



# CITY OF POMONA COUNCIL REPORT

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August 7, 2017

To: Honorable Mayor and Members of the City Council

From: Linda Lowry, City Manager

Submitted By: Mark Lazzaretto, Development Services Director

Subject: Introduction and First Reading of an Ordinance Related to an Expansion of the Parking Lot for Casa Colina, Approving Change of Zone (Zone 4972-2016) to Change the Zoning Classification From R-1-7,500 to the Pomona Corridors Specific Plan Residential Transition Area, and Specific Plan Amendment (SPA 4920-2016) to Expand the Boundaries of the Pomona Corridors Specific Plan Residential Transition Area for the Properties at 267, 279 and 291 E. Bonita Avenue, 2815 Melbourne Avenue and the First Public Alley North of Bonita. The City Council is Also Considering Tentative Parcel Map 74494 (PARCELMAP 6122-2016) to Consolidate the Hospital Campus Property, 267-291 E. Bonita Avenue, 2815 Melbourne Avenue and the First Public Alley North of Bonita Into One, and Development Plan Review (DPR 6124-2016) to Allow the Development of a 71-Space Surface Parking Lot, Filed in Conjunction With SPA 4920-2016, in the Residential Transition Area of the Pomona Corridors Specific Plan.

## OVERVIEW

**Recommendation** –That the City Council open the public hearing and after receiving testimony and public comment close the public hearing and take the following actions:

1. Introduce for first reading an Ordinance approving Change of Zone (ZONE 4972-2016) from R-1-7,500 to Residential Transition Area of the Pomona Corridors Specific Plan for the properties at 267-291 E. Bonita Avenue, 2815 Melbourne Avenue, and the first public alley north of Bonita to be vacated for the project.
2. Introduce for first reading an Ordinance approving Specific Plan Amendment (SPA 4920-2016) to expand the boundary of the Residential Transition Area of the Pomona Corridors Specific Plan to include the properties at 267-291 E. Bonita Avenue, 2815 Melbourne Avenue, and the first public alley north of Bonita to be vacated for the project.

3. Adopt a resolution approving Tentative Parcel Map 74494 to consolidate the Casa Colina hospital campus property, 267-291 E. Bonita Avenue, 2815 Melbourne Avenue, and the first public alley north of Bonita to be vacated for the project into one property.
4. Adopt a resolution approving Development Plan Review to allow construction of a 71-space surface parking lot in the Residential Transition Area of the Pomona Corridors Specific Plan on the 30,675 square foot development site. The subject site is located at 267-291 E. Bonita Avenue, 2815 Melbourne Avenue, and the first public alley north of Bonita to be vacated for the project.

**Fiscal Impact** – There are no anticipated short-term or long-term impacts associated with this action.

**Public Noticing Requirements** – Pursuant to Section .571(D) of the Zoning Ordinance, a notice of public hearing is required to be published in a newspaper of local circulation, and sent to property owners within a 1,000-foot radius of the project site, at least ten days prior to the date of the public hearing. A notice was published in the Inland Valley Daily Bulletin on Saturday, July 22, 2017, and mailed to property owners on Monday, July 24, 2017.

**Previous Related Action** – On July 12, 2017, the Planning Commission reviewed Change of Zone (ZONE 4972-2016), Specific Plan Amendment (SPA 4920-2016), Tentative Parcel Map 74494 (PARCELMAP 6122-2016), and Development Plan Review (DPR 6124-2016). The Planning Commission unanimously voted to recommend that the City Council approve the project subject to a reduced boundary for the project such that it would not include any properties north of 2815 Melbourne Avenue. A copy of the Planning Commission staff report for July 12, 2017 and draft meeting minutes are provided for Council consideration (Attachment G).

**Environmental Determination** - Upon submittal of the project, staff reviewed the proposed project in accordance with the California Environmental Quality Act (CEQA) guidelines. After examining the proposed project, staff has determined that the proposed project meets the criteria for Class 3 and Class 32 Categorical Exemptions pursuant to Sections 15303 (New Construction or Conversion of Small Structures) and 15332, (In-Fill Development Projects) of CEQA. The proposed project site is less than five (5) acres; the project site has no value as habitat for endangered, rare or threatened species; the proposed project will not have any significant effects upon the environment; and the site can adequately be served by all required utilities and public services.

