Planning Commission

STAFF REPORT

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Vincent Gonzalez, Planning and Community Preservation Director

DATE: February 18, 2016

TO: Planning Commission

FROM: Leticia Cardoso, Planning Manager

SUBJECT: Discussion Regarding Amendments to the Institutional Zone Ordinance – Chapter 17.38 of the Sierra Madre Municipal Code

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ISSUE

The City's zoning ordinances implement the objectives and policies of the General Plan. As you recall, the General Plan Update approved by the City Council in July 2015 includes revisions to the objectives and policies from the 1996 General Plan, including those associated with the Institutional land use designation in the Land Use Element. In order to ensure consistency between the Institutional Zone Ordinance (Chapter 17.38 of the Sierra Madre Municipal Code) and the General Plan, the ordinance will need to be amended to reflect the newly adopted objectives and policies in the 2015 General Plan.

At this meeting, the Planning Commission will discuss potential amendments to the Institutional Zone Ordinance.

Staff seeks further direction from the Planning Commission.

Attachments (3):

1) Exhibit A: Institutional Zone Ordinance – SMMC Chapter 17.38
2) Exhibit B: Institutional Land Use Designation – 2015 General Plan
3) Exhibit C: Draft Zoning Map

EXHIBIT A

Institutional Zone Ordinance –
SMMC Chapter 17.38

Chapter 17.38 - INSTITUTIONAL ZONE

Sections:

17.38.010 - Purpose and intent.

The institutional zone ("I") is established to:

A. Allow public and private uses which provide public services to the community.

B. Allow for the reuse of large institutional properties (over twenty acres), recognizing that such parcels in urban areas are unique and shall be considered eligible for future conversion to other uses, including, but not limited to, public recreational facilities and low density residential, subject to appropriate regulatory and zoning procedures.

C. Allow for the integration of adjacent commercially zoned property into the institutional environment, provided there is no net loss of commercial space.

(Ord. 1143 § 1 (part), 1997)

17.38.020 - Permitted uses.

The following uses shall be permitted in the "I" zone:

A. Principal Use. Any use, to the extent lawfully existing on a parcel on the date such property is rezoned into the "I" zone, may be continued as a permitted use together with any and all restrictions such as conditional use permits or variances applicable thereto. Any structural alterations or additions and any new use substantially superseding such existing use shall not be deemed a permitted use.

B. Accessory Uses.

1. Accessory structures customarily used in conjunction with a permitted use (as set forth in subsection A of this section);

2. Construction equipment, supplies and offices during a construction period (as permitted in the "I" zone, and for thirty days after completion of such construction, provided the same is on the subject lot or an adjacent lot (with the consent of the owner thereof), and is shielded from the street by a construction fence;

3. Parks, playgrounds, recreational areas, and open space; and,

4. Signs, as provided by Chapter 12.72.

(Ord. 1143 § 1 (part), 1997)

17.38.030 - Conditional use permit required.

The following uses are permitted only after a conditional use permit is approved pursuant to Chapter 17.60, as supplemented by this Chapter 17.38:

A. Arboretums or botanical gardens;

B. Cemeteries or columbariums;

C. Churches and other places of religion;

D. Cultural centers;

E. Daycare/preschool facilities;

F. Hospitals, convalescence facilities;

G. Museums;

H. Places of assembly;

I. Retreat centers, health spas and similar uses;

J. Schools (educational) of every type, but excluding vocational schools;

K. Communal residential facilities;

L. Social service offices, but excluding "for profit" activities; and,

M. Any of the above (as a principal use) may be combined with a conditional use permit for a subordinate use permitted (or conditionally permitted) in an abutting "C" zone.

(Ord. 1143 § 1 (part), 1997)

17.38.040 - Requirements for new structures or new principal uses.

Any application for a new structure, or structural alteration of an existing structure, or any new principal use of an existing property, shall also comply with all of the following, except as may be found to be not applicable by the city manager.

