

Staff Report

City of Loma Linda

From the Department of Community Development

PLANNING COMMISSION MEETING OF SEPTEMBER 5, 2012

TO: PLANNING COMMISSION

FROM: KONRAD BOLOWICH, ASSISTANT CITY MANAGER
COMMUNITY DEVELOPMENT DEPARTMENT

SUBJECT: TENTATIVE PARCEL NO. 11-112 (TPM 19332) - A REQUEST TO CONSOLIDATE 14 PARCELS INTO 4 PARCELS FOR VARIOUS PROPERTIES LOCATED ON CAMPUS STREET, SAN LUCAS DRIVE, PROSPECT AVENUE AND UNIVERSITY AVENUE. THE PARCEL MAP IS ASSOCIATED WITH THE RECENTLY APPROVED SEVEN LEVEL, 1,163 STALL PARKING STRUCTURE. THE SUBJECT SITE IS LOCATED AT THE SOUTHWEST CORNER OF CAMPUS STREET AND PROSPECT AVENUE IN THE INSTITUTIONAL (I) ZONE

SUMMARY

As a condition of approval of Precise Plan of Design (PPD) No. 10-124, Loma Linda Shared Services Construction (the Applicant) proposes to consolidate 14 parcels into 4 parcels, vacate Prospect Avenue and replace it with a new street (Molnar Way). The proposed parcel map application also includes a 10-foot wide dedication of land along San Lucas Drive, and 4-foot wide vacation along Campus Drive. The parcel map is associated with the recently approved seven-level, 1,163 stall West Hall parking structure. The project is located in a neighborhood consisting of a variety of institutional and residential uses that include a hospital, an existing multi-level parking structure, offices, and single-family and multiple-family dwellings that have developed over the years. The properties are within the LLU Medical Center main campus area. Fittingly, the neighborhood exhibits an eclectic architectural style that represents Loma Linda's various development periods. The surrounding properties on San Lucas Drive, Prospect Avenue and Campus Street are zoned either for R-2 Duplex or I Institutional.

RECOMMENDATION

Staff recommends that the Planning Commission approve Tentative Parcel Map (TPM) No. 19332 based on the Findings, and subject to the Conditions of Approval (Exhibit C).

ENVIRONMENTAL REVIEW

This project is covered by the general rule that CEQA, pursuant to Section 15061(b)(3), only applies to projects, which have the potential for causing a significant effect on the environment. The parcel map will not have an effect on the environment as the impacts associated with the development of the parking structure, street vacation, development

of a new street, and ten-foot dedication along San Lucas Street were part of the overall Loma Linda University Adventist Health Sciences Center West Hall Parking Structure application (PPD No. 10-124) and considered in the Initial Study and Mitigated Negative Declaration that was adopted by the City Council. Therefore, the environmental concerns have already been addressed through the previously approved PPD No. 10-124.

PERTINENT DATA

Owner/Applicant:	Loma Linda University/LLUAHSC
General Plan:	Health Care
Zoning:	Institutional
Site:	The 10.09 acre project site is at the south west corner of Campus Street and present day Prospect Avenue
Topography:	Mostly flat area with a gentle slope to the north
Special Features:	The site currently accommodates various university related offices, laboratories and class rooms.

BACKGROUND

On August 2, 2010, the Historic Commission reviewed the Precise Plan of Design for a new 1,163 stall, seven-level, parking structure with ground level security center and retail space, and proposed demolition of the existing structures, and a Variance for an encroachment within the 25-foot front yard setback along Campus Street. The Historic Commission forwarded a recommendation to the City Council to approve a Certificate Appropriateness for the proposed demolition.

On December 1, 2010, three of the five Planning Commissioners declared a conflict of interest and stepped out of the meeting. As a result, the Commission lacked a quorum and could not act on the project and the project was forwarded to the City Council. Section 17.30.425 of the LLMC states that when the Planning Commission is unable to reach a determination on a project (i.e., a tie vote or lack of quorum), the matter is automatically appealed to the City Council.

On December 14, 2010, the City Council adopted the Mitigated Negative Declaration, ratified the Historic Commission's recommendation to approve the Certificate of Appropriateness, and approved the Precise Plan of Design and the Variance, subject to the revised conditions of approval. The conditions of approval required the applicant submit a parcel map application for the consolidation of parcels.

On December 13, 2011, the City Council approved a one year time extension for the Precise Plan of Design.

ANALYSIS

The applicant is proposing to reassemble 14 parcels into 4 total parcels in order to accommodate the construction of the seven-story parking structure and relocation of Prospect Avenue.

