



STAFF REPORT

CITY of YORBA LINDA

COMMUNITY DEVELOPMENT DEPARTMENT

DATE: AUGUST 27, 2025

TO: HONORABLE CHAIRMAN AND MEMBERS OF THE PLANNING COMMISSION

FROM: COMMUNITY DEVELOPMENT DEPARTMENT

BY: EVA CHOI, SENIOR PLANNER

SUBJECT: CONDITIONAL USE PERMIT 2024-28 AND DESIGN REVIEW 2024-10 - CAMPBELL

APPLICANT: **BRAD CAMPBELL**
5612 Chalon Road
Yorba Linda, California 92886

CEQA STATUS: Categorical Exemptions (Class 31 Historical Resources Restoration/Rehabilitation, Class 2 Replacement or Reconstruction)

RELATED ITEMS: None

LOCATION: 4815 Main Street

REQUEST: To demolish an existing 1,217 square-foot commercial structure while retaining the original building façade facing Main Street and construct a 2,050 square-foot one-story commercial structure at 17 feet in height and a request to participate in the City's Parking In-Lieu Fee Program for the property addressed as 4815 Main Street, located on the west side of Main Street and south of Lemon Drive.

PROJECT DATA

APN: 323-304-24
LOCATION: 4815 Main Street
General Plan: Community Core/Downtown Historical District Area Plan
Zoning: Historic Town Center District, Town Center Specific Plan (TCSP)

Property Development Standards:
(Historic Town Center District)

	Required	Existing	Proposed
Front setback	0 feet / 10 feet (max.)	0 feet	No Change
Rear Setback	0 feet required	51 feet 6 inches	17 feet 11 inches
North Side Setback	0 feet required	4 inches	No Change
South Side Setback	0 feet required	4 inches	No Change
Building Height	35 feet (max.)	17 feet	No Change
Lot Coverage	100% (max.)	49%	82%

* Lot size is 2,508 square feet, existing building is 1,217 square feet.

BACKGROUND / DISCUSSION

On July 7, 2011, the Yorba Linda City Council adopted the Town Center Specific Plan (TCSP), which establishes the overall vision, policy framework, and development standards for the Town Center Plan Area. The TCSP is organized into four districts: Historic Town Center, Town Center Commercial, Multi-Family, and Civic/Cultural Arts and Public Facilities. The subject property, located at 4815 Main Street, is within the Historic Town Center district. The TCSP identifies Main Street as the civic and cultural core of the community, characterized by a pedestrian-oriented scale and historic architectural charm. The intent of this district is to preserve the established historic character of Main Street while reinforcing its role as the City's focal point.

In alignment with that vision, the TCSP generally permits business and professional office uses only when located above the ground floor, to encourage pedestrian-oriented uses at street level. However, the office use at 4815 Main Street predates the TCSP and was lawfully established. Records indicate the building has operated as an office since at least 1978, including use by an engineer and design firm and later as the Calvary Chapel Church Office in 1992. The existing structure, a single-story 1,217-square-foot office, was identified in the City's 2010 Citywide Historic Resources Survey as a "District Contributor" to the Main Street Historic District. Due to this designation, altering the building street façade or adding a second story would potentially result in a substantial adverse impact on a historic resource. To preserve the historic character of the building, development potential is limited to extending the single-story footprint toward the rear of the property while maintaining its height and Main Street facing façade. Another challenge stems from a structural evaluation (Attachment 8) performed by engineer Samuel Grimm concluding that, amongst other structural deficiencies, the existing north and south bearing walls are deteriorating due to weather exposure and the building does not meet 2022 California Building Code standards for occupant safety.

On August 20, 2024, the applicant, Brad Campbell, submitted a request to demolish the deteriorated structure. Upon learning about the structure's designation as a District Contributor and following consultation with an architectural historian, the applicant revised

the project to retain the Main Street-facing façade to preserve the district’s historic character. The revised project includes demolishing the remainder of the building and constructing a replacement structure of 2,050 square feet — an 833-square-foot increase. In accordance with Section 18.36.110 of the Yorba Linda Municipal Code, the project requires design review approval by the Planning Commission.