A. Development Plan Objectives. In addition to the findings required by Section 17.60.040, the planning commission, and city council on appeal, shall find that the proposed development plan is consistent with the general plan, with respect to the following provisions:

1. Building siting, massing and scale shall be consistent and compatible with adjacent uses;

2. Structures should be designed to a high level of architectural quality, being a visual asset in the area in which they are located;

3. Landscaping shall be incorporated with the building design and reflect the overall visual character of the district which surrounds it;

4. Building and sites shall be designed to enhance the pedestrian character of the city, by opening directly onto sidewalks, providing walkways, other pedestrian linkages, and other amenities and incorporating public open activity spaces; and

5. Compatible with adjacent uses.

B. Contents of a Site Development Plan. A site development plan shall include the following components:

1. A diagram encompassing all parcels owned or controlled by the applicant, showing the following:

a. Existing buildings, structures, yards, walls, walks, vehicle parking areas, and landscaping and their respective date of original construction;

b. Street alignments, grades and widths;

c. Drainage and sanitary facilities and utilities, including alignments and grades thereof;

d. Location and size of all required easements and rights-of-way;

e. Location of fire hydrants, fire roads and firebreaks;

f. Lot size and configuration;

g. Traffic access;

h. Grading;

i. Land to be dedicated for park and/or recreational purposes, if any; and

j. Other specific physical requirements in the plan and configuration as may be necessary to ensure consistency with, or implementation of, the general plan, or other applicable specific plan.

2. A proposed development plan showing the proposed development on the site and any "expansion" (as defined herein) or new principal use (under the institution's ownership or control), shall indicate the following:

   a. All proposed changes or alterations to existing buildings, structures, yards, walls, walks, vehicular parking areas, landscaping, building setback lines, flood hazard zones, seismic lines and setbacks, geologic mapping, and archaeological sites, and other such features as may be needed to make the development attractive, adequately buffered from adjacent uses and compatible with the character of the surrounding area;

   b. The plan shall include a boundary survey prepared by, or under, the direction of a registered civil engineer or licensed land surveyor. If the applicant does not have a record title ownership interest in the premises, the applicant shall provide satisfactory evidence that the persons with the record title ownership have consented to the proposed development. For the purposes of this paragraph, "record title ownership" shall mean fee or lesser interest of record. Record title ownership does not include ownership of mineral rights or other subsurface interests which have been severed from ownership of the surface.

3. A landscape plan, or plans, prepared by a licensed landscape architect, or other qualified landscape professional, drawn to scale of not less than one inch equals ten feet, and includes the following information:

   a. Total square footage of all landscaped areas;

   b. Square footage of each landscaped area;

   c. Percentage of the total premises devoted to landscaping;

   d. Type of plant materials, i.e., the botanical and common names;

   e. Location, container size and number of all new plant materials;

   f. Type, size and location of a permanent irrigation system adequate for the proposed landscaping;

   g. Location of existing trees four inches or greater in diameter, measured eighteen inches above ground level, and an indication of whether they are to be retained or removed.

   Landscaping shall consist of a combination of trees, shrubs and ground cover with careful consideration given to eventual size, form, susceptibility to disease and pests, durability, and adaptability to existing soil and climate conditions.

C. Site Development Plan Objectives. In addition to the findings required by Section 17.60.040, the planning commission, and city council on appeal, shall find that the proposed development plan is consistent with the general plan, with respect to the following provisions:

1. Building, siting, massing and scale shall be consistent and compatible with adjacent uses;

2. Structures should be designed to a high level of architectural quality, being a visual asset in the area in which they are located;

3. Landscaping shall be incorporated with the building design and reflect the overall visual character of the district which surrounds it;

4. Building and sites shall be designed to enhance the pedestrian character of the city, by opening directly onto sidewalks, providing walkways, other pedestrian linkages, and other amenities and incorporating public open activity spaces; and

5. Compatible with adjacent uses.

D. Plan Design Objectives. The site development plan shall include the following:

1. Fully mitigate all impacts attributable to any increase in floor area ratio and height above that prescribed in Chapter 17.20

2. Convey the village theme in its siting of structures, massing, scale, use of open space and architectural character;

3. Contain improvements located and designed in a manner that does not adversely affect properties in the immediate neighborhood nor adversely affect cultural, historic, and environmental resources;

4. Any development of a site located north of the "Hillside view line" defined in Section 17.52.080 of this title or adjacent to R-H-zoned property shall protect the natural environment from change, preserve and protect views and preserve and maintain the identity, image and environmental quality of the R-H zone.

