



Planning Commission Communication

B. Environmental Impact Report No. 2024-01, Vesting Tentative Tract Map No. 2024-01, General Plan Amendment No. 2024-02, Zone Change No. 2024-02, Precise Development No. 2024-02, and Development Agreement No. 2024-01: Greenbriar Residential Project (The Village at Greenbriar) at 1698-1700 Greenbriar Lane

A request to allow demolition of an existing office building and a parking structure, and construction of a housing development consisting of 179 single-family attached units located at 1698-1700 Greenbriar Lane.

Meeting	Agenda Group
Tuesday, March 11, 2025, 6:00 PM	PUBLIC HEARINGS Item: 3B.
TO	FROM
Chair and Members of the Planning Commission	Joanne Hwang, City Planner

EXECUTIVE SUMMARY

The Applicant, Lennar Homes of California, LLC, is requesting approvals of Environmental Impact Report (EIR) No. 2024-01, Vesting Tentative Tract Map (TTM) No. 2024-01, General Plan Amendment (GPA) No. 2024-02, Zone Change (ZC) No. 2024-02, Precise Development (PD) No. 2024-02, and Development Agreement (DA) No. 2024-01 for the Greenbriar Residential Project (The Village at Greenbriar), which includes the demolition of an existing 164,908 square foot office building, a three-level parking structure, and surface parking and associated landscape areas, and construction of a residential development consisting of 179 single-family units (detached and attached) including landscaping and common open space areas, which would include a private park. The proposed project is located at 1698-1700 Greenbriar Lane (the "Project Site").

The above-mentioned entitlements herein are referred to as the "Project." The Planning Commission serves as a recommending body to the City Council. The City Council is the final decision authority on the Project.

RECOMMENDATION

Staff recommends that the Planning Commission adopt a resolution (Attachment A) recommending that the City Council take the following actions:

1. Adopt a resolution to certify a California Environmental Quality Act (CEQA) Environmental Impact Report (EIR), which analyzed the environmental impacts resulting from construction and operation of the Project, and which was prepared pursuant to CEQA Guidelines Section 15132 (Contents of Final EIR), and CEQA Guidelines Section 15090 (Certification of the Final EIR);
2. Adopt resolutions approving the following entitlements, based on findings and conclusions, subject to the recommended conditions of approval (Attachment B):
 - a. TTM No. 2024-01, to allow for a condominium map;
 - b. GPA No. 2024-02, to modify the Project site's General Plan land use designation from General Commercial to a Mixed-Use II land use designation; and
 - c. PD No. 2024-02, to demolish an existing 164,908 square foot office building, a three-level parking structure, and surface parking and associated landscape areas, and construct a residential development

consisting of 179 single-family units (detached and attached) including landscaping and common open space areas, which would include a private park.

3. Adopt ordinances approving the following entitlements, based on findings and conclusions:
 - a. ZC No. 2024-02, to modify the Project site's zoning from C-G General Commercial Zone with a Precise Development (P-D) overlay to a Mixed-Use II (MU-II) Zone; and
 - b. DA No. 2024-01, for a contract between the Applicant and the City, defining terms of development proposed by vesting the City's approval while specifying public benefits.

BACKGROUND

Project Location

The Project site, located at 1698-1700 Greenbriar Lane, is a 9.7-acre property that is situated west of South Associated Road, south of Greenbriar Lane, and north of the Brea Plaza Shopping Center. The Project site is currently developed with a 164,908 square foot office building, a three-level parking structure, and surface parking and associated landscape areas, and was most recently occupied by Mercury Insurance. Vehicle access to the Project site is currently provided by one driveway approach on Greenbriar Lane and an internal access road that connects the Project site to the Brea Plaza Shopping Center along the southern property line. The Project site has a General Plan land use designation of General Commercial and a zoning designation of C-G with PD Overlay. The Project Vicinity Map, the surrounding land uses and zoning designations are shown in Figure 1 and Tables 1 and 2 below.

