notice of Intent for the revised Initial Study was also sent to Advocates for the Environment and the Law Offices of Jordan R Sisson.
- Meeting with local residents: On August 27, 2024, staff met with two members of the neighboring community to discuss the project, explain the comment/hearing process and answer questions.
- A public outreach letter was sent by the applicant to all residents within 1,500 feet of the project site by the applicant on September 28, 2024. The letter introduces the project applicant and describes the Project. The letter also provides the applicant’s contact information for residents to share their concerns regarding the project with the applicant.
- Public Outreach meetings: Public outreach meetings were held by the on February 3, 2025 and

February 26, 2025 at the Residence Inn from 3 p.m. to 7 p.m.

- Public Hearing Notices: The public hearing notice for the October 21, 2024 hearing was mailed to all property owners/occupants within 1,500 feet of the project site, published in the Antelope Valley Press on October 11, 2024, posted on the project site, at the library, and City Hall. The public hearing notice for the April 21, 2025 hearing was mailed on March 27, 2025 to all property owner/occupants within 1,500 feet, published in the Antelope Valley Press on April 1, 2025, posted on the project site, at the library, and City Hall.

CEQA COMPLIANCE

An Initial Study/Mitigated Negative Declaration was prepared for the project based on publicly available information and technical reports authored by consultants. The technical reports included database searches along with field surveys. The Initial Study (SCH #2024080570) was circulated for public review in accordance with the California Environmental Quality Act (CEQA) Guidelines. The Initial Study was posted at the Clearinghouse and on the City's website. The Notice of Availability/Notice of Intent was published in the Antelope Valley Press on August 14, 2024, posted with the Los Angeles County Clerk, mailed to all property owners/occupants within 1,500 feet of the project site along with other interested organizations (e.g., library and AVAQMD).

The 30-day public review period started on August 14, 2024 and was scheduled to close on September 13, 2024. During this time, a request for a time extension came in for the project from Adams Broadwell. A one-week extension of the public review period was granted for the project and the comment period was extended to September 20, 2024.

During the public review period, comment letters were received from the following entities:

- State Agencies (Caltrans, California Department of Fish and Wildlife)
- Local Agencies (Antelope Valley Air Quality Management District)
- Law firms: Adams Broadwell representing Coalition for Responsible Equitable Economic Development Los Angeles (CREED LA) and Lozeau Drury representing Supporters Alliance for Environmental Responsibility (SAFER)
- 30 comment letters from members of the public
- Petition opposing the project totaling 23 pages

Subsequent to the closing of the public comment period, letters were received from Advocates for the Environment and the Law Offices of Jordan R. Sisson representing UNITE HERE Local 11. All comments received on the Initial Study were reviewed.

A revised Initial Study/Mitigated was prepared for the project to address comments that were raised. The revised document was released for public review on March 19, 2025 and the comment period closed on April 18, 2025.

ANALYSIS:

General Plan Consistency

In order to grant a General Plan Amendment, Section 17.24.140 of the Lancaster Municipal Code states that the Planning Commission must show that such amendment is necessary to implement the General Plan and/or that public convenience, the general welfare, or good zoning practice justifies such action.

The proposed project is consistent with the following policies contained within the City of Lancaster 2030 General Plan:

- Policy 3.1.1:** Ensure that development does not adversely affect the groundwater supply.
- Policy 3.1.3:** Encourage the use of recycled tertiary treated wastewater when possible.
- Policy 3.2.1:** Promote the use of water conservation measures in the landscape plans of new developments.
- Policy 3.2.5:** Promote the use of water conservation measures in the design of new development.
- Policy 3.3.1:** Minimize the amount of vehicular miles traveled.
- Policy 3.3.2:** Facilitate the development and use of public transportation and travel modes such as bicycle riding and walking.
- Policy 3.3.3:** Minimize air pollutant emissions generated by new and existing development.
- Policy 3.3.4:** Protect sensitive uses such as homes, schools, and medical facilities, from the impacts of air pollution.
- Policy 3.4.4:** Ensure that development proposals, including City sponsored projects, are analyzed for short- and long-term impacts to biological resources and that appropriate mitigation measures are implemented.
- Policy 3.5.1:** Minimize erosion problems resulting from development activities.
- Policy 3.6.1:** Reduce energy consumption by establishing land use patterns which would decrease automobile travel and increase the use of energy efficient modes of transportation.
- Policy 3.6.2:** Encourage innovative building, site design, and orientation techniques

which minimize energy use.