The following parcels will be involved in the lot consolidation and reassembly:

A	-	0284-064-30	H	-	0284-074-10
B	-	0284-064-07	I	-	0284-074-11
C	-	0284-064-27	J	-	0284-074-17
D	-	0284-064-04	K	-	0284-074-29
E	-	0284-064-03	L	-	0284-074-19
F	-	0284-064-26	M	-	0284-074-08
G	-	0284-064-31	N	-	0284-074-30

Figure 1 – Existing Lot lines

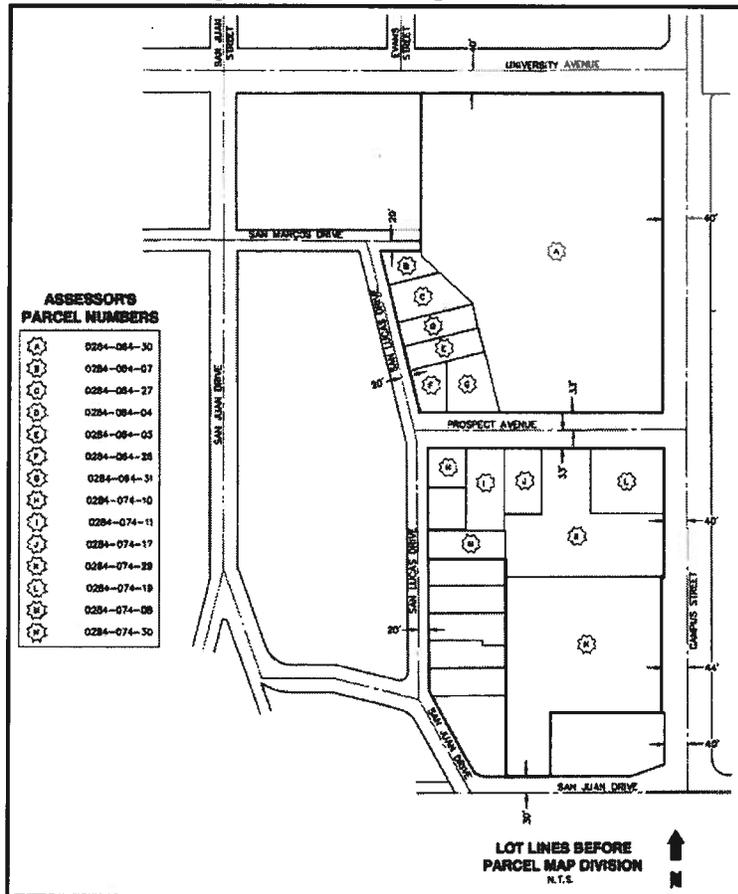
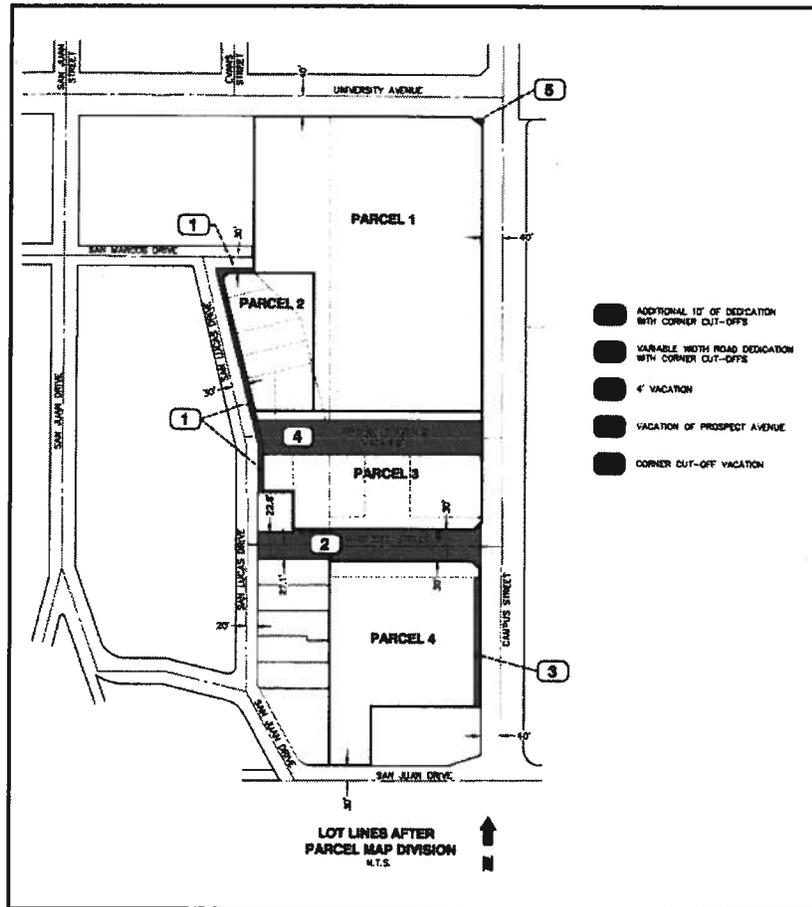


Figure 2 - Proposed Parcel Map, Vacations, and Dedications



The proposed lots will measure as follow:

	Area	Street Frontage
Parcel 1	5.97 acres (net)	University Ave. – 419 feet Campus St. – 553 feet
Parcel 2	1.15 acres (net)	San Lucas Dr. – 262 ft. San Marcos Dr. – 60 ft.
Parcel 3	2.75 acres (net)	Campus St. – 230 ft San Lucas Dr. – 182 ft. Proposed St. – 347 ft
Parcel 4	2.69 acres (net)	Campus St. – 264 ft. San Juan Dr. – 79 ft Proposed St. – 277 ft.

Section 17.60.090 states that the adequacy of all setbacks and minimum lot widths shall be determined as part of the precise plan of design approval. As such, the required lot width, yards and setbacks for parcels in the Institutional (I) Zone were reviewed and approved by the City Council through the approval of Precise Plan of Design PPD 10-124, subject to the findings, and conditions of approval.