Figure 1. Project Vicinity Map



TABLE 1 – Surrounding Land Uses

North	Single-family residential uses
East	Single-family residential uses (<i>across the Fullerton Creek drainage channel & S. Associated Road</i>)
South	Brea Plaza Shopping Center

West	Brea Mall (<i>across State Route SR-57 & State College Avenue</i>)
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TABLE 2 – Surrounding Zoning Designations

North	Multiple Family Residential (R-2)
East	Single-Family Residential (R-1) (<i>across the Fullerton Creek drainage channel & S. Associated Road</i>)
South	C-G
West	Regional Commercial (C-C) and Mixed-Use I (MU-I) (<i>across State Route SR-57 & State College Avenue</i>)

Entitlement History

- In 1975, the existing 164,908 square foot office building was approved under Precise Development (PD No. 19-75) and Parcel Map (PM No. 3-75) as part of the Brea Plaza Office Park, which included the Project site and the site that is now occupied by the Brea Plaza Shopping Center.
- In 2005, the construction of the three-level parking structure was approved under Conditional Use Permit (CUP No. 05-02), Precise Development (PD No. 05-01), and Mitigated Negative Declaration (ND No. 05-01).
- Private agreement: The Project site and Brea Plaza Shopping Center are currently under an existing memorandum of understanding (MOU) that allows customers of the Brea Plaza Shopping Center to use approximately 180 parking spaces located at the Project site during normal business hours, and all of the surface parking spaces (approximately 500 spaces) after 5:00 p.m. and on weekends. The MOU expires in April 2026, unless voluntarily terminated by both parties sooner.
- Current proposal:
 - On March 27, 2024, the Applicant filed the planning applications for the Project, which included aforementioned entitlements.
 - On February 25, 2025, the Planning Commission was presented with an introduction to the Project, which provided a detailed overview of the Project.

Project Description

The Applicant proposes to demolish an existing 164,908 square foot office building, a three-level parking structure, and surface parking and associated landscape areas, and construct a residential development consisting of 179 for-sale, single-family units (detached and attached), including landscaping and common open space areas, which would include a private park. Figure 2 below illustrates the proposed Project Layout (Attachment H – Illustrative Site Plan).

Figure 2. Proposed Project Layout



Overall, the Project layout proposes a row of buildings along the northern, eastern, and southern property lines as well as smaller vertical rows of buildings towards the center of the development, with the site access taken from two new access points off of Greenbriar Lane. The Project would include 67 buildings consisting of three different housing products (The Courts, The Yards, and The Villas), providing a total of 179 units, ranging between one- to four-bedrooms and three- to four-stories.

The detailed Project description can be found in the February 25, 2025 Planning Commission Staff Report, which is Attachment C of this report.

Also, the Technical Background, Vicinity Map, Project Application, Project Description, Illustrative Site Plan, Civil Sheets, and Floor Plans and Elevation are provided as Attachments D through J, respectively.

ANALYSIS

General Plan Amendment No. 2024-02

The Project requires a General Plan Amendment to change the General Plan Land Use designation of the Project site from General Commercial to Mixed Use II. The Project is consistent with various goals and policies of the General Plan, including the City's 6th Cycle Housing Element. Specifically, the Project would further General Plan Policy CD-1.1 (*"Create neighborhoods that effectively integrate single-family and multi-family housing with convenience and neighborhood shopping centers, park and recreation areas, and other uses appropriate for the neighborhoods"*), CD-1.5 (*"Provide opportunities for development of housing that responds to diverse community needs in terms of density, size, location, design and cost"*), CD-1.9 (*"Encourage new development that is organized around compact, walkable, mixed-use neighborhoods and districts to conserve open space resources, minimize infrastructure costs, and reduce reliance on the automobile"*), as it would provide for a new, for-sale housing units in the City, within an mixed-use area with a pedestrian connection to a neighborhood shopping center, and facilitate housing growth that would assist in achieving the City's RHNA goals.

Zone Change No. 2024-02

The Project requires a Zone Change to change the zoning designation of the Project site from C-G with a PD overlay to MU-II. The MU-II Zone allows for “*either vertical or horizontal integration of uses*” and emphasizes “*tying together the uses with appropriate pedestrian linkages,*” and stand-alone residential projects are allowed when part of a larger mixed-use development area. The Project would be compatible to surrounding land uses, which are a mixture of residential and commercial land uses within a larger mixed-use development area and would provide a pedestrian accessway connecting the Project site and the Brea Plaza Shopping Center. In addition, the proposed Project, which entails 179 single-family units (176 attached units and three detached units), have been classified as a Dwelling, Single-Family Attached use, pursuant to the established definition within the Brea City Code (BCC). As such, the proposed Project is an allowed use within the MU-II Zone. In addition, the Project site is physically suitable to accommodate the Project’s density and land use.

