



AGENDA ITEM

PLANNING COMMISSION

August 24, 2020

TO: CHAIR SIMPSON AND MEMBERS OF PLANNING COMMISSION

THRU: Anna Pehoushek, Assistant Community Development Director *APR*

FROM: Chad Ortlieb, Senior Planner *C.O.*

1. SUBJECT

Public Hearing: Mitigated Negative Declaration No. 1862-18, Zone Change No. 1301-20, Design Review No. 5008-20, and Tentative Parcel Map No. 0016-20; Fire Station No. 1 and Headquarters Project, 105 S. Water Street and 180 S. Water Street

2. SUMMARY

The City of Orange is proposing to build a new 16,574 square foot Fire Station No. 1 building and attached 11,353 square foot Fire Headquarters office at 105 S. Water Street, an associated parking lot across the street at 180 S. Water Street, and to utilize an existing 3,780 on-site building, currently used by the Water Division, for reserve apparatus. The project site is zoned as Office Professional (O-P) and Single Family Residential (R-1-6). The project proposes a zone change of the Fire Station and headquarters site to Public Institution (P-I) to better reflect the existing nature of the land uses in the neighborhood and to ensure that the proposed project is consistent with the General Plan. A parcel map is proposed to consolidate underlying parcels.

3. RECOMMENDED ACTION

Adopt Planning Commission Resolution No. PC 20-20 entitled:

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF ORANGE RECOMMENDING THAT THE CITY COUNCIL ADOPT MITIGATED NEGATIVE DECLARATION NO. 1862-18; APPROVE ZONE CHANGE NO. 1301-20 AND ADOPT AN ORDINANCE CHANGING THE ZONING FROM OFFICE PROFESSIONAL AND SINGLE FAMILY RESIDENTIAL, 6,000 SQ. FT. TO PUBLIC INSTITUTION; AND APPROVE DESIGN REVIEW NO. 5008-20, AND TENTATIVE PARCEL MAP NO. 0016-20 FOR THE CONSTRUCTION OF FIRE STATION NO. 1 AND HEADQUARTERS LOCATED AT 105 S. WATER STREET AND THE ASSOCIATED PARKING LOT LOCATED AT 180 WATER STREET

4. AUTHORIZATION GUIDELINES

Orange Municipal Code (OMC) Table 17.08.020 and Section 17.10.020.B.2. authorizes the Planning Commission to advise the City Council on Zone Changes and OMC Table 17.08.020 General Note (b) authorizes the Planning Commission to advise the City Council on all associated applications for the project. OMC Section 17.10.080 and Section 7.A of the City of Orange Local CEQA Guidelines authorize the Planning Commission to recommend an action on Mitigated Negative Declarations.

5. PROJECT BACKGROUND

<i>Applicant:</i>	City of Orange
<i>Property Owner</i>	City of Orange
<i>Property Location</i>	105 S. Water Street and 180 S. Water Street
<i>Existing General Plan Land Use Element Designation</i>	Public Facilities Max. 0.5 FAR and Institutions Max 2.0 FAR (PFI) and Low Density Residential 2-6 du/ac (LDR)
<i>Proposed General Plan Land Use Element</i>	No change
<i>Existing Zoning Classification</i>	Office Professional (O-P) and Single Family Residential 6,000 sq. ft. (R-1-6)
<i>Proposed Zoning</i>	Public Institution (P-I) for the fire station and headquarters. The parking lot will remain Single Family Residential 6,000 sq. ft. (R-1-6)
<i>Site Size</i>	Fire Station and Headquarters Lot – 1.52 acres Parking Lot - 1.23 acres
<i>Circulation</i>	<p>Existing circulation patterns (automobile and pedestrian) and sidewalks around the site will be retained. The apparatus exit/response driveway for Fire Station No. 1 will be onto Chapman Avenue. Stop signs and emergency warning systems will be installed along Chapman Avenue. Water Street will be used for apparatus returns to the site.</p> <p>Pedestrian access to Fire Station No. 1 and Headquarters will be located at the northeast corner of the building at the Chapman Avenue and Water Street intersection. Persons using the parking lot across Water Street would need to cross the street.</p>