The parcel map includes a portion of Prospect Avenue be vacated (between Campus Street and San Lucas Drive) in order to accommodate the proposed development. The vacated area will be incorporated into proposed Parcel 3. The Applicant is proposing to dedicate land to replace Prospect Avenue with a new street (Molnar Way) that will now be located between proposed Parcels 3 and 4.

In addition, parcel map includes a request that the City vacate a four-foot wide strip of land along Campus Drive, which will allow the properties to line up evenly, with no property line off-sets along Campus Drive, as currently shown in Figure 1.

Lastly, the Applicant will be dedicating a 10-foot wide strip of land along the west property lines of Parcels 2 and 3, in order to widen San Lucas Drive to the minimum required residential public right-of-way width.

The property vacations and land dedications will be reviewed by the City Council at a future date.

Tentative Parcel Map Findings

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

The proposed subdivision is consistent with the General Plan land use designation (Health Care) and zone district of Institutional (I). The subject site is currently being used for multiple uses, which include apartments, university facilities and parking areas for the Loma Linda University and with this project approval will consolidate lots, demolish existing structures in order to accommodate a new, 7-story parking structure, which serves as an accessory use to permitted institutional facilities.

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

The proposed subdivision complies with the existing General Plan land use designation and the Institutional (I) zone district. All parcels have been designed to meet the Loma Linda Municipal Code (LLMC) requirements in terms of area and dimensions.

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

The proposed parcels are physically suitable for the proposed lot consolidation, demolition of existing apartment structures, construction of a West Hall parking structure and the vacation and relocation of Prospect Avenue. The proposed development and impacts associated with the proposed development, in

conjunction with the environmental mitigation measures and conditions of approval, were reviewed and approved by the City Council at the City Council meeting of December 14, 2010, and the approval was extended on December 13, 2011.

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

The proposed development of the subject site associated with this parcel map is suitable in density and intensity since the seven-story parking structure and associated development and demolition were reviewed and approved by the City Council on December 14, 2010. The sizes of the parcels meet the requirements of the Institutional district and will accommodate the approved development (PPD No. 10-124).

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 subject site. All of the parcels associated with the lot consolidation and parcel map are developed with either residential uses, university facilities or parking areas. Therefore, the design of the proposed subdivision 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 subdivision would not cause any serious public health problems. The proposed development associated with this Parcel Map has been reviewed and approved by the City Council at the December 14, 2010 City Council meeting, subject the environmental mitigation measures and conditions of approval.

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 subject site is provided by a number of streets; Campus Street, University Avenue, San Lucas Street and San Juan Drive. The proposed and existing access points are adequate for emergency vehicles and large fire apparatus. The design of the proposed subdivision will require the vacation of Prospect Avenue and all utilities, water, sewer, and storm drain lines will be relocated, but will not conflict with any easements such as those created for irrigation or the conveyance of utilities. Prospect Avenue will be vacated and will

be replaced by a new street, Molnar Way, to serve the same purpose as the existing street. The street vacation, design and location of the Molnar Way have been reviewed under PPD No. 10-124.

CONCLUSION

Staff recommends approval of the parcel map as it complies with the Institutional (I) Zone development standards. The development associated with the map has already been reviewed and approved by the City Council at the December 14, 2010 City Council meeting.

Staff Report prepared by:

Guillermo Arreola,
Associate Planner

EXHIBITS

- A. December 14, 2010 City Council Staff Report**
- B. Tentative Parcel Map No. 19332**
- C. Conditions of Approval**



City of Loma Linda Official Report

Rhodes Rigsby, Mayor
Ovidiu Popescu, Mayor pro tempore
Stan Brauer, Councilman
Ronald Dailey, Councilman
Phillip Dupper, Councilman

Approved/Continued/Denied
By City Council
Date _____

COUNCIL AGENDA: December 14, 2010
TO: City Council
VIA: T. Jarb Thaipejr, City Manager
FROM: Deborah Woldruff, AICP, Community Development Director

SUBJECT: PRECISE PLAN OF DESIGN (PPD) NO. 10-124 and VARIANCE (VAR) NO. 10-136 - The project proposes to construct a new 1,163 stall (seven-level) parking structure with a security center and a future retail space at the ground level. The project also proposes to demolish five existing structures more than 50 years old and a Certificate of Appropriateness is required. Additionally, the project includes the consolidation of multiple lots, vacation of Prospect Avenue, and construction of a new street farther south. The variance is a request to allow the encroachment of an exterior stairway, elevator shaft, and entry canopies into the required 25-foot front yard setback along Campus Street [Loma Linda Municipal Code (LLMC) § 17.60.060]. The project site is located at the southwest corner of Campus Street and Prospect Avenue in the Institutional (I) Zone (see Attachment A-1, Vicinity Map)

RECOMMENDATION

The Planning Commission recommends that the City Council take the following actions:

1. Adopt the Mitigated Negative Declaration (Attachment B-2);
2. Ratify the Historical Commission's recommendation to approve the Certificate of Appropriateness based on the findings in Attachment A; and,
3. Approve Precise Plan of Design No. 10-124 and Variance No. 10-136 based on the Findings, and subject to the Revised Conditions of Approval (Attachment E)

BACKGROUND

On July 12, 2010, the applicant submitted the application and materials for PPD No. 10-124 and VA No. 10-136 and the project was reviewed by the Administrative Review Committee (ARC) on July 15, 2010. The Historical Commission reviewed the project on August 2, 2010 and forwarded a recommendation to the City Council to approve a Certificate of Appropriateness for the proposed demolitions.