The project also raises parking considerations. Based on the City’s standard requirement of 3.5 spaces per 1,000 square feet of office space, the proposed 833-square-foot addition requires three additional off-street parking spaces. Like many Main Street properties, the building is constructed with a zero front setback and lacks rear access, making on-site parking infeasible. To address this, the applicant is requesting participation in the City’s Parking In-Lieu Fee Program. This program, outlined in Section 3.8.7 of the TCSP, allows property owners to satisfy parking requirements by paying an in-lieu fee, subject to approval of a Conditional Use Permit. Accordingly, the applicant has submitted **Design Review 2024-10** and **Conditional Use Permit 2024-28** for the Planning Commission’s review and consideration.

Design Review 2024-10

According to Section 3.14.1 of the Town Center Specific Plan (TCSP), Main Street is envisioned to remain the heart of Yorba Linda, defined by its pedestrian-scaled buildings and historic charm. A small concentration of commercial buildings along Main Street conveys the City’s early commercial and social core. While many buildings lack a distinct architectural style, several exhibit stylistic details that reflect popular designs of their time.

The Historic Town Center Design Guidelines within the TCSP emphasize preserving this traditional downtown character through compatible building styles, materials, and features. These include historical architectural styles such as Western False Front, Mission, Mediterranean Revival, Colonial Revival, American Craftsman, and Carpenter Gothic; traditional materials such as stained wood, cobblestone, brick, tile, and terracotta; design features including recessed entries, awnings, flat roofs, and storefront windows; and pedestrian-oriented elements such as courtyards, landscaping, and window boxes.

The subject property at 4815 Main Street maintains a one-story, 1,217-square-foot wood-framed commercial building constructed in 1920. Historically used as an office, the building’s floor plan includes two offices and a restroom. The City’s 2010 Citywide Historic Resources Survey identified the property as a contributing resource within the Main Street Historic District, which is recognized as locally significant. As a “District Contributor,” the building was constructed during the district’s period of significance (1920s–1930s) and retains a high level of historic integrity.

A 2009 windshield survey, documented on California State Parks Primary Record Form 523A (Attachment 6), recorded the structure’s condition and identified its Western False Front style with character-defining features such as wood clapboard siding, angled storefront bays, a wood entry door, and a bracketed cornice under the parapet. The survey noted that

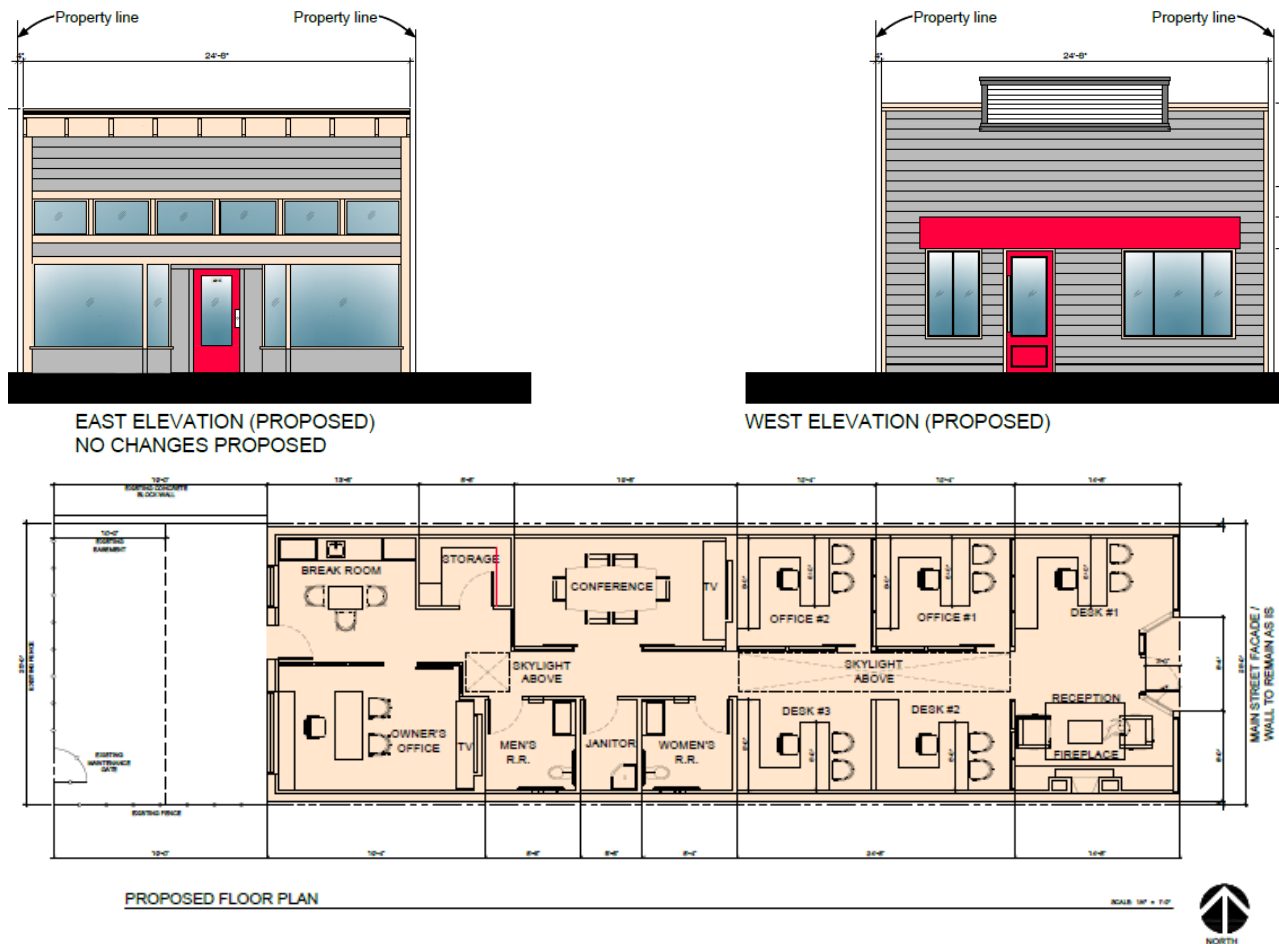
the storefront windows and fabric awning were later alterations and not part of the original construction.

