



AGENDA ITEM: 4.
DATE: 12/11/2023

STAFF REPORT

**TENTATIVE PARCEL MAP NO. 23-002 (TPM 84233)
CONDITIONAL USE PERMIT NO. 23-014**

DATE: December 11, 2023

TO: Lancaster Planning Commission

FROM: Shannon Edwin, Planner
Community Development Department

APPLICANT: Guardian Capital (Glen Powles)

LOCATION: ±20 acres on the northeast corner of 30th Street West and Lancaster Boulevard (Assessor’s Parcel Number: 3153-034-087)

REQUEST: Tentative Parcel Map to subdivide ±20 acres into two lots for two residential projects – one lot for a 324-unit apartment complex, and the other lot for a 96-unit townhouse community. A Conditional Use Permit is requested to develop multifamily residential in the Commercial Planned Development (CPD) zone.

RECOMMENDATION: Adopt Resolution No. 23-37 approving Tentative Parcel Map (TPM) No. 23-002 (TPM 84233) for the subdivision of approximately 20 gross acres into two lots located on the northeast corner of 30th Street West and Lancaster Boulevard (APN: 3153-034-087); approving Conditional Use Permit No. 23-014 to allow for two multifamily residential projects to be constructed in the Commercial Planned Development (CPD) zone; adopting the Initial Study/Mitigated Negative Declaration (SCH# 2023110213), approving the Mitigation Monitoring and Reporting Program and authorizing staff to execute and file the Notice of Determination

BACKGROUND

On March 20, 2006, the Planning Commission approved Tentative Parcel Map (TPM) No. 60735 to subdivide the approximately 20-acre subject property into four parcels: three parcels at approximately 1.5 acres and one parcel at approximately 16.5 acres. There was no proposed development for this site. A one-year map extension was approved for this TPM by the Planning Commission on March 21, 2008; however, this map was not acted upon and therefore has expired.

On August 7, 2023, the Applicant applied for TPM No. 23-002 (TPM 84233), Conditional Use Permit (CUP) No. 23-014, and Site Plan Review (SPR) No. 23-010 to subdivide the approximately 20-acre lot in the Commercial Planned Development (CPD) zone into two lots and develop two multifamily residential projects, a 324-unit apartment complex and 96-unit townhouse community. Multifamily residential development in the CPD zone is subject to the approval of a CUP by the Planning Commission.

GENERAL INFORMATION

Table 1 summarizes the general information concerning this project.

Table 1: General Information

ITEM	DESCRIPTION
APNS	3153-034-087
LOCATION	±20 gross acres on the northeast corner of 30 th Street West and Lancaster Boulevard
ZONING AND LAND USE	The subject property is zoned Commercial Planned Development (CPD)
SURROUNDING LAND USES AND ZONING	North: Vacant land, Mixed-Use Commercial (MU-C) South: Single family residences, R-7,000 East: Vacant land, CPD West: Single family residences, R-7,000
CURRENT DEVELOPMENT	The project site is currently vacant.
ENVIRONMENTAL REVIEW	An initial study/mitigated negative declaration (SCH #2023110213) was prepared for the proposed 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 November 8, 2023, and ended on December 8, 2023.

PROJECT DESCRIPTION:

The Applicant (Guardian Capital) is requesting a TPM, CUP, and SPR for the construction of two multifamily residential projects which include a 324-unit apartment complex and a 96-unit town house community in the Commercial Planned Development (CPD) zone.

The TPM is required to split an existing 20-acre, vacant lot, into two lots, with each lot hosting one of the residential projects. A CUP is required for residential development in a commercial zone per Lancaster Municipal Code (LMC) Section 17.12.080. Multifamily residential projects in commercial zones are subject to the development standards of High Density Residential (HDR) zones.

Tentative Parcel Map

The tentative parcel map would subdivide the approximately 20-acre subject property into two lots in accordance with the CPD zone. All lots within the CPD zone are required to be a minimum of 10,000 square feet and the development meets this standard. Parcel 1, which will host the apartments, would be 558,745 square feet (12.83 acres). Parcel 2, which the townhomes will occupy, will be 319,861 square feet (7.34 acres). Both lots meet the minimum depth and width of 100 feet.

The entire development would be fenced and gated with two access driveways from Lancaster Boulevard. There is also a secondary, right-turn only exit, on 30th Street West, and an emergency exit on Lancaster Boulevard. All streets, open space, and recreational areas within the development would be private.