The project was forwarded to the Planning Commission on August 18, 2010. The Planning Commission reviewed the project and requested that the applicant address specific design and pedestrian access concerns that were raised during the public hearing. Specifically, the Commission requested further enhancements to the landscape plan and additional and better defined pedestrian access points, as well as a larger front yard setback (on the east side of the building), and a more efficient lighting plan. The Commission also requested more decorative detail (on the north and south elevations) and provisions for secured bicycle parking. Based on the

EXHIBIT – A

preceding, the project was continued to October 6, 2010 and again continued to November 3, 2010 to allow the applicant adequate time to complete the requested revisions. On November 3, 2010, the applicant requested that the project again be continued to the December 1, 2010 meeting.

On December 1, 2010, the third of five Commissioners declared a conflict of interest and stepped out of the meeting. As a result, the Commission lacked a quorum and could not act on the project and the project was forwarded to the City Council. The LLMC Section 17.30.425 states that when the Planning Commission is unable to reach a determination on a project (i.e., a tie vote or lack of quorum), the matter is automatically appealed to the City Council.

ANALYSIS

Project Description and Location

The project is a proposal to construct a new 1,163 stall (seven-level) parking structure with a security center of up to 4,000 square feet and a future retail space of up to 4,000 square feet at the ground level. The project also proposes to demolish five existing structures that are more than 50 years old (requiring a Certificate of Appropriateness), in addition to the consolidation of multiple lots, the vacation of Prospect Avenue, and the construction of a new street further south. The variance is a request to allow the encroachment of an exterior stairway, elevator shaft, and entry canopies into the required 25-foot front yard setback area [Loma Linda Municipal Code (LLMC) § 17.60.060]. The project 2.10-acre project site is located at the southwest corner of Campus Street and Prospect Avenue in the Institutional (I) Zone (see Attachment A-1, Vicinity Map).

A detailed project description and analysis are available in the August 18, 2010 Planning Commission Staff Report (Attachment B).

Planning Commission Recommendations

As previously mentioned, at the meeting of August 18, 2010, the Planning Commission had some specific concerns with PPD No. 10-124 and VAR No. 136 and requested the following changes (most of which were incorporated into the Revised Conditions of Approval) to the project design:

- More and better defined pedestrian access points
- Further enhanced landscaping plan
- Larger front yard setback (east side along Campus Street)
- Secured bicycle parking within the parking structure
- More efficient lighting plan
- Soften building elevations with landscaping and more decorative detail

Pedestrian Access

The Commission had asked for a better (or improved) pedestrian interface with vehicles and suggested that additional crossings on Campus Street were needed. The applicant responded by adding a cross walk on the south side of the proposed drive aisle between the two structures (in addition to the existing one on the north side, with both eventually leading to the Medical Center entrance). Additionally, a new cross walk was added at the intersection of Campus Street and the proposed street (Molnar Way) as shown in Attachment F, Crosswalk Plan.

Landscaping

As indicated, the Planning Commission was concerned that landscape plan was somewhat inadequate given the height and massing of the proposed structure. Specifically, the Commission was concerned about the south side of the parking structure, where only a five-foot wide landscaping strip is proposed. In response, the applicant increased the width of the landscape setback area to 15 feet (although the final building foot print may increase or decrease the landscape area depending on design), which allows the trees to be tiered, thereby providing additional depth and planting variation to the south side of the proposed structure.

Exterior Elevations

The Planning Commission had asked for softer and more decorative exterior building elevations (specifically, on the north and south sides). The applicant addressed the issue by removing the shear walls that covered the entire height of the building on both elevations. This modification allows for a more “open” structure and provides continuity and symmetry to the north and south building facades. Omitting the shear walls also softens the massing of the proposed structure.

Applicant’s Response to Recommendations/Requested Modifications

There were several Planning Commission requested items that the applicant did not modify (front yard setback; bicycle parking; and, efficient lighting plan). As previously stated, the Commission had required a larger setback on the east side of the building essentially to maintain the required 25-foot front yard setback for the Institutional (I) zone. The applicant had designed the site plan with the building placed as far east as possible to buffer the residential neighborhood to the west while maintaining a front setback area consistent with the adjacent parking structure. Thus, the applicant is seeking relief from LLMC § 17.60.060 (*Setbacks*) for the encroachment of the exterior stairway, elevator shafts and entry canopies into the front yard setback area. For the reasons stated, the applicant has chosen not to modify the front yard setback as requested by the Commission.

The Planning Commission also requested that a more efficient lighting plan be prepared for the project. The electrical engineer of record (for the project) studied the efficiency of LED lighting and found that the potential energy savings did not demonstrate a vast improvement over that of a traditional fluorescent system. He felt that the increased costs associated with an LED system would not be justified and concluded that the advantages of an LED system would be offset by an aggressive control strategy similar to a limelight system. Based on the preceding, the applicant requests that the project be allowed to maintain a traditional lighting system. The electrical engineer prepared a statement of his findings that is available in Attachment C, Efficient Lighting Statement.