- Policy 3.6.3:** Encourage the incorporation of energy conservation measures in existing and new structures.
- Policy 3.6.6:** Consider and promote the use of alternative energy such as wind energy and solar energy.
- Policy 3.8.1:** Preserve views of surrounding ridgelines, slope areas and hilltops, as well as other scenic vistas.
- Policy 4.3.1:** Ensure that noise sensitive land uses and noise generators are located and designed in such a manner that City noise objectives will be achieved.
- Policy 4.5.1:** Ensure that activities within the City of Lancaster transport, use, store, and dispose of hazardous materials in a responsible manner which protects the public health and safety.
- Policy 4.6.2:** Ensure that the design of development discourages opportunities for criminal activities to the maximum extent possible.
- Policy 4.7.2:** Ensure that the design of new development minimizes the potential for fire.
- Policy 14.1.1:** Design the City's street system to serve both the existing population and future residents.
- Policy 14.1.4:** Encourage the design of roads and traffic controls to optimize the safe traffic flow by minimizing turning movements, curb parking, uncontrolled access, and frequent stops.
- Policy 14.2.2:** Manage the City's roadway network so that it is aesthetically pleasing through the development and maintenance of streetscapes.
- Policy 15.1.2:** Cooperate with local water agencies to provide an adequate water supply system to meet the standards for domestic and emergency needs.
- Policy 16.3.1** Promote development patterns which will minimize the costs of infrastructure development, public facilities development and municipal service cost delivery.
- Policy 18.2.2:** Encourage appropriate development to locate so that municipal services can be efficiently provided.

There are no goals, objectives, policies, or specific actions of the General Plan that would conflict with the proposed amendment. The subject property is located along Avenue L which is a major arterial with a mix

of residential, commercial, park, and medical uses in the immediate vicinity. The mix of uses has been changing over time with more commercial uses being added to the mix in the central portion of the City (i.e., Challenger Way to 40th Street West). The Antelope Valley Freeway is immediately east of the project site.

The proposed amendment would allow for development of the project site in accordance with goals of the City and provide for additional residential and commercial uses along a major roadway in a mixed-use setting. The proposed amendment would not adversely affect the economic health of the City, as the development of the project would not require a major investment to provide access or public infrastructure to the site. Access already exists from Avenue L and 15th Street West and the developer would be required to install the necessary improvements to ensure that these roadways continue to operate in a smooth and efficient manner. Additionally, public utilities including water, sewer, and electricity exist in the vicinity of the project site and can be extended to provide service.

The proposed development is consistent with the residential and commercial uses in the immediate vicinity. While the subject property is adjacent to existing residential uses and the height of the multi-family residential and hotel uses are taller than many of the structures in the general area (with the exception of the Kaiser Butterfly building), the height falls within the development standards of the MU-C zone. Additionally, development features of the proposed project including block walls on the southern boundary, site landscaping and the placement of the parking either underground or in the center of the project site would minimize impacts on the immediately adjacent neighbors. The site has also been designed in a way to ensure the safety of employees, visitors, and neighboring residents including adequate site lighting and clear visibility throughout the site and into the main entrances of structures. The placement of parking within the center of the site with the multi-family and hotel buildings along the western and southern boundaries of the site is consistent with the requirements of the zone and will assist in blocking the surrounding residential land uses from activities and noise generated on-site. The property directly north of the project site at the northeast corner of Avenue L and 15th Street West is zoned OP (Office Professional) which is meant for office and related commercial uses and the property at the northwest of Avenue L and 15th Street West is zoned HDR (High Density Residential, 15.1-30 units to the acre) and developed with townhomes. As such, the proposed amendment would be compatible with the surrounding land uses and the general plan designations.

No environmental impacts were identified in the initial study that cannot be reduced with the implementation of the identified mitigation measures.

Housing Element Consistency/No Net Loss

The Project supports the goals and objectives of the City of Lancaster's 2022 Housing Element (revised and certified 2023). Specifically, the Housing Element identifies objectives and policies to provide a variety of housing types and affordability levels to the residents of Lancaster. The Project would provide a total of 181 multi-family residential units in two buildings as described above. This development would support the following policies from the City's Housing Element and would help the City meet its current Regional Housing Needs Assessment (RHNA) overall numbers of 9,023 housing units. The Project would be consistent with the Housing Element policies listed below and would increase the amount of housing produced over what the site is currently zoned for. As currently zoned, a maximum of 12 housing units could be developed (one single family housing, accessory dwelling unit and junior ADU per parcel). The

Project would allow for an increase of 169 units over current zoning.