Apartments

The apartment complex is located on the western portion of the project site adjacent to 30th Street West and Lancaster Boulevard. A primary gated entry is from Lancaster Boulevard. A secondary, right turn-only exit, is proposed on 30th Street West. The apartments are designed as three-story walk-up apartments with one, two-, and three-bedroom units ranging in size from 657 square feet to 1,257 square feet.

The complex includes recreational amenities consisting of a clubhouse with a meeting room and fitness area, pool, putting green, a hard court for activities such as pickleball, an open/sports lawn area, covered table tennis area, two dog parks, and a mini clubhouse intended for tenant activities. A total of 662 parking spaces are proposed, with 490 parking spaces provided under carport covers and the remaining 172 parking spaces uncovered.

The apartment buildings would be three-stories with a pitched roof and a light grey color with stepped out vertical sections of cultured stone in a natural off-white/tan color. The design of the project also includes decorative iron accents that will be placed on gables, iron railings along balconies, as well as teal and blue accent colors on doors and window treatments for the club house.

Townhomes

The second residential lot is for 96 townhomes, located adjacent and east of the apartment complex along Lancaster Boulevard, and just west of the existing flood control channel. The primary gated entry is from Lancaster Boulevard and a secondary emergency vehicle access is also provided from Lancaster Boulevard. The two-story townhomes include two- and three-bedroom units ranging in size from 1,139 square feet to 1,297 square feet. Each town home includes two parking spaces within an attached and enclosed garage. A total of 37 guest parking spaces are provided uncovered. The townhome community includes recreation amenities consisting of an outdoor pool and spa, a bathroom building, a sports lawn, a putting green, and a children's playground.

The town house buildings are two-stories with pitched roofs with decorative iron accents and accent colors. There are two color schemes to provide additional visual interest to the community. Scheme 1 will consist of light beige and grey colors with off-white/beige cultured stone accents as well as teal accent colors on shutters and doors. Scheme 2 will be the same light grey as Scheme 1, but paired with a slightly more vibrant beige/sand color and a dark blue accent color on window shutters and doors.

The townhomes will also have patio areas enclosed by an aluminum and/or vinyl fence with dark wood-looking slats and iron framing.

ANALYSIS:

General Plan Consistency

The project and associated entitlements were analyzed for consistency with the City of Lancaster General Plan 2030. The residential projects would be consistent with the General Plan land use designation of Commercial (C) and the types of uses envisioned therein. The C land use designation "includes a broad spectrum of uses, including regional, community, neighborhood, and highway-oriented uses with floor area ratios ranging from 0.5 to 1.0" (General Plan Objective 17.1). The proposed project is consistent with the following policies contained within the City of Lancaster 2030 General Plan:

Policy 3.2.1: Promote the use of water conservation measures in the landscape plans of new developments.

- Policy 3.2.2:** Consider the potential impact of new development projects on the existing water supply.
- Policy 3.2.5:** Promote the use of water conservation measures in the design of new developments.
- 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 3.4.4:** 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 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 4.7.2:** Ensure that the design of new development minimizes the potential for fire.
- Policy 10.1.1:** Provide opportunities for a wide variety of recreational activities and park experiences, including active recreation and passive open space enjoyment within a coordinated system of local, regional, and special use park lands areas.

- 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 15.1.5:** Ensure sufficient infrastructure is built and maintained to handle and treat wastewater discharge.
- Policy 16.3.1** Promote development patterns which will minimize the costs of infrastructure development, public facilities development and municipal service cost delivery.
- Policy 16.6.1:** Require new development to construct and/or pay for new on-site capital improvements necessitated by their project, consistent with performance criteria identified in Objective 15.1.
- Goal 17:** To establish a variety of land uses, which serve to develop Lancaster into a balanced and complete community in which people live, work, shop and play.
- Policy 18.1.4:** Encourage the long-term maintenance of new residential development.
- Policy 18.2.2:** Encourage appropriate development to locate so that municipal services can be efficiently provided.

The TPM/CUP would allow for the construction of two multifamily residential projects on an undeveloped parcel in a commercial zone. This is consistent with the goals and policies of the Lancaster General Plan.

