Staff Report City of Loma Linda

From the Department of Community Development

PLANNING COMMISSION MEETING OF AUGUST 3, 2011

TO: PLANNING COMMISSION

FROM: KONRAD BOLOWICH
DIRECTOR

SUBJECT: GENERAL PLAN AMENDMENT (GPA) NO. 11-07, ZONE CHANGE (ZC) NO. 11-08, TENTATIVE PARCEL MAP (TPM) NO. 11-92 AND PRECISE PLAN OF DESIGN (PPD) NO. 11-09 :

SUMMARY

A proposed expansion of an existing 83-bed skilled nursing facility. The project would include the construction of a 46 unit (53-bed) assisted living residence with a secured memory care unit for up to 28 residents. The proposed GPA would change the existing land use designation from High Density Residential to Healthcare, and the proposed zone change would change the existing zoning from Multiple-Family (R-3) to Institutional. The Parcel Map would merge the existing project site with the adjacent site to the west to create one parcel totaling three acres. The project site is located at 25383 Cole Street in a Multiple-Family Residence (R-3) Zone (see Attachment A, Site Location Map).

RECOMMENDATION

The recommendation is that the Planning Commission takes the following actions:

1. Adopt the Mitigated Negative Declaration (Attachment B); and,
2. Approve General Plan Amendment No.11-07, Zone Change No. 11-08 and Tentative Parcel Map (TPM) No. 11-92 based on the Findings, and
3. Approve Precise Plan of Design No. 11-09, based on the findings and subject to the attached Conditions of Approval (Attachment C).

PERTINENT DATA

Applicant:	Chancellor Health Care of California
General Plan:	High Density Residential
Zoning:	Multiple-Family Residential (R-3)
Site:	0.98 acre rectangular lot

Topography:	Relatively flat
Vegetation:	Partially landscaped with trees and grass
Special Features:	Project site located adjacent to the Loma Linda Veterans Hospital

BACKGROUND AND EXISTING SETTING

Background

On January 13, 2011, representatives from Chancellor Healthcare of California submitted a PPD application with the required forms, plans, and mailing labels for the above referenced project. On June 27, 2011, the Administrative Review Committee (ARC) reviewed the project and deemed the project complete for processing pursuant to the California Permit Streamlining Act. However, there were several items that the applicant was required to address prior to the public hearings. One such item was the submittal of a Parcel Map application and the other was the completion of an Initial Study. The submittal of the application and the completion the Initial Study was done on July 14, 2011.

Existing Setting

The project area is adjacent to the two acre skilled nursing facility (Linda Valley Care Center). The site is currently vacant with minimal landscaping. The site is bounded by Cole Street to the north, the Loma Linda Veterans Hospital to the south, an existing multiple-family residential development to the east and the existing skilled nursing facility to the west.

CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA) STATUS

On July 14, 2011, a Notice of Intent (NOI) to adopt a Mitigated Negative Declaration was prepared and issued for public review. The mandatory CEQA public review began on July 14, 2011 and ends on August 3, 2011. The Initial Study discusses potential impact categories and appropriate mitigation measures. All of the potential impacts that were identified in the Initial Study can be mitigated to a level of insignificance. The mitigation measures are included as conditions of project approval. Therefore, the project can be approved with a Mitigated Negative Declaration in accordance with the requirements of CEQA. No comments on the environmental documents have been received to date.

Public Comments

Public hearing notices for this project were posted and mailed to property owners and occupants within 300 feet of the project site on July 21, 2011. As of this Report, the City has received no written or oral comments on the project.

ANALYSIS

Project Description

The project proposes to construct a new 46-unit (53-bed) assisted living residence with a designated secured memory care unit for up to 28 residents with Alzheimer's disease and related dementia. The two-story, 34,308 square-foot structure will be constructed in the contemporary style that incorporates Craftsman style elements such as gabled roofs, exposed brick chimneys, and a covered porte cochere. The assisted living units vary between a studio (nearly 400 square feet in size) and a one-bedroom (over 500 square feet in size). Alzheimer's units are located on the first floor and have approximately 400 square feet of living area. The structure will also contain the various facilities associated with assisted living residences such as activity and exercise rooms, a laundry room, kitchen and dinning room, staff lounge and office space.

The new project will provide 12 on-site parking spaces (including two accessible) in addition to the 74 spaces for the existing site for a combined total of 86 spaces. According to the Loma Linda Municipal Code (LLMC) Section 17.14.070 nursing homes are required to provide one parking space for each two beds. The proposed project will have 53 beds in addition to the existing 83-bed facility which requires a minimum of 68 sparking spaces. The project meets and exceeds the parking requirements for the proposed use.