## **EXECUTIVE SUMMARY:**

The subject project site is located on a property at 267-291 E. Bonita Avenue, 2815 Melbourne Avenue, and the first public alley north of Bonita to be vacated for the project. The residential properties on Bonita and Melbourne are zoned R-1-7,500 with General Plan designation of

267, 279, 291 E. Bonita Ave. and 2815 Melbourne Ave.

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Transit Oriented District: Neighborhood. The Casa Colina hospital campus is in the Urban Neighborhood of the Pomona Corridors Specific Plan (PCSP); the easterly portion of the campus is designated Residential Transition Area. The proposal is to include the development site within the Residential Transition Area. The applicant is proposing the 71-space parking lot within the Residential Transition Area of the PCSP and is requesting to deviate from the requirement to use shade-canopy trees, to provide a pedestrian path to the existing buildings, and to provide security cameras.

## **DISCUSSION**

The proposed parking lot will be on the properties at 267, 279 and 291 E. Bonita Avenue, the alley to be vacated, and 2815 Melbourne Avenue. It is 30,675 square feet in area and will contain 71 compact (8.5'x16') parking spaces. Landscaped planters will separate the parking spaces from the sidewalks. The three existing, detached single-story, single-family homes located at the northwest corner of Melbourne and East Bonita are proposed to be demolished to create the space for the expanded parking lot. Each of the homes is owned by Casa Colina Hospital and is provided to family members of patients at the hospital. In addition, a two car garage for each of the existing homes is proposed for demolition for the project. The homes range in size 1,186 square feet to 1,924 square feet were built between 1952 and 1953 and are of simple ranch style design. The homes are not identified on any lists as potential historic resources to the City of Pomona.

## **APPLICABLE CODE SECTIONS**

Pursuant to Zoning Ordinance Section .584-J, a specific plan may be amended in the same manner that it was adopted. Specific plan amendments are subject to the same five findings as those that pertain to initial specific plan approval.

PCSP Section 2.0.5 establishes the procedure for a Development Plan Review and Parcel Map applications. The Development Services Director has the authority to approve, conditionally approve or deny a Development Plan, while the Planning Commission has the authority for approving parcel maps and the City Council has approving authority when a tentative and final subdivision map is required under the state subdivision map act. Due to the proposed project requiring a Specific Plan Amendment to be ultimately approved by the City Council, it was staff's assessment that associated applications filed in conjunction with the proposed project (DPR 6124-2016 and PARCELMAP 6122-2016) should be elevated to the City Council as the approving authority for the proposed project.

Pursuant to California Streets & Highways Code Section 8313, before City Council approval of a street, alley or public utility easement vacation, the Planning Commission must determine whether the vacation is consistent with the City's General Plan. The Planning Commission determined that the vacation was consistent with the City's General Plan at the July 12, 2017, public hearing.

## **SURROUNDING LAND USE INFORMATION**

The proposed zone change, specific plan amendment and parking lot site includes the properties at 267, 279 and 291 E. Bonita Avenue, the alley to be vacated, and 2815 Melbourne Avenue. The properties at 2821 through 2873 Melbourne Avenue were proposed to be included in the change of zone and specific plan amendment, but this expanded area was rejected by the Planning Commission. The Commission determined that only the properties needed for the surface parking lot should be included in the change of zone and specific plan amendment. The subject properties are all developed with single family housing other than the alley to be vacated. The hospital campus is to the west of the parking lot site. The properties east of the project area north of Bonita are developed with single family housing. Properties on the south side of Bonita include a fire station and low rise light industrial east of the site and medical offices west of the site.

The following table summarizes the surrounding land uses, zoning and general plan designations.