- Policy H-1.1:** Provide for adequate sites that will enable the production of 9,023 housing units through October 2029 to meet the demands of present and future residents, including an adequate number and range of new dwelling types affordable to extremely low-, very low-, low-, moderate-, and above moderate-income households.
- Policy H-1.2:** Encourage a mix of housing types are provided, including single- and multi-family housing within a variety of price ranges to provide a range of housing options for Lancaster residents.
- Policy H-3.7:** Encourage energy conservation and sustainable living building measures in new and existing homes and the addition of energy conservation devices/practices in existing developments.

Compliance with the Lancaster Municipal Code (LMC)

The proposed project complies with the development standards for residential and commercial uses in the MU-C zone as identified in Sections 17.10.060 and 17.10.070 of the LMC.

Compliance with the City of Lancaster Design Guidelines

The proposed project complies with the intent of the Design Guidelines with respect to site design and layout for mixed use, residential, and commercial developments. Pedestrian connectivity is provided throughout the project site and along the project frontage through the installation of meandering sidewalks and walkways. The elevations and floor plans for the proposed development have been reviewed and are in compliance with the Design Guidelines. Outdoor patios, pool areas and private balconies are provided for the residential uses as well as dining patios, sitting areas, and recreational amenities for the hotel and commercial uses.

ZONE CHANGE FINDINGS

In order to grant a Zone Change (ZC), Section 17.24.120 of the Lancaster Municipal Code states that the Planning Commission must make all of the following findings:

- a. That modified conditions warrant a revision in the zoning plan as it pertains to the area or district under consideration.**

Modified conditions warrant a revision in the zoning plan in order to allow for the permitting of the project. The subject site is located at the southeast corner of Avenue L and 15th Street West along a major arterial in the central portion of the city. The uses along this arterial have been changing from a mix of residential and commercial uses to include more commercial uses and higher density, particularly close to the freeway. Rezoning of the project site would continue the commercial zoning east of the freeway and further connect it with the commercial zoning to the west of the project site (20th Street West and Ave L). It would also provide a higher density mixed

-use buffer between the existing residential uses and Avenue L and additional commercial uses. Therefore, the zoning would be compatible with the surrounding zoning designations and land uses.

b. That a need for the proposed zone classification exists within such area or district.

A need for the MU-C zoning on the subject property exists in order to provide for the mix of residential and commercial uses along a major arterial. The zoning would allow for the provision of 181 multi-family residential units, a 235 room hotel with associated 3,800 square foot club house, and 12,800 square feet of retail/restaurant space in a mixed-use environmental. No alcohol sales are proposed as part of the hotel or restaurant operations and any future sale of alcohol would require additional approvals. The subject site's location provides for easy access to and from the freeway and is consistent with other commercial and residential uses in the area. The MU-C zoning would allow for the type of development proposed and would be compatible with the surrounding uses and zoning.

c. That the particular property under consideration is a proper location for said zone classification within such area or district.

The particular property under consideration is a suitable location for the MU-C zone as several properties in the immediate vicinity are also zoned for commercial and higher density residential uses. These locations include the northeast corner of Avenue L and 15th Street West (zoned OP), the properties on the north and south side of Avenue L east of the freeway, and the northeast and southeast corners of Avenue L and 20th Street West. The northwest corner of Avenue L and 15th Street West is zoned HDR as well as the southwest and southeast corner of Avenue K-8 and 15th Street West. While there is a rural residential community located on the south side of Avenue L, development features of the project would provide buffers between the subject property and the surrounding uses such as a block wall along the southern boundary, perimeter and site landscaping and the height of the buildings would block noise generate by site activities and Avenue L. Additionally, access to the project site would be available 15th Street West via two driveways and 15th Street West would be improved along the site frontage to handle all traffic. The construction of additional roadways would not be required.

d. That placement of the proposed zone at such location will be in the interest of public health, safety, and general welfare and in conformity with good zoning practice.

Placement of the zone at this location will be in the interest of public health, safety, and general welfare and is in conformity with good zoning practice. The zone change would provide another location for higher density residential and commercial uses along a rapidly changing, major arterial in the central portion of the city. The zoning would be consistent with the commercial and residential zoning of various properties along Avenue L in the vicinity of the project site including the northeast corner of Avenue L and 15th Street West, properties on the north and south sides of Avenue L just east of the freeway, and the commercial properties at the northeast and southeast corners of Avenue L and 20th Street West as well as the residential properties at the northwest corner of Avenue L and 15th Street West and the southeast and southwest corners of Avenue K-8 and 15th Street West. The development would also be compatible with the

neighboring residential uses and RR-2.5 zoning with the incorporation of the design features proposed as part of the project.