<i>Existing Conditions</i>	<p>The main project site where the building is proposed is unpaved, graded with little to no vegetation, and is vacant except for an existing storage building onsite. There are multiple parcels that exist on the site and a Tentative Parcel Map is proposed to merge all the parcels into a single parcel.</p> <p>The parking site is a combination of asphalt paving and compacted gravel, fenced, with a few small trees and shrubs on site.</p>
<i>Surrounding Land Uses and Zoning</i>	<p>The area is the eastern gateway to Old Towne but is not in the Historic Overlay district. Surrounding Land Uses and Zoning are as described on pages 5 and 6 under the Existing Setting section of the project Mitigated Negative Declaration and in the Design Review Committee Staff Report. Generally, the site is surrounded by Office Professional and Single Family Residential zones and uses. (Attachment 1).</p>
<i>Previous Applications/Entitlements</i>	<p>No previous applications or entitlements are applicable to either of the sites.</p>

6. PROJECT DESCRIPTION

The City intends to replace existing Fire Station No. 1 and Fire Headquarters located at 176 S. Grand Street by the construction of a new facility at 105 S. Water Street with a support parking lot at 180 S. Water Street.

Fire Station No. 1 will be approximately 16,574 square feet in size, plus an attached two-story Headquarters which will include approximately 11,353 square feet of space (27,927 square feet total). The two-story Headquarters building would be 30 feet eight inches in height, with its exhaust tower structure reaching a height of 33 feet three inches. The apparatus room for Fire Station No. 1 would be 24 feet in height.

A total of 80 parking spaces will be provided. Parking consists of 21 staff and five visitor spaces on the Fire Station and Headquarters site and 54 staff parking spaces on the parcel located across Water Street to the west behind an automated security gate.

The floor area ratio (FAR) of the fire station and headquarters site, combined with the existing contiguous water yard facilities is 0.38, which is within the 0.5 FAR limit of the Public Facilities and Institutions General Plan Land Use Designation.

Fire Station No. 1 will include the following components:

- Apparatus room with room for two engines, a truck, a rescue vehicle, and a battalion vehicle. The room will have three bays with shutters and three internal doors.
- Exercise room
- Fire station offices
- Ready room to allow for the crew and staff to quickly respond to the apparatus
- Restrooms
- Dorm spaces

- Study/library
- Turn-out room to place turnout gear at the station prior to decontamination and be stored afterward
- Extractor room to house commercial grade washer-extractors and dryers dedicated to cleaning Personal Protective Equipment (PPE)
- Kitchen

Fire Headquarters will include the following components:

- Administration space for the Headquarters including offices and workstations
- Training classroom
- Lockers
- Storage
- Conference rooms

The existing storage building located on the site will be retrofitted and refurbished and will provide approximately 3,780 square feet of space to serve as Reserve Apparatus storage for the new facility. The retrofitting would include replacement of the interior slab, reskinning the building exterior with new metal panels and addition of new lighting.

The retrofitted Reserve Apparatus storage facility will store additional vehicles and be utilized for disaster equipment storage.

Both the main project site and the parking site will have associated lighting and 6-foot high perimeter fencing, constructed of masonry and steel tubes.

The wall on the east side of the proposed staff parking lot that is located on the southeast corner of the Fire Station site will be a 7.7-foot high concrete masonry unit wall. This will also function as a sound wall and any doors installed in the wall will be solid doors with self-closing hinges. Additionally, as a measure of sound proofing, a sound enclosure will be installed on the proposed emergency generator that is depicted in Figure 3 of the MND.

The proposed project will also include necessary utility upgrades including, but not limited to, sewer, stormwater, dry utilities and solid waste management.

Architecture

The building is configured with an “H” shaped footprint with hollows of the “H” accommodating the apparatus room and apparatus entry and exiting to the site. The east side (Water Street-facing) of the “H” contains a single-story wing of rooms for the on-duty responder fire crew and the west side (Jameson Street-facing) contains the headquarters offices in a two-story configuration. The architecture of the Orange Fire Station No. 1 and Headquarters has been designed to reflect the Spanish Revival style found throughout the Old Towne Orange Historic District. The two-story building will have an offset massing that steps back from the street as the building increases in height. The roof will be a combination of flat parapet areas flanked by low-sloped mansards. Concrete roofing tiles, designed to simulate clay, will be used on all sloped roof areas. The west side will feature a second-story arcade element and a heavy-timber pergola to help break up the massing. Window and door openings, with charcoal gray frames, will occur symmetrically at exterior planes, at regular intervals. The exterior finish is primarily composed of a smooth, cream-colored stucco, terracotta-colored brick veneer and cast concrete panels. Decorative wrought iron details, period style lighting, and a small tower element at the main entrance

will help complete the historic styling. Additional discussion of architecture and landscaping is contained in the attached April 15, 2020, Design Review Committee Staff Report (Attachment 5).