Housing Element Consistency

The project supports the goals and objectives of the City of Lancaster’s 2022 Housing Element (revised 2023). Specifically, the Housing Element identifies objectives and policies to provide a variety of housing types to the residents of Lancaster. The project would provide up to 420 residential units, 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 and numbers:

- 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-1.3:** Promote infill housing development within areas presently

approved for urban density residential development, as well as areas which have been committed to urban development.

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)

Per section 17.12.080, multifamily projects in a commercial zone shall be subject to the development standards of the HDR zone. The project complies with the development standards for residential uses in the HDR zone as identified in Sections 17.08.060 and 17.08.070 of the LMC.

Compliance with the Lancaster Design Guidelines

The proposed project complies with the intent of the Design Guidelines with respect to site design and layout for multifamily residential developments. The elevations and floor plans for the proposed development would be reviewed as part of the Site Plan Review for compliance with the Design Guidelines prior to the issuance of construction permits. This would ensure quality design with 360-degree architecture which enhances the community's image and quality of life.

TENTATIVE MAP FINDINGS

In order to grant a tentative parcel 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 subdivision of commercial land for a residential subdivision, consistent with the general plan land use designation of C (Commercial) 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 and use designation of C (Commercial) and the development standards identified in Sections 17.08.060 and 17.08.070 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 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 sensitive status plant or animal species were identified during the surveys and mitigation measures have been provided to ensure that any potential impacts remain less than significant. Mitigation measures have also been provided for other resource areas such as air quality, cultural resources, geology and soils, and noise.

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 within the subdivision 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 is a 10' sewer easement that runs in a north/south direction through the eastern portion of the project site. This easement will remain and no structures will be built on top of the easements. The site been designed so that the easement is located within a pedestrian walkway and landscaping. There is no public access easement across the site; therefore, the design of the subdivision will not conflict with public access. Any other utility can be accommodated within the design of the project.

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 420 dwelling units will 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, all roadways, sewer, and water lines within the subdivision would be private and maintained by the Homeowners/Property Owner's Association.

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 CUP, 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 Commercial. In addition, the project would be consistent with the goals, objectives, policies, and specific actions identified within the General Plan.

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 residential developments would be located on a vacant parcel at the northeast corner of Lancaster Boulevard and 30th Street West. The area immediately surrounding the project site is a mix of single family residential and vacant land and is adjacent to two busy roadways and the Antelope Valley Freeway. The project is also west of the Valley Central shopping center. While the multifamily projects would generate some noise associated with its development, this would be similar to other

existing residential uses in the surrounding area. Therefore, the project would not affect the health, peace, comfort, or welfare of persons residing or working in the area.

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

The project would be located at the northeast corner of Lancaster Boulevard and 30th Street West adjacent to/in the vicinity of other residential uses. The CPD zone allows for a mix of uses and permits multifamily residential with a conditional use permit. The project would be consistent within the zone and the surrounding properties and would not be materially detrimental to the use, enjoyment, or valuation of other property.

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

The project would not jeopardize, endanger, or otherwise constitute a menace to the public health, safety or general welfare of the public or surrounding community.

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 would be located on a site which is approximately 20 acres in size. The projects meet all of the required development standards of the zone and would integrate with the surrounding commercial and residential developments.

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.

Access to the project would be provided by driveways located on Lancaster Boulevard. These roadways are sufficient in width and have already been improved to handle the traffic generated by the project.

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

Any necessary public services or utilities are currently available to serve the project.

LEGAL NOTICE

A notice of Public Hearing was mailed to all property owners within a 500-foot radius of the project, posted in three places, posted on the subject property, and noticed in Antelope Valley Press on December 1, 2023.

RECOMMENDATION

Adopt Resolution No. 23-37 approving Tentative Parcel Map (TPM) No. 23-002 (TPM 84233) for the subdivision of approximately 20 gross acres into two lots located on the northeast corner of 30th Street West and Lancaster Boulevard (APN: 3153-034-087); approving Conditional Use Permit No. 23-014 to allow for two multifamily residential projects to be constructed in the Commercial Planned Development (CPD) zone; adopting the Initial Study/Mitigated Negative Declaration (MND) (SCH# 2023110213), approving the Mitigation Monitoring and Reporting Program and authorizing staff to execute and file the Notice of Determination

Attachments:

- A. Resolution No. 23-037
- B. Tentative Parcel Map No. 23-002 (TPM 84233)
- C. Plans
- D. Initial Study/MND