The site is 124 feet wide and has an approximate depth of 345 feet. Landscaping will be provided on three sides (along the north, east and west) of the building and partially on the south side. The landscaping will incorporate medium sized palm trees (in addition to the existing trees) along the northern section of the property. A variety of trees (Purple Leaf Plum and Hong Kong Orchid) and shrubs (Oleander, Rosemary, Aloe Vera etc.) will flank the west side of the building. The site also proposes designated garden areas for the patients on the east side of the building. These gardens will incorporate a similar landscape scheme that is proposed for the site.

FINDINGS

General Plan Text and Map Amendment Findings

An amendment to the General Plan may be adopted only if all of the following findings are made:

1. *The proposed amendment is internally consistent with the General Plan;*

   Changing the land use designation from Very High Density to Healthcare would allow for a more contiguous land use designation for proposed site and the adjacent sites. Policy 2.2.4.3 (b) of the General Plan encourages associated healthcare facilities and services to be located within close proximity of each other. The proposed project is an expansion of an existing use (of the adjacent assisted living facility). In addition the intent of the Very High Density designation is to allow for uses such as multi-family residential development up to twenty (20) units per acre, which would make it inconsistent with the proposed use.

2. *The proposed amendment would not be detrimental to the public interest, health, safety, convenience, or welfare of the City;*

   The proposed amendment and associated development project would not be detrimental to the public in that the proposed assisted living facility would be compatible with the existing care facility to the west and Veterans Hospital to the south. The General Plan amendment and the assisted living facility provide a viable option for the care the aging demographic of Loma Linda residents. The proposed project also improves the existing condition of the site and would not be detrimental to the public interest, health, safety, convenience, or welfare of the City.

3. *The proposed amendment would maintain the appropriate balance of land uses within the City; and,*

   The project site is currently being used as an employee parking lot for the adjacent care center. The propose 53-bed facility is an expansion of an existing facility. The intent of the proposed amendment is to continue the assisted living and care use on the subject property. The amendment will allow adjacent parcels to the south and west to be contiguous.

4. *In the case of an amendment to the General Plan Land Use Map, the subject parcel(s) is physically suitable (including, but limited to, access, provision of utilities, compatibility with adjoining land uses, and absence of physical constraints) for the requested land use designation and the anticipated land use development.*

   Access to the site is from Cole Street and with the creation of one contiguous parcel the site will have an additional access point from the existing parcel to the west. The

surrounding area is largely developed with residential and healthcare uses. All public utilities are available to the site and can be provided for future site occupants. The healthcare use is compatible with the existing facilities to the south and west.

Zone Change Findings

Changes to the zoning ordinance and map are considered legislative acts and do not require findings. State law does require that the zoning be consistent with the General Plan. A General Plan map amendment is included as part of the proposed application. The proposed Institutional (I) zoning for assisted living development is consistent with the attached text for the proposed General Plan Land Use designation of Healthcare. As stated above, the site is suitable for assisted living development under the Institutional zone and the project would not cause substantial environmental damage or be detrimental to the public welfare. The change in zoning involves deleting the Multiple-Family Residence (R-3) designation.

Tentative Parcel Map Findings

1. *That the proposed map is consistent with the applicable general plan and zoning designations.*

   The proposed parcel map is consistent with the General Plan land use designation for Healthcare and zoning designation of Institutional (I). The project site will be used for a proposed 53-bed assisted living facility which is permissible under the proposed zoning guidelines. As previously stated, this is a proposed expansion of an existing use only.

2. *The design or improvement of the proposed subdivision is consistent with the applicable general plan and zoning designations.*

   The proposed use will be consistent with the General Plan and the Loma Linda Municipal Code. The site will be developed according to the development criteria prescribed in the Institutional zone.

3. *The site is physically suitable for the type of development proposed.*

   The site is designed to meet the specific development criteria of the LLMC. The proposed use on the site will be similar to the uses of the adjacent parcels.

4. *The site is physically suitable for the proposed density of development.*

   The proposed project is not considered a typical residential use. The project site will be developed and be consistent with the proposed Institutional zone.

5. *The design of the subdivision is not likely to cause substantial environmental damage or substantially and unavoidably injure fish and wildlife or their habitat.*

There is no natural vegetation or wildlife present or undisturbed area remaining on the project parcel. The parcel is currently being utilized as a parking lot for the adjacent assisted living facility. Therefore, the design of the proposed parcel map would not cause any substantial environmental damage or substantially and unavoidably injure fish and wildlife or their habitat.