In April of 2025, Architectural Historian Pamela Daly conducted a site visit and confirmed the building remains eligible for listing in both the National and California Registers (Attachment 10). She noted its association with Yorba Linda's early commercial development and its architectural significance as a rare one-story "Western False Front" commercial structure with Italianate influences. Ms. Daly recommended preserving the historic street-facing façade while allowing new construction at the rear.

In response to these findings, the applicant revised the original proposal to demolish the building in its entirety. The revised project preserves the Main Street façade and angled storefront while removing the deteriorated interior and rear portions of the structure. The applicant proposes to construct a 2,050-square-foot replacement building, an 833-square-foot expansion from the existing structure, while retaining the historic façade. Ms. Daly has since reviewed the revised project and issued a supplemental memorandum to confirm the proposed project is consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

On August 5, 2025, the City Council approved a demolition permit request from the applicant limited to the interior and rear portions of the structure. The Planning Commission is now tasked with reviewing the design of the reconstructed building with its preserved front façade and rear addition.

The proposed structure will maintain the existing 17-foot height to align with the preserved façade. The proposed floor plan and building elevations are shown below. The design retains key features of early 1900s downtown commercial architecture, including a flat roof and parapet walls. The west elevation will feature clapboard wood siding, vertical windows, and a new awning. At the rear, the project includes an outdoor deck for employees and patrons. This deck is outside of a Yorba Linda Water District easement area. Any improvements near the easement area are subject to approval by easement holders. Existing landscaping will be removed to accommodate new construction, while existing fencing will remain.



The new construction will cover approximately 82 percent of the lot, leaving the balance for the outdoor patio and easement area at the rear. As the property is flanked by adjacent commercial buildings at 4805 and 4821/4825 Main Street, demolition behind the preserved façade will not alter the historic streetscape along Main Street.

Staff has reviewed the project and finds it consistent with the TCSP and Historic Town Center Design Guidelines. The preservation of the Main Street façade and angled storefront entry treatment maintains key historic design elements, while the rear addition provides modern functionality within the pedestrian-oriented framework of the district. The project respects the City’s vision for Main Street by maintaining its scale, materials, and historic character as shown on the project rendering below, while also creating a structurally sound building that continues its longstanding office use. Based on these considerations, staff finds the proposal attractive, consistent with the quality desired by the Planning Commission, and supportive of the preservation goals of the Historic Town Center.