E. Development Standards. The following development standards shall guide the design of the institutional ("I") zone sites and except as modified in an approved plan of site development, shall apply to sites in the institutional ("I") zone:

1. Height.

a. Adjacent to R-1 and Commercial ("C") Zones. Building height shall not exceed the height limits set forth below when located within the distances specified from the boundary line of a lot classified in the following zones:

Zone	Distance	Height
R-1 or more restrictive	0 to 49 feet	25 feet
	50 feet and greater	33 feet
Commercial	0 to 49 feet	25 feet
	50 feet and greater	33 feet

b. Special Design Features. Notwithstanding subsection (A)(1) of this section, architectural elements such as towers, belfries and pedimented entryways may exceed the mandatory height limits; provided the width of the special design feature does not exceed twenty percent of the lot frontage.

2. Permissible Lot Coverage. Maximum coverage of all buildings, accessory buildings and structures, and enclosed porches, excluding courtyards, breezeways and covered walkways, shall not exceed the following amount:

Adjacent Zone	Percentage
R-1 or more restrictive	35
Commercial	60

The percentage may be increased up to a maximum of seventy percent site coverage, by an amount equal to the area of required on-site vehicle parking which is reduced through off-site joint use of parking facilities pursuant to Section 17.68.060(D) of this title. Minimum site open space shall be thirty percent of the site area. As used in this chapter, open space are those areas of the site not improved for vehicle parking, buildings, accessory buildings and structures, and enclosed porches and includes landscaped areas, playing fields (but not viewing stands), walkways, front, side and rear yard areas, and required buffers.

3. Yards. Same as specified in the immediately adjacent commercial ("C") zone or residential zone. In those situations when there are more than one zone immediately adjacent, the design of the structures on the institutional ("I") zone site shall be such as to harmonize with neighboring structures.

4. Facades. Building facades shall not be blank, but shall be modulated and articulated compatible with the design and architectural context of adjacent structures.

5. Exterior Lighting. All lighting shall be shielded and directed onto the site. No floodlighting shall be located so as to shine directly onto any adjacent residential property. This condition shall not preclude the installation of low-level security lighting. All lighting shall be designed and located so as to confine direct rays to premises.

6. Access and Parking. Parking spaces as required by Chapter 17.68 shall be provided as well as adequate provisions for vehicular access and loading to prevent undue congestion on adjacent streets and highways.

7. Loading Space. Loading spaces as provided in Chapter 17.36

8. Landscaping. All open areas including vehicular accessways and parking areas, pedestrian walkways and paved and/or covered recreational facilities shall be landscaped and irrigated if planted. Parking areas shall be screened from the street by landscaping trees and shrubs to a height of at least forty-two inches. Such landscaping and irrigation systems shall be permanently maintained. If an existing tree with a diameter of four inches or greater, measured eighteen inches from ground level is removed, it shall be replaced with a similar or acceptable substitute specimen tree (minimum thirty-inch box container size) elsewhere on the site.

(Ord. 1258 § 1, 2006; Ord. 1256 § 1 (Exh. A (part)), 2006; Ord. 1143 § 1 (part), 1997)

17.38.050 - Modifications to development standards.

Adjustments to the development standards of this chapter may be permitted in the site development plan approved by the planning commission, provided additional findings can be made as follows:

A. The project as proposed will be consistent with the general plan content and design objectives;

B. Contain activities and functions which will be a significant asset for the city;

C. Preserve historic structures to the maximum extent possible; and,

D. Provide additional benefits to the community above those which can be exacted to account for the development's direct impact. Such benefits would include making available parking to the public when not needed for the use, dedication of on-site recreational space or parkland, facilities for public meetings, child care available to the public, contribution to park site acquisition, offsets impacts to historic structures with monetary contribution to a preservation fund.

(Ord. 1143 § 1 (part), 1997)

EXHIBIT B

Institutional Land Use Designation –
2015 General Plan

17.35.110 - Effective date.

The provisions of this chapter shall become effective at midnight after the polls close on the same day of its approval by the voters at an election. (Init. Ord. 2-30-13 (part), 2007)

17.35.120 - Severability.

In the event a final judgment of a court determines that a provision of this chapter, or a particular application of a provision, is invalid or unenforceable pursuant to a state or federal law or constitution, that invalid or unenforceable portion or application shall be severed from the remainder of this chapter, and all other portions of this chapter shall remain in effect without the invalid or unenforceable provision or application. (Init. Ord. 2-30-13 (part), 2007)

17.35.130 - Conflict with other ballot measures.