6. *The design of the subdivision is not likely to cause serious public health problems.*

   The design of the site will be in accordance of the General Plan and LLMC. The approval of the parcel map will not cause serious public health problems. The public health, safety and general welfare would be protected with the implementation of the project plans and Conditions of Approval for this project.

7. *The design of the subdivision will not conflict with easements, acquired by the public at large, for access through or use of property within the proposed subdivision.*

   Access to the parcel is from Cole Street. The proposed and existing access points are adequate for emergency vehicles and large fire apparatus. The design of the proposed parcel does not conflict with any easements such as those created for irrigation or the conveyance of utilities.

Precise Plan of Design Findings

According to LLMC Section 17.30.290, Precise Plan of Design (PPD), Application Procedure, PPD applications shall be processed using the procedure for a variance (as outlined in LLMC Section 17.30.030 through 17.30.060) but excluding the grounds (or findings). As such, no specific findings are required. However, LLMC Section 17.30.280, states the following:

> "If a PPD would substantially depreciate property values in the vicinity or would unreasonably interfere with the use or enjoyment of property in the vicinity by the occupants thereof for lawful purposes or would adversely affect the public peace, health, safety or general welfare to a degree greater than that generally permitted by this title, such plan shall be rejected or shall be so modified or conditioned before adoption as to remove the said objections."

In an effort to ensure that the foregoing project is consistent with the General Plan, compliant with the zoning and other City requirements, compatible with the surrounding area, and appropriate for the site, staff and the City Attorney have opted to apply the Conditional Use Permit Findings in LLMC §17.30.210 to this project, as follows:

1. *That the use applied for at the location set forth in the application is properly one for which a conditional use permit is authorized by this title.*

   As previously mentioned, the proposed assisted living development meets the development requirements of the Institutional (I) Zone. All public utilities are available to the site. Additionally, the proposed project will provide development and amenities to the existing neighborhood.

2. *That the said use is necessary or desirable for the development of the community, is in harmony with the various elements and objectives of the general plan, and is not detrimental to existing uses specifically permitted in the zone in which the proposed use is to be located.*

   The proposed use is consistent with the existing General Plan Guiding Policy No. 2.2.4.3 which requires the promotion of health care facilities that are conveniently located and well designed to aid patients and to make a positive visual contribution to the community in general. The proposed use will also be consistent with the requirements of the LLMC.

3. *That the site for the intended use is adequate in size and shape to accommodate said use and all of the yards, setbacks, walls, or fences, landscaping and other features required in order to adjust said use to those existing or permitted future uses on land in the neighborhood.*

   The subject parcel is adequate in size and shape to accommodate the proposed use. The project will be developed on an existing .98-acre site. The lot coverage of the new facility will be approximately 41 percent (Institution Zone allows up to 50 percent of lot coverage) of the overall site. And as previously stated, the project meets the development requirements for Institutional Zones. Therefore, the project site can accommodate the proposed use which will be compatible with the existing and future land uses.

4. *That the site or the proposed use related to streets and highways is properly designed and improved to carry the type and quantity of traffic generated or to be generated by the proposed use.*

   The project site has access from Cole Street, which can accommodate the type and quantity of traffic generated by this use. A total of 86 parking spaces are proposed to accommodate the proposed expansion. Based on the focused traffic study by Kunzman Associates Inc.(May 2011), the proposed use would generate approximately 122 vehicle trips per day which would not exceed the

level of service (LOL) standards established by the County's Congestion Management Plan (CMP). And according to the study, the development of the project would not degrade the existing LOL at the project site's access intersection.

5. *That the conditions set forth in the permit and shown on the approved site plan are deemed necessary to protect the public health, safety and general welfare.*

   The public health, safety and general welfare will be protected with the implementation of the Conditions of Approval for this Precise Plan of Design to insure compatibility with the surrounding uses and neighborhood.

CONCLUSION

Staff recommends approval of the project because it will be in compliance with the General Plan and the LLMC Code requirements. The applicant has worked closely with staff and has made every effort possible to provide the most appropriate layout, design, and architecture for this project. The assisted living use is compatible with the existing and future uses in the surrounding area. The Draft NOI/Initial Study was prepared pursuant to CEQA and the CEQA Guidelines and mitigation measures have been incorporated into the project as Conditions of Approval.

Respectfully submitted,

Allan Penaflorida
Assistant Planner

ATTACHMENTS

A. Site Location Map
B. Mitigated Negative Declaration (NOI/Initial Study)
C. Conditions of Approval
D. Project Plans

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