Conditional Use Permit 2024-28 (Parking In-Lieu Fee Program)

During the City's development the TCSP, a common concern was the availability of sufficient parking for existing and future development. The parking in-lieu fee program was established to allow applicants to pay a designated fee instead (or "in-lieu") of providing required off-street parking spaces. This is particularly helpful in a densely developed downtown area, where available land area for providing parking on-site is limited and buildings fronting Main Street have limited opportunity to access private off-street parking. The fees collected would be used to develop and maintain the Town Center parking structure and provide other public parking opportunities over time. The purpose of the in-lieu program is not to impose an additional fee or burden on development, but to provide an alternative for projects having difficulty meeting minimum requirements on-site due to space constraints, financial feasibility, or both. As such, in-lieu fees can be seen as an economic development tool, facilitating otherwise unfeasible projects.

Implementation of Section 3.8.7 of the TCSP began on December 1, 2015, when City Council adopted Resolution 2015-5352 (Attachment 4) establishing an in-lieu parking rate of \$5,000 per parking space, with annual Consumer Price Index adjustments commencing each January 1 beginning January 2016. As of January 2025, the in-lieu parking rate is \$6,827.86 per parking space. Following City Council action, staff drafted and administratively approved the City of Yorba Linda Parking In-lieu Fee Program.

A summary of the Program can be found below:

- Authorization for use of Parking In-Lieu Fee(s) to satisfy off-street parking requirements shall be subject to the review and approval of the Planning Commission, subject to the granting of a conditional use permit.

- The payment of a Parking In-Lieu Fee(s) shall be made on a one-for-one basis with a fee paid for each required parking space.
- The Program can be used to satisfy up to 100 percent of the off-street parking requirements for new developments, additions, renovations, or changes in use within the TCSP area.
- Parking In-Lieu Program Fee(s) shall be collected by either an upfront, one-time lump sum payment for each parking space or through quarterly installments, over two years, including any applicable inflation adjustments.
- Parking In-Lieu Fee funds collected by the City shall be deposited in a designated fund and shall be expended by the City exclusively for the acquisition, development, operation or maintenance of off-street parking spaces available for use by the general public.

In order to meet the required parking demand for the office use and develop the site to a greater potential, the applicant requests to participate in the City's Parking In- Lieu Fee Program. The existing structure consists of 1,217 square feet and the new construction at 2,050 square feet equate to a net floor area increase of 833 square feet which the applicant is responsible for providing off-street parking. The existing structure at 1,217 square feet is "grandfathered-in" (i.e., baseline credit) for 4 parking spaces. Table 3-3 of TCSP stated that off-street parking requirements for office use shall be calculated at 3.5 spaces per 1,000 square feet. By applying the parking standard of 3.5 spaces per 1,000 square feet, the office use with a 833 square-foot floor area increase is required to provide a total of 3 parking spaces $[1,000 \text{ square feet} / 3.5 \text{ spaces} = 286 \text{ square feet per parking space}; 833 \text{ square feet} / 286 \text{ square feet} = 2.9 \text{ parking spaces}]$. The fees collected for the required 3 spaces would then be used to develop and maintain the Town Center Parking Structure.

Therefore, with the applicant's remittance of the City Council established fee per parking space for three parking spaces in-lieu of providing off-street parking, the required parking for the development has been satisfied. A condition of approval has been provided to specify the parking in-lieu fee shall be paid in full prior to issuance of building occupancy.

CEQA DETERMINATION

As the subject property has been designated as a property eligible for local historic listing, which for the purposes of CEQA means "historical resource", for its association with the early development of Yorba Linda's primary commercial corridor. For the purposes of CEQA, a "historical resource" is defined as either a resource listed in, or determined to be eligible for listing in, the California Register of Historic Resources. Resources included in a local register of historical resources (e.g., 2010 Citywide Historic Property Survey) are also presumed to be historically significant for purposes of CEQA

Analysis.

In accordance with CEQA, a project may have a significant effect on a "historic resource" if it causes a substantial adverse change to the significance of the resource. Substantial adverse change can be defined as physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of the historical resource would be materially impaired. Furthermore, the significance of a historical resource is materially impaired when a project demolishes or materially alters in an adverse manner those physical characteristics that account for its inclusion in a local register of historical resources (i.e., its character defining features).

However, CEQA further provides that a project that has been designed in a manner that respects the historical character of the building (i.e., it has been designed to conform to the Secretary of Interior's Standards for the Treatment of Historic Properties) can generally be considered to be a project that will not cause a significant impact, and, therefore, may be exempt from CEQA pursuant to a Class 31 Categorical Exemption (Historical Resource Restoration/Rehabilitation).