Precise Development No. 2024-02

Development Standards

In the MU-II Zoning district, PD review is required for residential construction of five or more units and non-residential construction that is over 10,000 square feet of gross floor area. The intent of PD review is to ensure that the Project complies with the applicable development standards and also allows for architectural review of the Project. As proposed, and conditioned, the Project represents quality design and complies with a majority of the development standards of the MU-II Zone for stand-alone residential projects as shown on Table 3 below:

TABLE 3 – Compliance with Development Standards

Development Standard	Zoning Code Standards (min./max.)	Proposed
Minimum Project Size	2,500 sq. ft.	422,478 sq. ft. (approximately 9.7 acres)
Density	6.1 to 40 du/ac	18.4 units per acre
Floor Area Ratio (FAR)	2.00	1.20
Height	60 ft.	<u>The Courts</u> – 36’-11” for the five-unit buildings & 36’-9” for the 10-unit buildings <u>The Villas</u> – 44’-2” or 48’-11”, depending on style option <u>The Yards</u> – 35’-7” or 41’-5”, depending on style option
Building Setbacks		
Front (S. Associated Road)	15 ft.	155’-7”
Street Side (Greenbriar Lane)	15 ft.	*12’-3” to 23’-4”
Interior Side	10 ft.	10’
Rear (State Route SR-57)	20 ft.	*16’-7” to 61’-9”

Landscape Setbacks		
Front (S. Associated Road)	Front: 8 ft.	29'-9"
Street Side (Greenbriar Lane)	Street Side: 8 ft.	12'-3" to 23'-4"
Interior Side	Interior Side: 5 ft.	10'
Rear (State Route SR-57)	Rear: 5 ft.	5'-8"
Common Open Space	100 sq. ft. per unit (Minimum dimension shall be 15 feet.)	39,995 sq. ft.
Private Open Space	75 sq. ft. per unit (Minimum dimension shall be 8' feet)	Range in size from 96 sq. ft. to 347 sq. ft. (balconies, roof top decks, private courtyards)
**Parking	448 (358 garage spaces; 90 guest spaces)	*397 (342 garage spaces; 55 guest spaces)
<p>*Minor Conditional Use Permit (MCUP) would be required to modify the required minimum development standard.</p> <p>**Land use classification applied to determine minimum parking requirements: <i>Dwelling, single-family attached, 2 covered parking spaces for each unit plus 0.5 covered or uncovered parking spaces for each dwelling unit for guest spaces.</i></p>		

The Project Site is adequate in size and shape to accommodate the proposed development and all of the yards, setbacks, walls or fences, landscaping, and other features, except for the following three development standards: minimum street side setback, minimum rear setback, and minimum parking requirements. The minimum street side setback per the BCC is 15 feet and the Project identifies street side setbacks that range from 12'-3" to 23'-4". The minimum rear setback per the BCC is 20 feet and the Project identifies rear setbacks that range from 16'-7" to 61'-9". As for the minimum parking requirements, the BCC requires two covered parking spaces for each unit plus 0.5 covered or uncovered parking spaces for each dwelling unit for guest spaces for a Dwelling, Single-Family Attached land use. Therefore, the minimum required parking per BCC would be a total of 448 off-street parking spaces (358 enclosed garages and 90 guest parking spaces), and the Project provides a total of 397 parking spaces, of which 342 spaces are enclosed garage spaces and 55 spaces are exterior guest parking spaces. The difference between the BCC minimum requirement and the Project proposal would be 51 spaces (16 covered spaces, which is associated with one-bedroom units only, and 35 guest parking spaces).

In order to ensure compliance with BCC, the draft Conditions of Approval (Attachment B) requires the Applicant to either update the Project plans to comply with the applicable development and/or obtain subsequent approval of a MCUP or any other available administrative permit for the requested modification of standards. In addition, the draft Conditions of Approval also requires the Project to provide Covenants, Conditions, and Restrictions (CC&R's) as well as a Parking Management Plan (PMP) that would, among other things, identify parking management strategies, such as a requirement for the residents to use the garage spaces for vehicle parking only, implementation of parking rules/control, visitor parking management, and methods to address potential parking issues. With the required plan update and/or subsequent approval of an MCUP or other available administrative permits, as well as the proposed conditions of approval, the Project would be consistent with the development standards of the MU-II Zone and therefore, compatible with the surrounding area.