**Land Use Summary Table**

	<b>Existing Land Use</b>	<b>Zoning Designation</b>	<b>General Plan Designation</b>
<b>Project Site</b>	Single Family Residential	R-1-7,500	Residential Neighborhood
<b>North</b>	Hospital and Single Family Residential	PCSP Urban Neighborhood and R-1-7,500	Transit Oriented District: Neighborhood and Residential Neighborhood
<b>South</b>	Light Industrial, Medical Office and Fire Station	M-Special Industrial	Transit Oriented District: Neighborhood and Special Industrial
<b>East (north of Bonita)</b>	Single Family Residential	R-1-7,500	Residential Neighborhood
<b>West (north of Bonita)</b>	Hospital	PCSP Urban Neighborhood and Residential Transition Area	PCSP

## **ZONING COMPLIANCE ANALYSIS**

### **Site Development Standards**

The proposed parking lot is 30,675 square feet in area and will contain 71 compact (8.5'x16') parking spaces. Landscaped planters will separate the parking spaces from the sidewalks. No other properties in the project area will be altered. The table below details the development

standards for parking lots in the PCSP's Residential Transition Area Zone and the project's compliance with the standards.

**Project Summary Table**

<b>Development Standard</b>	<b>PCSP Requirements</b>	<b>Proposed Project</b>	<b>Compliance Determination</b>
Driveway Location	Access from adjacent parking lot if possible.	Connected to adjacent parking lot.	Yes
Number of Driveways	One 2-lane or two 1-lane	No new driveways	N/A
Width of Driveways	1-lane—12' 2-lane—24'	No new driveways	N/A
Parking Lot Setback	Surface Lot Rear, Wrapped, Submerged Podium, or Underground Structure permitted	Surface Lot Front with small Landscape setback	<b>No</b> -Surface Parking Lot Front-not permitted
Landscaping Screening Buffer—Interior Property Lines	Moderate screening with 1 tree per 30 linear feet and 1 shrub per 5 linear feet; live groundcover or other pervious surfaces	Queen Palms and Crepe Myrtles proposed at intervals around perimeter along with drought tolerant shrubs.	<b>No</b> —insufficient details to determine compliance.
Trees in Parking Lot	1 per 5 parking spaces; should be shade trees.	Approx. 10 proposed; 18 required. Queen Palms and Crepe Myrtles provide little shade.	<b>No</b>
Pedestrian Circulation	Convenient and safe routes from parking to buildings, min. 5' wide	No pedestrian paths proposed	<b>No</b>
Parking Lot Lighting	Illumination required to provide safety and clear views into and within the site	No lighting plan proposed	Yes
Sustainability	Parking lots should use permeable paving systems and bio-filtration swales wherever possible unless constrained	Permeable paving proposed	Yes

Development Standard	PCSP Requirements	Proposed Project	Compliance Determination
Security	Lighting should illuminate between spaces in addition to aisles; surveillance cameras should be installed to cover as much area as possible	No lighting plan proposed; no security cameras proposed though they are installed on the buildings on the campus. Perimeter wrought iron fencing proposed to secure site connected to existing perimeter fencing.	<b>No security cameras proposed</b>
Setback – Corner Property	5' to buildings or structures	5' for fence along Melbourne, 19' on Bonita	Yes

\*Various other development related standards not met including frontage coverage, mass/scale, block size, open space, etc. due to no buildings being proposed only small parking field

### **Circulation, Access & Parking**

Access to the subject site will be from the existing parking lot to the west; the alley curb cut and driveways serving the properties will be replaced with continuous curb, gutter and sidewalk (Attachment I). The existing parking lot is served by several driveway entrances, one of them immediately adjacent to the new parking lot. A total of 71 compact (8.5' x 16') parking spaces are proposed for the new lot. Since none of the parking is required but is proposed for the convenience of the hospital patients, staff and visitors, all spaces may be compact. The hospital has stated that the intent is to direct staff to use the new lot, freeing up parking near the buildings for patients and visitors.