Analysis of Consistency with Secretary of the Interior's Standards

To assist with determining the project's conformance with the Secretary of the Interior's Standards for the Treatment of Historic Properties ("Standards"), Ms. Pamela Daly, a Architectural Historian and historic preservation professional from Daly & Associates, a historic preservation consulting firm, to provide an assessment of the existing commercial structure and the project as presently designed. Ms. Daly meets the professional qualifications required by the Secretary of the Interior to perform historical identification, evaluation, registration, and treatment activities. Ms. Daly is accepted as a principal investigator for both Architectural History and History by the California State Office of Historic Preservation and holds the qualification to work throughout the United States.

A memorandum summarizing Ms. Daly's assessments of the structure's existing conditions and recommendations on the original idea to demolish the entire structure is attached for reference (Attachment 9). Based on Ms. Daly's recommendations, the property owner has elected to preserve the street-facing façade, thereby maintaining the defining historic elements. Subsequently, Ms. Daly provided a supplemental memorandum dated July 23, 2025 (Attachment 10) verified the updated plans to retain the original street-facing façade and confirmed that this approach complies with the Preservation Standards for. Ms. Daly further confirmed the new construction for the remainder of the structure is allowed under the Rehabilitation Standards.

The Standards for the Treatment of Historic Properties are organized into four treatments: Preservation, Rehabilitation, Restoration, and Reconstruction. The Standards are intended to provide guidance for historical project review, the Rehabilitation Standards explicitly acknowledge the need to alter or add to a historic building to meet continuing or new uses while retaining the building's historic character. The proposed new construction would be

considered a rehabilitation project and retaining the historic street-facing façade, including the entrance treatment would fall under the Preservation Standards. The following is a review of the proposed project as it pertains to the applicable criteria in both the Rehabilitation and Preservation Standards:

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.

The building will continue in commercial professional office use consistent with its historic function. This approach maximizes the retention of the original façade, spatial relationships, and character-defining features, while ensuring the property remains stable and viable for continued use. This is consistent with the Standards.

2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.

The project preserves the street-facing façade and entry treatment. Thereby, retaining the defining architectural features and overall visual historic character are maintained. A 2009 windshield survey of the structure noted the existing fabric awning above the entry door as an alteration feature, meaning not part of the original construction, therefore the proposed project will remove this fabric awning.

3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.

The street-facing façade and entry treatment will remain visible as an authentic record of the property's original construction period. Additional, as a condition of project approval, the property owner is required to submit a full-set of "as-built" drawings of the existing structure to be deposited in a local archival repository. New construction will be clearly documented through the city permitting records ensuring future generations can distinguish historic materials from later interventions.

5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.

The street-facing façade along with entry treatment will be preserved in place. These features represent the craftsmanship of the building's era and contribute to the integrity of the Historic District.

10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

The structural connection between street-facing façade and the new construction will be reviewed through the structural plan check process to ensure the integrity of the original street-facing façade would be unimpaired if the new construction is removed or altered in the future.

PUBLIC NOTIFICATION

In accordance with YLZC Chapter 18.36, property owners within a 300-foot radius of the subject property were sent a public hearing notice for the project. As of this writing, staff has not received any correspondence related to the proposed project.

RECOMMENDATION

It is recommended that the Planning Commission:

1. Approve, by minute motion, Design Review 2024-10, with findings.
2. Adopt a resolution approving Conditional Use Permit 2024-28, with conditions.

ATTACHMENTS

- 1) Plans
 - 2) Locator Map
 - 3) Applicants' Letter
 - 4) City Council Resolution 2015-5352 (In-Lieu Parking Program)
 - 5) Building façade description from Citywide Historic Survey
 - 6) State of California Department of Parks and Recreation Primary Record
 - 7) Building permit and occupancy records
 - 8) Structural Assessment Letter by Grimm / Chen dated November 18, 2024
 - 9) Historic Assessment Report by Pamela Daly dated April 24, 2025
 - 10) Addendum to Historic Assessment Report by Pamela Daly dated July 23, 2025
 - 11) Resolution for approving Conditional Use Permit 2024-28, with conditions
 - 12) Conditions for Design Review 2024-10
-