Finally, the Planning Commission wanted provisions for secured bicycle parking within the parking structure. Notably, there are existing stalls that have been strategically placed within the interior of the campus and in close proximity to the entrances of the buildings. However, a campus-wide analysis of the existing bicycle racks and lockers concludes that the existing bicycle parking stalls on Campus are largely underutilized. Placing the bicycle stalls within a parking structure or at a location away from the main campus was found to be ineffective and could pose future security problems. Based on the preceding, the applicant has chosen not to provide additional secured bicycle parking for the proposed parking structure.

The applicant did revise the project plans (Attachment F, Revised Project Plans) prepared a written response to address the Planning Commission’s requested changes (see Attachment F).

General Plan Consistency/Zoning Code Compliance

The proposal to develop a 1,163 stall (seven level) parking lot project is consistent with the General Plan (May 26, 2009) and, with the exception of the front set back requirement, is in compliance with the Institutional (I) and other zoning requirements, as applicable.

Public Comments

Staff and the Planning Commission have received several letters of comment from residents who live in the adjacent neighborhood to the west of the project site. The letters outline the neighbors' concerns about the height of the proposed structure, potential increases in traffic on Campus Street and nearby residential streets, closure of San Juan Street with cul-de-sac, and vacation of Prospect Street and creation of the new street farther south. Copies of the letters are available in Attachment G (Correspondence: Letters of Comment).

ENVIRONMENTAL

The project was reviewed for compliance with the California Environmental Quality Act (CEQA) pursuant to the CEQA Guidelines. An Initial Study was prepared and noticed for the CEQA mandatory 20-day review period and a Mitigated Negative Declaration is recommended for approval. Additional information about the CEQA process for this project is available in Attachment B-2.

FINANCIAL IMPACT

The financial impacts to the City in terms of property tax revenues, cost of public services, Development Impact Fees, and Building and Construction Plan Check and Permit fees are not known at this time.

Respectfully submitted by:

Allan Penaflorida
Assistant Planner

ATTACHMENTS

- A. Historical Commission Staff Report (August 2, 2010)
(Attachments – not included)
- B. Planning Commission Staff Report (August 18, 2010)
Attachments:
 - 1. Vicinity Map
 - 2. NOI/Initial Study (Mitigated Negative Declaration)
 - 3. Conditions of Approval (not included – see Attachment F below)
 - 4. Project Plans (not included – see Attachment G below)
- C. Efficient Lighting Statement
- D. Applicant's Response Letter 11-23-10
- E. Revised Conditions of Approval
- F. Revised Project Plans
- G. Correspondence: Letters of Comment