Landscaping

All the existing trees will be retained and protected on site, including the pine tree at the parking site. Two Ficus trees on Chapman Avenue, however, will be removed. Once constructed, the site perimeter will be landscaped with 44 trees and a variety of shrubs at appropriately regularly-spaced intervals. Trees include Magnolias at the Chapman Avenue-facing frontage, Natchez Crepe Myrtle trees facing Water and Jameson Streets, Goldenrain trees at the visitor parking lot, and Brisbane Box trees between the site and southern boundary where the Water Yard begins. Shrubs include a variety mixed with accent plantings and groundcover as specified on the landscape plan.

Zone Change

The General Plan Land Use Element designation for this site is Public Facilities and Institutions (PFI). The project site is currently zoned as Office Professional (O-P) and Single Family Residential (R-1-6). The Project proposes a zone change of the Fire Station and Headquarters site to Public Institution (P-I) to better reflect the existing nature of the land uses in the neighborhood and to ensure that the proposed project is consistent with the General Plan PFI Land Use Designation in accordance with State Law. The Zone Change is shown in Attachments 3 and 4.

Parcel Map

There are multiple parcels that exist on the site and a Tentative Parcel Map is proposed to merge all the parcels into a single parcel. A Tentative Parcel Map has not been created at this time per the specifications of the Subdivision Map Act. A Tentative Parcel Map, to be approved by the Community Development Director, will be completed and recorded as a final map with the County prior to a building permit for the project. The map shown in Attachment 2 represents the parcels requiring consolidation under the future parcel map.

7. ANALYSIS AND STATEMENT OF THE ISSUES

No issues exist for this project because the design and construction has occurred under City staff oversight to meet City needs and specifications in relation to fire prevention, fire suppression, emergency response, area context, and site design. Potentially significant environmental effects have been mitigated to less than significant with the mitigation measures provided in Mitigated Negative Declaration No. 1862-18.

Pursuant to Government Code sections 53090(a) and 53091(a) the City is not required to comply with the strict application of its zoning ordinances. Hence the Zoning Code's height limitation of 32 feet, the tree count calculation of the Landscape Design Guidelines, and the 6-foot wall height limitation do not apply to this project. Instead, the project has been reviewed by staff and designed in a manner compatible with height, massing, architecture and landscaping that integrate with the project surroundings for the public benefit.

On June 24, 2020, the City sent a combined Public Hearing and Notice of Intent to Adopt Mitigated Negative Declaration No. 1862-18 to a total of 201 property owners/tenants within a 300-foot radius of the project site and 37 agencies and/or persons specifically requesting notice. A notice was published in the Orange County Register newspaper on June 25, 2020. The project site was posted in three locations with the notification on that same date.

9. ENVIRONMENTAL REVIEW

Mitigated Negative Declaration: Mitigated Negative Declaration No. 1862-18 was prepared to evaluate the physical environmental impacts of the project, in conformance with the provisions of the California Environmental Quality Act (CEQA) per State CEQA Guidelines Section 15070 and in conformance with the Local CEQA Guidelines (Attachment 7). The Mitigated Negative Declaration finds that the project will have less than significant impacts to the environment, with the implementation of standard conditions and mitigation measures. The 30-day public review period was initiated on June 25, 2020, ending on July 25, 2020. Copies of the document were available for public review at City Hall and on the City website.

Staff received three written comment letters and a phone call during the public review period. The letters and the City's responses are included in Attachment 8.

10. ADVISORY BOARD RECOMMENDATION

Streamlined Multi-Disciplinary Accelerated Review Team (SMART):

SMART reviewed the project on February 19, 2020 and recommended that the project proceed through the plan preparation phase with consideration given to comments received.

Design Review Committee (DRC):

At the time this project sought DRC review, no DRC meetings were scheduled due to the City implementing Covid-19 safety practices. The City Manager authorized the Community Development Director to review and approve City projects for Design Review. On April 22, 2020, the Community Development Director recommended that the project be approved for Design Review based on an understanding that the Department of Public Works will work with applicable City Departments to address the considerations identified in the Design Review staff report (Attachments 5 and 6).

11. ATTACHMENTS

1. Vicinity Map
2. Project Plans
3. Existing Zoning
4. Proposed Zoning
5. Design Review Staff Report Dated April 15, 2020
6. Community Development Director Design Review Recommendation Letter Dated April 22, 2020
7. MND No. 1862-18
8. MND No. 1862-18 Public Comments and City Response to Comments
9. Planning Commission Resolution No. 20-20 (including Ordinance ##-20)