In the event that any ballot measure is proposed for voter approval on the same election ballot as this initiative measure, and such other measure contains provisions which deal with land uses or development or construction in the central core area, it is the intent of the voters that the provisions of this measure shall prevail over any such other measure in its entirety, and to the extent that this measure receives a greater number of votes for approval than any such other measure, it is the voters' intent in enacting this measure that no provision of any such other measure shall become effective. (Init. Ord. 2-30-13 (part), 2007)

17.35.140 - Amendment.

No provision of this chapter may be amended or repealed except by a majority of the voters of the city of Sierra Madre voting on a ballot measure for that purpose placed before them at a regularly-scheduled municipal election. (Init. Ord. 2-30-13 (part), 2007)

Institutional (Map designation I)

Objective L41: Providing for the development of private institutional uses in areas where such uses currently exist and ensure that they are compatible with and complement adjacent land uses.

<u>Policies:</u>

L41.1 Require that private institutional uses are compatible with adjacent land uses, in the following ways:

a. Building, siting, massing, and scale shall be consistent with adjacent uses;

b. Structures should be designed to a high level of architectural quality, being a visual asset in the area in which they are located;

c. Landscaping should be incorporated in the building design and reflect the overall visual character of the district which surrounds it.

d. Building and sites shall be designed to enhance the pedestrian character of the City, by opening directly onto sidewalks, providing walkways, other pedestrian linkages, and other amenities and incorporating public open activity spaces.

L41.2 Allow for the expansion of existing institutional sites, including height and density beyond that allowed in adjacent commercial and residential areas, provided that a comprehensive master plan is approved by the City which demonstrates that the project:

a. Contains activities and functions which will be a significant asset for the City.

b. Adequately mitigates all impacts attributable to the increase in floor area ratio and height.

c. Conveys the village theme in its siting of structures, massing, scale, use of open space and architectural character.

d. Preserves historic structures to the maximum extent possible.

e. Provides additional benefits to the community above those which can be exacted to account for the direct impacts of the development. Such

benefits can include making available parking to the public when not needed for the use, dedicating on-site recreational space or parkland facilities for public meetings, making day care available to the public, contributing to park site acquisition, and offsetting impacts to historic structures with monetary contribution to a preservation fund.

f. Will not displace or encroach into existing commercial uses.

g. Incorporates water conservation practices such as but not limited to greywater plumbing, permeable ground surfaces, drought tolerant landscaping, green building materials, rainwater capture devices, and low-flow fixtures.

L41.3 Allow the re-use of existing institutional properties as appropriate for the following uses:

a. Relocation of large institution.

b. Retreat center, civic use or other such uses operated by religious, non-profit or health organizations.

c. Housing for institutional uses such as dormitories.

d. Parkland, open space, and public recreation facilities.

e. School.

L41.4 Retain all school sites that are needed to meet future educational needs and determine the appropriate use of surplus school property in the context of the City's open space and recreation needs.

L41.5 Review and update the Institutional Zoning Ordinance and other implementing ordinances every two years as

necessary to ensure compliance with the Goals and Policies of the General Plan.

Municipal Government (Map designation M)

Objective L42: Providing for the development of public institutional uses such as civic buildings, educational facilities, libraries, etc., in locations where these uses already exist and ensure that they are compatible with and complement adjacent land uses.

Policies:

L42.1 Allow for the development of a governmental agency or services building (administrative, police, fire) which is easily accessible to residents and other users.

L42.2 Allow for the development of resident-serving public cultural facilities, such as libraries, museums, etc.

Open Space

Constructed Open Space (Map designation OS)

Objective L43: Preserving constructed open space areas for the enjoyment of residents and visitors to Sierra Madre.

Policies:

L43.1 Allow the installation and maintenance of recreational equipment such as ball fields, fire rings, bridges, nature trails, picnic tables, and other equipment in existing park areas.