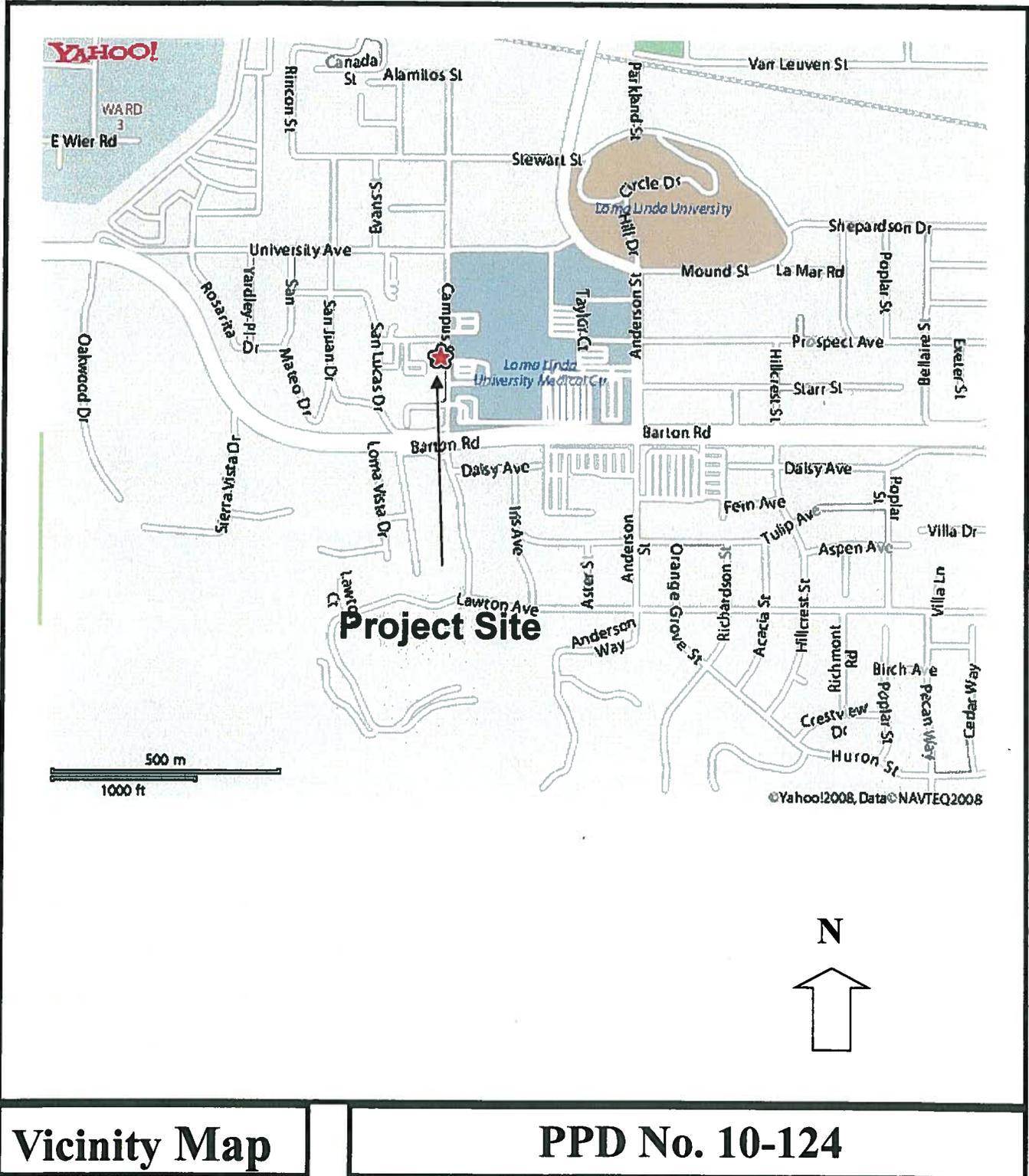


City of Loma Linda

Community Development Department

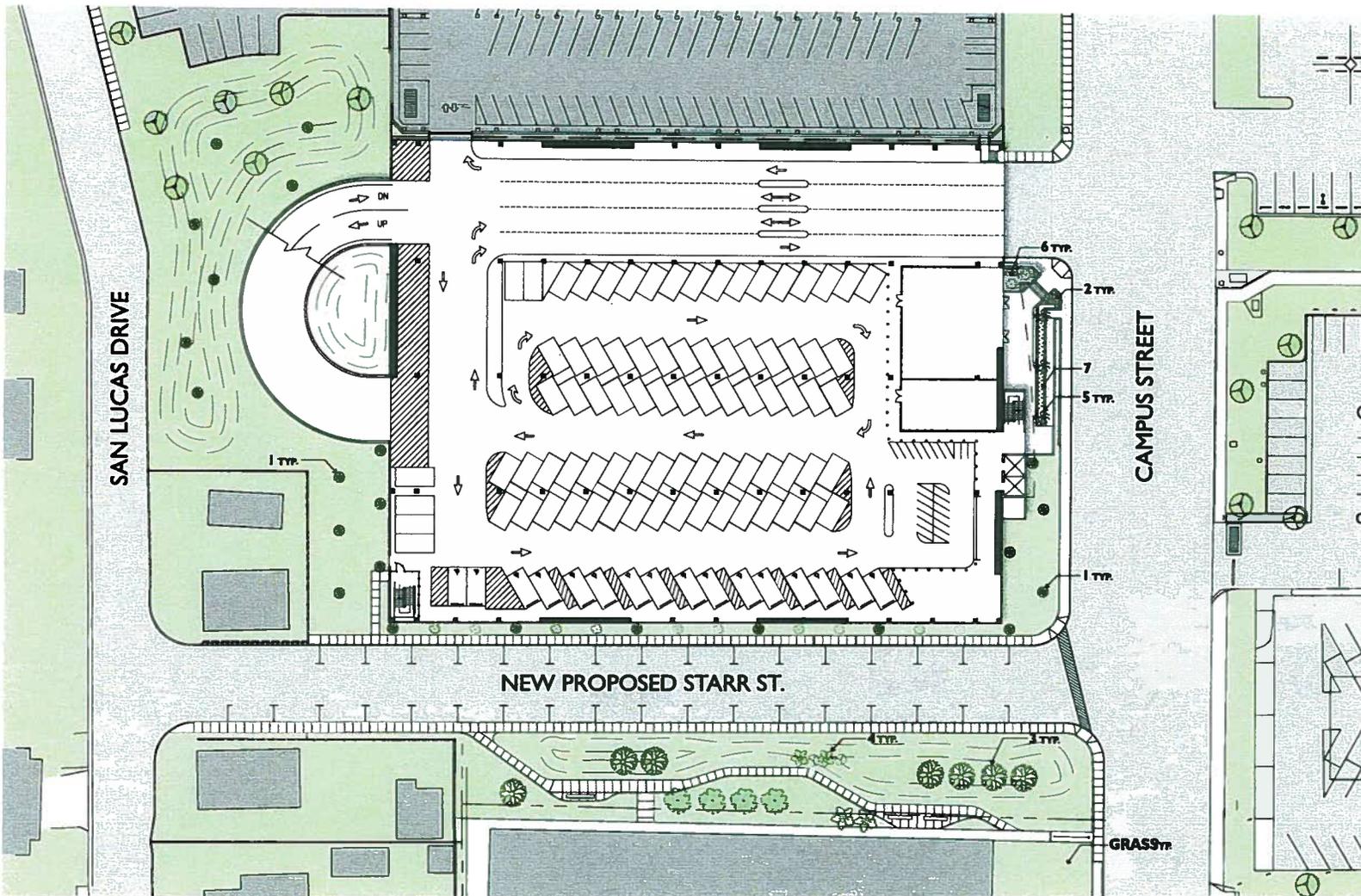
25541 Barton Road, Loma Linda, CA 92354

(909) 799-2830; Fax (909) 799-2894



Vicinity Map

PPD No. 10-124



- 

1
CANARY ISLAND PINE
PINUS CANARIENSIS
Size: 36" Box Height 15'-18"
Quantity: 23


- 

2
RAYWOOD ASH
FRAXINUS ANGUSTIFOLIA
Size: 24" Box Height 10'-12"
Quantity: 17


- 

3
JAPANESE ZELKOVA
ZELKOVA SEARATE
Size: 24" Box Height 10'-12"
Quantity: 7


- 

4
CAMPHOR TREE
CINNAMOMUM CAMPHORE
Size: 24" Box Height 10'-12"