In addition, the Project was reviewed by various departments, including the Fire Department, Police Department, Public Works Department and the Building & Safety Division. The Project is required to meet all Building and Fire codes and standards, thereby assuring the public health, safety, and welfare. To further ensure the Project would be compatible with surrounding uses and not adversely affect the public, health or general welfare, staff has prepared draft Conditions of Approval. Notably, a condition has been recommended by the Police Department for the Project to provide communication infrastructure and funding improvements at two intersection: E. Birch Street/Redbay Avenue and S. Associated Road/Greenbriar Lane. The Project and the community would benefit from the development of the Integrated Crime Center that will aid the Police Department in preventing, managing, and solving crime. In addition, the Project would be subject to paying development impact fees including, but not limited to: Dispatch Impact Fees, Fire Impact Fees, Traffic Impact Fees, Sewer Impact Fees, Orange County Sanitation District Fees, Water Impact Fees, Storm Drainage Fees, Park Development Fees, School District Fees.

Art in Public Places

The Project would be required to comply with the City's Art in Public Places (APP) Ordinance and Policy Manual. The Applicant has indicated that the existing art sculpture located on the northeast corner of the property would remain and preliminary discussions have occurred with City staff. Ultimately, the Art in Public Places Committee would review a formal proposal for the existing art sculpture retention upon the Project approval to ensure compliance with APP requirements.

Vesting Tentative Tract Map No. 2024-01

The Project requires a tract map for condominium purposes to accommodate the proposed single-family attached dwelling units. Common areas would be established for vehicular and pedestrian circulation and for open space purposes, with a homeowner's association having responsibility for all common facilities. CC&Rs would be conditioned for the Project, to ensure proper maintenance is provided for the common areas of the Project site. Also included in the map are proposed easements for public utilities and ingress/egress for emergency vehicles.

As proposed, the site is physically suitable for the type of development proposed. The Project site has and will continue to maintain proper infrastructure and related City services in place to support the proposed development. The proposed design and associated improvements satisfy the minimum lot size, width, lot depth and life safety needs required for properties in the MU-II Zone.

Development Agreement No. 2024-01

The Project includes a request for a DA, which is a contract for development that provides a property owner or developer a vested right to proceed with an approved development in exchange for the City obtaining benefits beyond what would otherwise be required by existing regulations and ordinances. As indicated in the Draft DA (Attachment K), the Applicant intends to satisfy the City's affordable housing requirements either by: 1) providing an off-site 100% affordable housing project; 2) providing land to the City for the development of an affordable housing project; or 3) providing on-site affordable housing at the Project site. Given that the City Council is the decision authority that decides on the agreement and terms, staff will further refine the draft DA and present the final DA for consideration at the future City Council meeting.

ENVIRONMENTAL ASSESSMENT

The City, as the lead agency with the assistance of PlaceWorks, prepared an EIR in authority and criteria contained in the CEQA Guidelines and the environmental regulations of the City. An EIR is the highest level of environmental review under CEQA.

EIR Timeline:

- On July 31, 2024, the City issued a Notice of Preparation (NOP) informing the public that an EIR is being prepared for the Project and provided information on the planned scoping meeting. The public comment period concluded on September 3, 2024, and a total of six agencies and interested parties responded to the NOP and provided written comments.
- On August 21, 2024, the City held a scoping meeting on the Project's EIR. A total of six individuals were in attendance, where the majority were residents of the Glenbrook community. At the end of the meeting, one written comment card was submitted. In general, the comments expressed during the meeting were concerns regarding traffic, street parking, noise, and aesthetics (height/massing).
- On December 12, 2024, the City issued a Notice of Availability (NOA) to provide the public and agency review of the Draft EIR (DEIR).
- On December 13, 2024, the DEIR was released for public review. The public comment period concluded on January 28, 2025, and a total of three agencies and interested parties responded to the DEIR and provided written comments. Response to comments will be provided as a part of the Final EIR (FEIR).
- On March 5, 2025, the FEIR, which includes response to DEIR comments, was released for public review.