Surface parking lots that are exposed, located in the fronts or located on the sides are generally not permitted within the PCSP land use districts as the intent of the plan is to create active streetscapes and attractive architecture near the street rather than the view of automobiles. The goal is to lessen the visibility of autos from the public realm as much as possible. There is the ability for deviations from the plan, however there is a statement contained in the plan that “for special circumstances or unique features when significantly greater benefits from the project can be provided than would occur if all the minimum requirements were met. The plan deviation language further defines what is eligible for consideration under these circumstances and includes unique or innovative designs, more or better public open space, and the use of energy conservation or green building technology. It may be reasonable to allow the hospital to continue the parking lot theme of the existing parking area in terms of parking lot typology of a surface front lot, rather than demand a rear lot behind buildings or structured parking in the short term. Changing the parking lot “type” for this relatively small area could also make it visually incompatible with the adjacent parking lot design and location.

The project does not propose a pedestrian path from the parking lot to the buildings as required by the PCSP. The existing parking lot to which the new lot will connect has no similar path

system. It may be reasonable to allow the project to deviate from the standard since there is no connection to a larger system.

### **Landscaping**

The site plan has few landscaping details. The intent of the applicant is to continue the landscaping theme of the larger parking lot, which uses Queen Palms and Crepe Myrtles and low water using, low growing shrubs in the interior of the lot. Crepe Myrtles and taller shrubs are planted outside the perimeter fence. Neither Queen Palms nor Crepe Myrtles are tall with a spreading tree canopy of the type intended by the PCSP.

The intent of the landscaping provisions of the PCSP is to screen the perimeter of lots while still allowing views into the site to preserve safety; to provide shade in the form of a spreading tree canopy; and to break up large pavement areas with landscaping and trees. The proposed design achieves the goal of providing perimeter screening but lacks shade trees and an adequate number of trees. It may be reasonable to allow the hospital to continue the landscaping theme of the existing parking area in terms of types of trees, rather than provide trees with a broader canopy, as the existing scheme is attractive and drought tolerant. Changing the theme for this relatively small area would also make it visually incompatible with the adjacent parking lot.

The PCSP requires that surface parking lots incorporate features such as bio-swales or pervious surfaces as ways to filter contaminated water runoff before it enters the groundwater. The project incorporates permeable pavement which meets the requirement.

### **Lighting and Security**

Lights are proposed around the perimeter of the new parking lot. The applicant has provided a study that demonstrates that the lot will be well lit.

The PCSP recommends that surveillance cameras be installed in parking lots. The existing hospital parking lot is secured with a perimeter fence. Security cameras are mounted on some of the buildings with views of the parking lot. Since the existing perimeter fence will be extended around the new parking lot, and the lot has frontage on two streets, it may be reasonable to allow the project to deviate from the requirement for security cameras.

## **ISSUES ANALYSIS**

### **Issue 1: General Plan**

The proposed surface parking lot conforms to the General Plan with the “Transit Oriented District: Neighborhood” land use designation in the T3 Transect zone as shown on the General Plan Land Use Diagram. The proposed surface parking lot will create a low intensity, landscaped use, which is an appropriate transitional development plan adjacent to the single family homes in the neighborhood. This is consistent with goal 6D.G5 of the General Plan:

*“Ensure that new development helps establish an appropriate edge to protect and buffer adjacent stable residential neighborhoods.”*

The proposed project also promotes the economic viability of the hospital, which is consistent with the following objection of the Economic Development Element of the General Plan:

*“It is the policy of the City of Pomona to encourage, with all means possible, the economic development and redevelopment of the private sector.”*

### **Issue 2: Zoning Ordinance Compliance**

Staff has evaluated the proposed site design and has determined that the proposed development is in conformance with some of the development standards of the PCSP Residential Transitional Area. Deviations were noted in the Project Summary Table above. Deviations to allow the lot to be at the front of the property; to allow continued use of Queen Palms and Crepe Myrtles rather than trees with a broader, shadier canopy; to waive the requirement to provide a pedestrian path through the lot; and to waive the security cameras may be reasonable given the incompatibility of adding such characteristics to this relatively isolated area.

### **Issue 3: Land Use Compatibility**

The project consists of a small extension of parking along the edge of the existing hospital campus. Existing parking already abuts the residential neighborhood north of the project site. The proposed project will be designed and conditioned to be compatible with the surrounding land uses.