Quantity: 4


- 

5
CALIFORNIA FAN PALM
WASHINGTONIA FILIFERA
Size: Field Dug Height 18'-20"
Quantity: 3


- 

6
STAR JASMINE
TRACHELOSPERMUM JASMINOIDES
Size: 1 Gal. Plant 5' on Center
Quantity: 65


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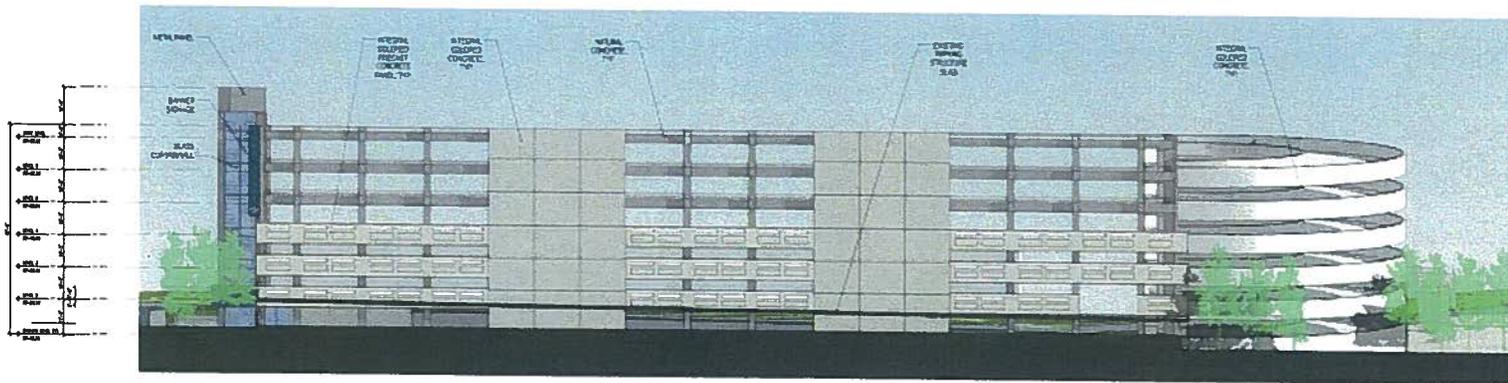
7
SHRUB ROSES
ASSORTED COLORS
Size: 1 Gal. Plant 3' on Center
Quantity: 15


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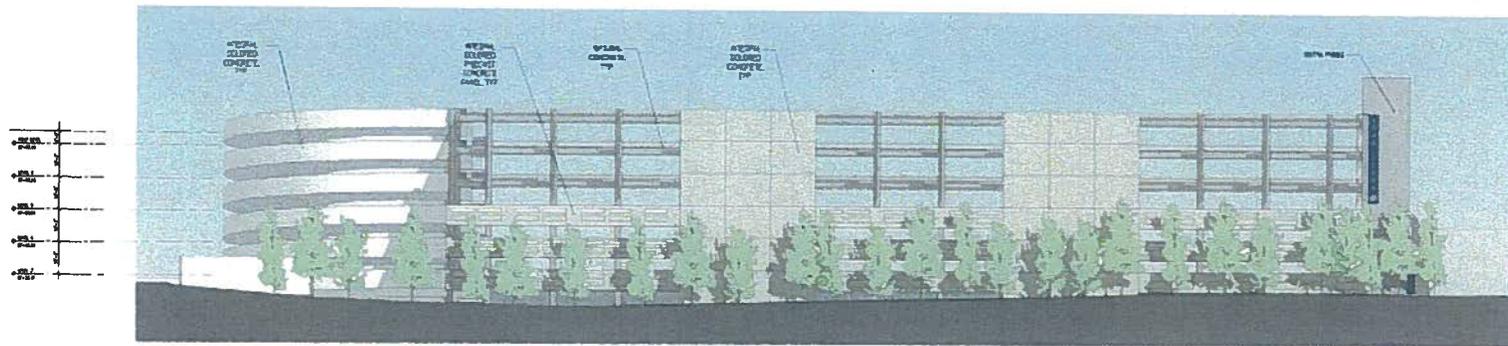
8
MEXICAN BIRD OF PARADISE
CAESALPINIA MEXICANA
Size: 1 Gal. Plant 8' on Center
Quantity: 12