TENTATIVE TRACT MAP FINDINGS

In order to grant a tentative tract map, Section 16.08.110 of the Lancaster Municipal Code states that the Planning Commission must make all of the following findings:

- a. The proposed subdivision is consistent with the general plan, any applicable specific plan, and is compatible with the general plan land uses, goals, objectives, policies, and specific actions specified in such plan.**

The project is a mixed-use development with a subdivision to create individual lots for each of the uses. The subdivision is consistent with the general plan land use designation of Mixed Use (MU) and with the policies, goals, objectives, and specific actions of the General Plan. The project is not located within the boundaries of a specific plan.

- b. The design and improvement of the proposed subdivision is consistent with the general plan, any applicable specific plan, Title 17, and this title.**

The design and improvements of the subdivision are consistent with the General Plan land use designation of MU and the development standards identified in Sections 17.10.060 and 17.10.070 of the LMC. The project site is not located within the boundaries of a specific plan.

- c. The site is physically suitable for the type and density of the development proposed.**

The project site is physically suitable for the type and density of the development. Adequate roadway capacity and infrastructure exists in the vicinity of the project or can be provided to support the development.

- d. The design of the subdivision or the proposed improvements are not likely to cause substantial environmental damage or substantially and avoidably injure fish or wildlife or their habitat.**

The design of the subdivision and the improvements associated with the development of the project are not likely to cause substantial environmental damage or substantially and avoidably injure fish or wildlife or their habitat. An initial study was prepared for the development to assess potential impacts to twenty-one (21) resource areas including biological resources. No wildlife species were observed on the project site; however, suitable habitat exists that may support nesting birds and burrowing owls. Additionally, Joshua trees are present on the project site and would be removed as part of the development. However, mitigation measures have been included requiring preconstruction survey to ensure no impacts to either nesting birds or burrowing owls would occur and an Incidental Take Permit from the California Department of Fish and Wildlife is required to remove the Joshua trees. Mitigation measures have also been provided for other resource areas such as air quality, cultural resources, geology and soils, noise, and transportation. Additionally, the developer would be required to pay the City's Biological Impact Fee, which is utilized to help conserve biological resources found throughout the Antelope Valley.

- e. The design of the subdivision or the type of improvements will not cause serious public health problems.**

The design of the subdivision and the associated improvements are not likely to cause serious public health problems as adequate sewer and water systems will be provided to the development. Additionally, all residences and businesses within the subdivision/project are required to have trash collection services in accordance with the City of Lancaster's Waste Management franchise agreement.

- f. The design or the types of improvements of the subdivision will not conflict with easements acquired by the public at large, for access through, or use of, property within the subdivision. The city may approve the map if alternate easements will be provided in accordance with Section 66474(g) of the Subdivision Map Act.**

There are no known public easements or access across the subject property; therefore, the design of the subdivision will not conflict with public access. Any utility can be accommodated within the design of the project or within the public right-of-way.

- g. The City's action will not have an adverse effect on the housing needs of the region and the city has balanced these needs against the public service needs of its residents and available fiscal and environmental resources, in accordance with Section 66412.3 of the Subdivision Map Act.**

The project would have a beneficial effect on the housing needs of the region because an additional 181 dwelling units could be provided. The project would not adversely affect the economic health of the City as the infrastructure to support the project, such as roadways and utility lines, currently exists in the vicinity of the project site and the maintenance of this infrastructure is already occurring. Additionally, as discussed under Finding "d", the project would not have a significant impact on environmental resources.

- h. The design of the subdivision provides, to the extent feasible, for future passive or natural heating or cooling opportunities.**

The project is not expected to have any significant impact on any future passive or natural heating or cooling opportunities. The project has been designed to take advantage of heating and cooling opportunities to the extent feasible. Additionally, the project is required to comply with Title 24, which includes requirements for solar energy.

CONDITIONAL USE PERMIT FINDINGS

In order to grant a conditional use permit, Section 17.32.090 of the Lancaster Municipal Code states that the Planning Commission must make all of the following findings:

- a. That the proposed use will not be in substantial conflict with the adopted general plan for the area.**

The project would be in conformance with the General Plan Land Use Designation of MU (Mixed

Use) with approval of the general plan amendment for the subject site. This general plan land use designation allows for a variety of commercial/ retail establishment and residential uses including apartment buildings, restaurants and hotels. In addition, the proposed development would be consistent with the goals, objectives, policies, and specific actions identified in the General Plan. The conditional use permit would not become effective until the general plan amendment and zone change is approved by the City Council.

b. That the requested use at the location proposed will not:

1. Adversely affect the health, peace, comfort or welfare of persons residing or working in the surrounding area.

The project would be located on approximately 10 acres at the southeast corner of Avenue L and 15th Street West. The subject site would be developed with a mixed use development consisting of 181 multi-family residential units in two buildings, a 235 room hotel with associated 3,800 square foot club house, and 12,800 square feet of restaurant/retail space along with associated site improvements such as landscaping, block walls, parking, etc. While there is a rural residential community located south of Avenue L and the properties to the south of the subject site contain residential uses, the closest residence is approximately 300 feet south of the property line. Development features associated with the project including a block wall on the southern boundary, site landscaping, shielding of exterior/site lighting, the height of the hotel/multi-family residential buildings blocking site activities from the surrounding uses and conditions of approval would ensure that any potential impacts to the health, peace, comfort or welfare of persons residing in the surrounding area would be minimal.

2. Be materially detrimental to the use, enjoyment, or valuation of property of other persons located in the vicinity of the site.

The development would not be materially detrimental to the use, enjoyment, or valuation of property of other persons located in the vicinity. The subject site is located along a major arterial and adjacent to the Antelope Valley Freeway. The mixed-use development is compatible with other uses in the area and the conditions of approval would ensure that Project would not detrimentally impact neighboring properties.

3. Jeopardize, endanger or otherwise constitute a menace to the public health, safety or general welfare.

The project is consistent with the General Plan's Mixed Use designation as well as the development standards and requirements identified for residential and commercial uses in the Mixed-Use zones of the Lancaster Municipal Code. The project was reviewed by staff and conditions of approval have been placed on the project to ensure that the use would not adversely affect or jeopardize public health and safety.

c. That the proposed site is adequate in size and shape to accommodate the yards, walls, fences, parking and loading facilities, landscaping and other development features prescribed in this title, or as is otherwise required in order to integrate said use with the uses in the surrounding

area.

The project site is approximately 10 acres and is adequate in size and shape to accommodate all necessary improvements including walls, landscaping, parking, outdoor dining areas, setbacks, and travel paths.

d. The proposed site is adequately served:

1. By highways or streets of sufficient width and improved as necessary to carry the kind and quantity of traffic such use would generate.

The project site would be served by both Avenue L and 15th Street West. Avenue L is a major arterial which is currently improved to handle the existing traffic in the area. The project would be required to make any necessary improvements to ensure the safe and efficient operation of the roadway once the Project has been constructed. 15th Street West is currently a private, dirt road. The road would be dedicated and become public along the frontage of the property. This roadway would also be fully improved for the length of the project site. This includes curb, gutter, meandering sidewalk, travels and painted median. With these improvements, the adjacent roadways would be of sufficient width and improved as necessary to carry the traffic generated by the project.

2. By other public or private service facilities as are required.

The project site is located within the service area of the Los Angeles County Fire, Los Angeles County Sheriff's Department and the City of Lancaster Police Department and adequate fire and police services exist to serve the project. Water for the development is anticipated to be provided by the White Fence Farms Mutual Water Company as the site is located within Company's boundaries. The project would be required to comply with all of the Mutual Water Company's requirements. However, there is also a possibility that the applicant will choose to annex the property into the Los Angeles County Waterworks District No. 14 and obtain the necessary water through that entity. Electrical and gas lines are also available in the vicinity of project site and can be extended to serve the development. As such all necessary services are available for the project site.

LEGAL NOTICE

A notice of Public Hearing was mailed to all property owners within a 1,500-foot radius of the project, posted in three places, posted on the subject property, and noticed in Antelope Valley Press on April 1, 2025.

RECOMMENDATION

Adopt Resolution No. 25-004 recommending approval to the City Council for General Plan Amendment (GPA) No. 21-001 to change the general plan designation to MU and Zone Change (ZC) No. 21-001 to change the zoning to MU-C; approving Tentative Tract Map (TTM) No. 24-001 (84317) subdividing the subject property into six lots, approving Conditional Use Permit (CUP) No. 21-001 for construction and

operation/occupancy of a mixed use development consisting of 181 multi-family residential units, a 235 room hotel, 12,800 square feet of retail/restaurant space, and 3,800 square foot clubhouse located on approximately 10 gross acres at the southeast corner of Avenue L and 15th Street West (APNs: 3109-026-032, -040, -042, -044), adopting the Initial Study/Mitigated Negative Declaration (SCH# 2024080570), approving the Mitigation Monitoring and Reporting Program and authorizing staff to execute and file the Notice of Determination.

Attachments:

- A. Resolution No. 25-04
- B. Draft Ordinance
- C. Tentative Tract Map No. 24-001 (84317) Plans
- D. Conditional Use Permit No. 21-001 Site Plans
- E. Revised Initial Study