### **Issue 4: Specific Plan Amendment**

In order to accommodate the project proposal, the applicant is requesting a Specific Plan Amendment (SPA 4920-2016) to extend the boundary of the Residential Transition Area, located north of Bonita and east of the Urban Neighborhood designation that applies to the rest of the hospital campus. The boundary was originally proposed to include several properties on the west side of Melbourne, but the Planning Commission rejected this concept and recommended that the boundary only include those properties needed for the parking lot.

Since a surface parking lot for the hospital is not an allowed use in the R-1-7,500 zone currently in place for the properties, the most appropriate new zoning standard is to include the subject properties within the Pomona Corridors Specific Plan. The boundary of the Specific Plan abuts the subject properties. Surface parking lots are a permitted use in the Residential Transition Zone of the Specific Plan. Expanding the Residential Transition Zone to include the subject properties will enable the hospital to develop the corner lots and maintain the appropriate transitional development standards provided in the Specific Plan to buffer the single family neighborhood east of the hospital.



### **Issue 5: General Plan Conformity Assessment**

The applicant proposes that the City vacate the first public alley north of Bonita Avenue running west from Melbourne Avenue because it bisects the site. The portion of the alley that used to run from Bonita north to the existing public alley was vacated some time ago.

The table below discusses the basic issues related to the proposed street closure on the existing infrastructure and circulation systems.

<b>Issue</b>	<b>Discussion</b>
<b>Existing Utilities</b>	There are electrical utilities in the area of the proposed closure which will be relocated during site development.
<b>Adjacent Ownership and Access</b>	No property owners other than the hospital abut or take access from the alley.

Since no property owners other than the hospital abut or use the alley, the alley will no longer be needed by the City to provide access to the rear of any homes. The alley is not a designated feature of the street network in the Circulation/Transportation Element of the General Plan, so vacating the alley will not be inconsistent with the goals or policies of the General Plan.

### ***Required State Finding***

In accordance with the Government Code Section 65402, the Planning Commission determined that the alley vacation conforms to the City's General Plan.

### **Issue 6: Tentative Parcel Map**

The applicant is also proposing to use a Parcel Map to combine the property containing the hospital campus with the properties to be used for the parking lot. PCSP Section 2.0.5 establishes the procedure for a Development Plan Review and Parcel Map applications. The Development Services Director has the authority to approve, conditionally approve or deny a Development Plan, while the Planning Commission has the authority for approving parcel maps and the City Council has approving authority when a tentative and final subdivision map is required under the state subdivision map act. Due to the proposed project requiring a Specific Plan Amendment to be ultimately approved by the City Council, it was staff's assessment that associated applications filed in conjunction with the proposed project (DPR 6124-2016 and PARCELMAP 6122-2016) should be elevated to the City Council as the approving authority for the proposed project.

### **CONCLUSION**

The project as proposed will be consistent with the General Plan and Pomona Corridors Specific Plan Residential Transition Area. The proposed project is compatible with the existing single family neighborhood to the east and north and to the industrial and medical offices to the south.

267, 279, 291 E. Bonita Ave. and 2815 Melbourne Ave.

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The Planning Division recommends that the City Council approve Change of Zone (ZONE 4972-2016), Specific Plan Amendment (SPA 4920-2016), Tentative Parcel Map (PARCELMAP 6122-2016), and Development Plan Review (DPR 6124-2016).

Alternatively, should the City Council wish to reject the recommendation of the Planning Commission and deny the project, staff has prepared resolutions for denial of the proposed project for City Council's consideration.

Attachments –

- A. Draft City Council Resolution ZONE 4972-2016
- B. Draft City Council Ordinance SPA 4920-2016
- C. Draft Development Plan Review Resolution DPR 6124-2016
- D. Vicinity Map /Aerial Photo
- E. Public Hearing Notice
- F. Project Plans
- G. Site Photographs
- H. Planning Commission Meeting Staff Report and excerpt from Draft Minutes dated July 12, 2017
- I. Draft Planning Commission Resolution recommending approval of the proposed project dated July 12, 2017