Draft EIR Summary:

- 20 environmental topics were reviewed.
- There are no topics analyzed that resulted in significant and unavoidable impacts.
- Six topics that were found not to be significant:
 - Agriculture and Forest Resources
 - Biological Resources
 - Geology and Soils
 - Hydrology and Water Quality
 - Mineral Resources
 - Wildfires
- Nine topics that resulted in a less than significant/no impact without mitigation:
 - Aesthetics
 - Energy
 - Land Use and Planning
 - Noise
 - Transportation
 - Utilities and Services Systems
 - Population and Housing
 - Public Services
 - Recreation
- Five topics that resulted in a less than significant impact with mitigation incorporated:
 - Air Quality
 - Cultural and Paleontological Resources
 - Tribal Cultural Resources
 - Greenhouse Gas Emissions
 - Hazards and Hazardous Material

Final EIR

The FEIR was prepared pursuant to Section 15132 of the CEQA Guidelines, which contains response to agency and public comments made on the DEIR and a summary of revisions to the DEIR resulting from comments. Along with the FEIR, a Mitigation Monitoring and Reporting Program (MMRP) has been prepared, which memorializes the proposed mitigation measures, along with the Draft Findings of Fact (FOF), which provides conclusions and findings required by the CEQA Guidelines. The Final FOF will be presented for consideration at the future City Council meeting. The FEIR can be accessed on the following link (<https://www.cityofbrea.gov/DocumentCenter/View/17708/Final-EIR?bidId=>), and MMRP and FOF are provided as Attachments L and M, respectively. The other environmental documents for the Project, including the NOP, NOA, and DEIR, can also be accessed on the following link: <https://www.cityofbrea.gov/166/Projects-in-Process>.

PUBLIC NOTICE AND COMMENTS

This Project was noticed in accordance with the City's public noticing requirements, which involved mailed notices sent to property owners within 500-feet of the Project site, and publication in the Brea Star-Progress. The public hearing notice for the Project is provided as Attachment N. As of the writing of this report, staff has received one public comment via email (Attachment O). The comment expressed concerns with parking and utilities, specifically water and power.

CONCLUSION

The Project is consistent with the goals and policies of the General Plan, including the City's 6th Cycle Housing Element, and a majority of the provisions of the BCC. For the three development standards that are deviating from the provisions of the BCC (i.e. minimum street side setback, minimum rear setback, and minimum parking requirements), the Applicant would either be required to update the Project plans to comply with the applicable development and/or obtain subsequent approval of a MCUP or any other available administrative permit for the requested modification of standards. The Project offers a high-quality residential product on an underutilized site and provides pedestrian connectivity between the commercial uses at the Brea Plaza Shopping Center and a transitional buffer for the existing residential neighborhood to foster a vibrant mixed-use area. In addition, the environmental analysis prepared as part of the EIR concluded that there are no significant and unavoidable impacts.

It is for these reasons discussed above and the information within this report and its attachments that staff recommends that the Planning Commission adopt the resolution (Attachment A) recommending that the City Council approve the Project and certify the EIR prepared for the Project.

RESPECTFULLY SUBMITTED:

Joanne Hwang, AICP, City Planner

Prepared by: Rebecca M. Pennington, Senior Planner

ATTACHMENTS

- A. Draft Resolution
- B. Draft Conditions of Approval
- C. February 25, 2025 Planning Commission Staff Report
- D. Technical Background
- E. Vicinity Map
- F. Project Application

- G. Applicant's Project Description
- H. Illustrative Site Plan
- I. Civil Sheets
- J. Floor Plans and Elevations
- K. Draft Development Agreement
- L. Mitigation Monitoring and Reporting Program (MMRP)
- M. Draft Findings of Fact (FOF)
- N. Public Hearing Notice
- O. Public Comment

Attachments

[Attachment A - Draft PC Resolution.pdf](#)

[Attachment B - Draft Conditions of Approval.pdf](#)

[Attachment C - February 25, 2025 Planning Commission Staff Report.pdf](#)

[Attachment D - Technical Background.pdf](#)

[Attachment E - Vicinity Map.pdf](#)

[Attachment F - Project Application.pdf](#)

[Attachment G - Applicant's Project Description.pdf](#)

[Attachment H - Illustrative Site Plan.pdf](#)

[Attachment I - Civil Sheets.pdf](#)

[Attachment J - Floor Plans & Elevations.pdf](#)

[Attachment K - Draft Development Agreement.pdf](#)

[Attachment L - Mitigation Monitoring and Reporting Program \(MMRP\).pdf](#)

[Attachment M - Draft Findings of Fact \(FOF\).pdf](#)

[Attachment N - Public Hearing Notice.pdf](#)

[Attachment O - Public Comment Email.pdf](#)