- EXISTING TREES**

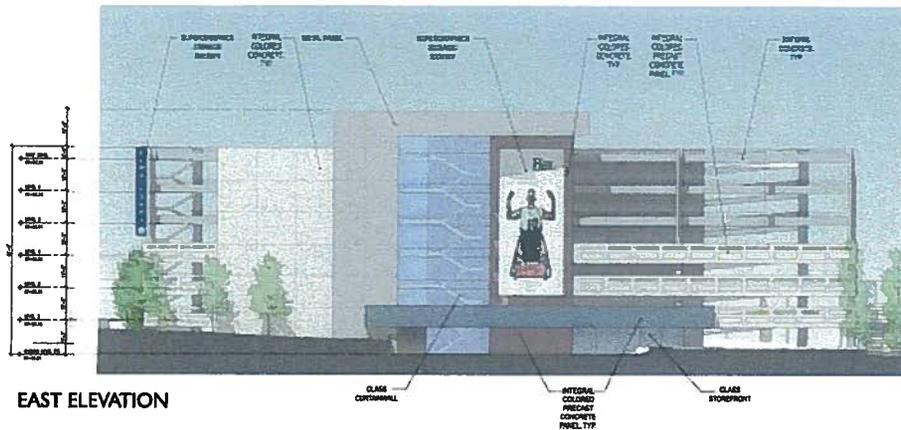




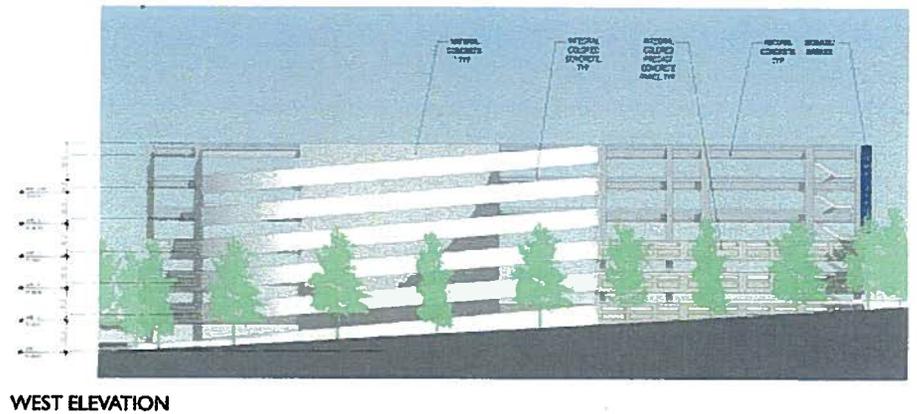
NORTH ELEVATION



SOUTH ELEVATION



EAST ELEVATION



WEST ELEVATION



**CONDITIONS OF APPROVAL
TENTATIVE PARCEL MAP (TPM) NO. 19332 (PM) NO. 11-112**

COMMUNITY DEVELOPMENT DEPARTMENT

General

1. Within two years of this approval, the Tentative Parcel Map shall be approved for final map and recorded with the San Bernardino County Recorder pursuant to the provisions of the State Subdivision Map Act, or the permit/approval shall become null and void. This subdivision may be granted a maximum of three, one-year extensions of time (as allowed by the California Subdivision Map Act).

PROJECT:

TPM No. 19332 (PM No. 11-112)

EXPIRATION DATE:

September 5, 2014

2. In the event that this approval is legally challenged, the City will promptly notify the applicant of any claim or action and will cooperate fully in the defense of the matter. Once notified, the applicant agrees to defend, indemnify, and hold harmless the City, their affiliate's officers, agents and employees from any claim, action or proceeding against the City of Loma Linda. The applicant further agrees to reimburse the City of any costs and attorneys fees, which the City may be required by a court to pay as a result of such action, but such participation shall not relieve applicant of his or her obligation under this condition.
3. All conditions identified in the Conditions of Approval for Precise Plan of Design No. 10-124 shall apply to this project.
4. Community Development Department and City Attorney's office review - Costs for such review shall be borne by the applicant/developer. A copy of the final documents shall be submitted to the Community Development Department after their recordation.
5. All future construction shall meet the requirements of the editions of the *Uniform Building Code* (UBC)/California Building Code (CBC) and the *Uniform Fire Code* (UFC)/California Fire Code (CFC) as adopted and amended by the City of Loma Linda and legally in effect at the time of issuance of building permit.
6. This permit or approval is subject to all the applicable provisions of the Loma Linda Municipal Code, Title 17 in effect at the time of approval, and includes development standards and requirements relating to: Institutional (I) Zone.
7. The final parcel map shall be in substantial conformance to the approved tentative parcel map.
8. Within 48 hours of approval of the subject project, the applicant shall deliver to the Community Development Department, a check or money order made payable to the **CLERK OF THE BOARD OF SUPERVISORS** in the amount of \$50.00 (fifty dollars) to enable the City to file the appropriate environmental documentation for the project. If within such 48 hour period that applicant has not delivered to the Community Development Department the above-noted check, the statute of limitations for any

EXHIBIT - C

interested party to challenge the environmental determination under the provisions of the California Environmental Quality Act may be significantly lengthened.

Applicant signature

Date

Owner signature

End of Conditions