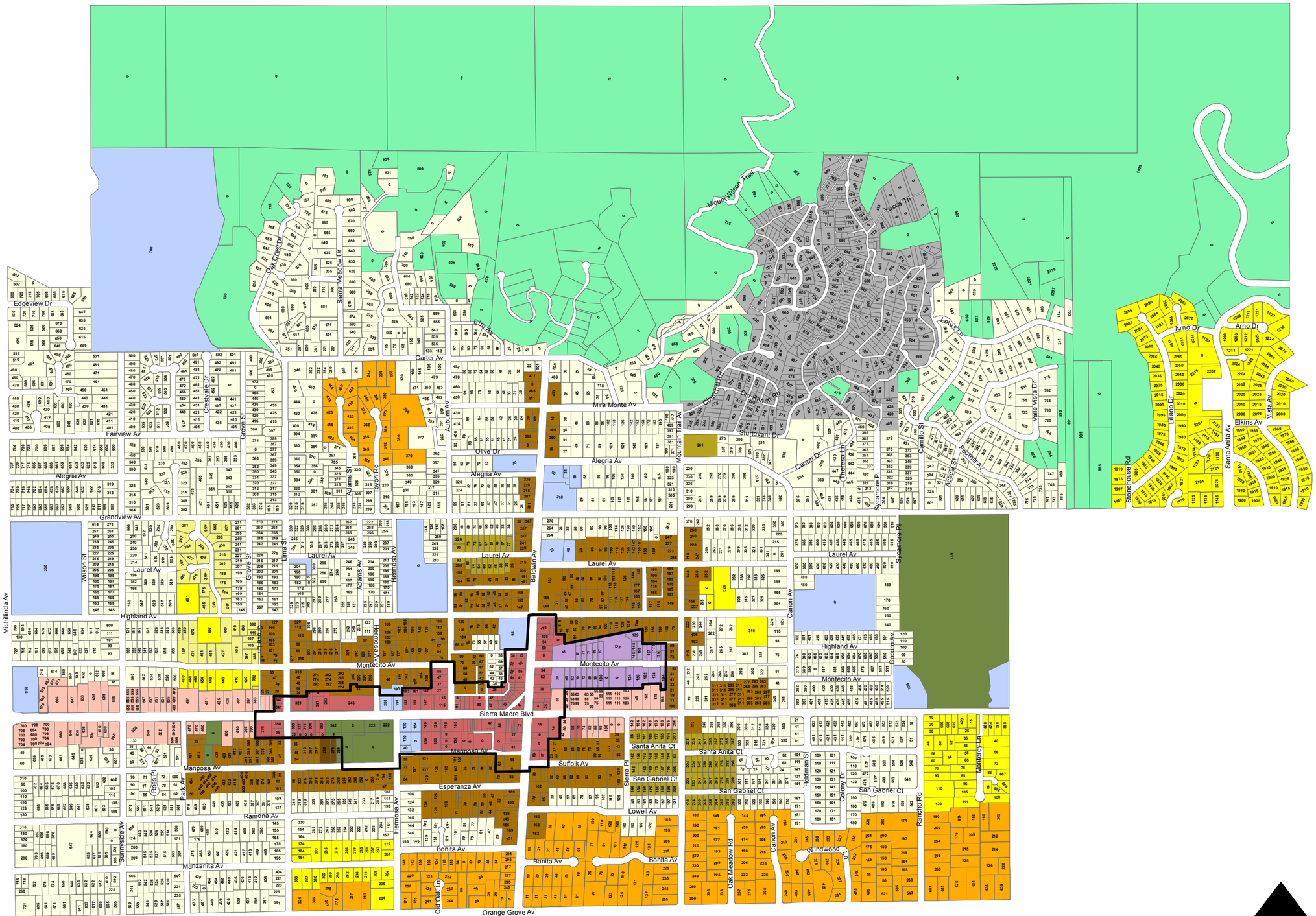
L43.2 Encourage the use of open space areas for the purposes of educating individuals and groups about the local environment. This may include informational gatherings, information kiosks, and other methods of public outreach.

EXHIBIT C

Draft Zoning Map

City of Sierra Madre Zoning Map

DRAFT



Legend

Measure V Area (2-Story, 30 Feet, 13 Units/Acre)

ZONING

- One Family Residential (7,500 sqft min.) - R-1
- One Family Residential (9,000 sqft min.) - R-1-9
- One Family Residential (11,000 sqft min.) - R-1-11
- One Family Residential (15,000 min.) - R-1-15
- Two Family Residential - R-2
- Multiple Family Residential - R-3
- Multiple Family Residential High Density - R-3H
- Residential Professional - R-P
- Hillside Management - H
- Residential Canyon - RC
- Commercial - C
- Institutional - I
- Manufacture - M
- Civic / City Park

0 500 1,000 2,000 Feet