

PLANNING COMMISSION STAFF REPORT

Case: PA11-0028 (General Plan Amendment)
PA11-0029 (Change of Zone)
PA11-0030 (Municipal Code Amendment)
PA12-0046 (General Plan Amendment)
PA12-0047 (Change of Zone)

Date: March 14 , 2013

Applicant: City of Moreno Valley

Representative: City of Moreno Valley

Location: City-Wide

Proposal: The Alessandro Boulevard Corridor Project
– Phase II : Implementation

Recommendation: Approval

SUMMARY

The City of Moreno Valley used grant funds rewarded by SCAG's Compass Blueprint for "Phase II of the implementation of the Alessandro Boulevard Corridor Demonstration Project" (The Alessandro Boulevard Corridor Vision Plan - Phase I was funded by SCAG's Compass Blueprint program in February 2010). Phase II includes rezoning areas along Alessandro Boulevard and northeast of Perris Boulevard and Iris Avenue to Residential 30 (R30), commercial rezoning of a parcel at the southwest corner of Perris Boulevard and Gentian Avenue and the creation an overlay district, including parcels along Alessandro Boulevard that were identified suitable for inclusion in the Mixed Use Overlay Districts in Phase I's Vision Plan.

PROJECT DESCRIPTION

Background

The proposed “Alessandro Boulevard Corridor Project - Phase II Implementation” is based on the prior “Alessandro Boulevard Corridor Demonstration Project” (Phase I - SCAG sponsored Demonstration Project completed in June 2010) and promotes the Compass Principles by encouraging strategies to integrate transportation and community (housing, shopping, entertainment, etc.). The “Alessandro Boulevard Corridor Demonstration Project” (Phase I) explored opportunities for mixed use transit-oriented development along Alessandro Boulevard, an important regional transportation link for Moreno Valley. The City of Moreno Valley through Phase II has further promoted the use of Alessandro Boulevard as a way to reduce the impacts of transportation on the environment and to provide efficient access to jobs and services.

To assist the City in the implementation of a vision for the Alessandro Boulevard area, Phase II includes:

- Creation an overlay district for the Alessandro Boulevard corridors to identify areas suited for Mixed Use Districts;
- Creation of requirements for selecting Mixed Use Districts sites;
- Creation urban design strategies to intensify land uses;
- Rezoning of areas along Alessandro Boulevard and northeast of Perris Boulevard and Iris Avenue to Residential 30 (R30) as identified in the February 2011 General Plan Housing Element Update;
- Rezoning of a 21.47 acre parcel at the southwest corner of Gentian Avenue and Perris Boulevard (APN: 485-220-041) to Commercial (C);
- And amending the Municipal Code to include all the new standards.

Planning staff has been working with RBF Consulting through the second SCAG Compass Blueprint grant to complete the required CEQA documentation (Mitigated Negative Declaration) and the overlay district design standards.

Site/Corridor

The project area is located in the southern portion of the City of Moreno Valley in western Riverside County. The project area includes an approximately 5.5-mile stretch of Alessandro Boulevard from the Old 215 Frontage Road on the west to Nason Street on the east (Attachment #5). The project area has direct access to and from the I-215 Freeway at the Alessandro Boulevard interchange. An additional area funded locally includes R30 and Commercial zoning northeast of Perris Boulevard and Iris Avenue.

Surrounding Area

At 5.5 miles in length, the corridor is the longest of Moreno Valley's five corridors. It serves as an important transportation corridor that connects Interstate 215 and the nearby future planned Metrolink Station at the western end with the Riverside County Regional Medical Center approximately 5.5 miles to the east along Nason Street.

Existing physical conditions on the corridor are typical and characteristic to many suburban corridors – low intensity, automobile-oriented uses such as warehouses, office parks, drive-through restaurants and pharmacies, and multiple strip malls and community-oriented shopping centers. The roadway itself lacks consistent landscaping and an overall positive image. Buildings along the corridor tend to be located behind parking lots. Some new buildings have been built closer to the corridor, but are located behind drainage swales that are visually pleasant but tend to disconnect the building from the environment it its shaping. In some areas, established single-family neighborhoods are north and south of the corridor and present their backyard walls along the corridor. Multiple family apartments and townhomes are located in lesser amounts in the area. Some homes are located directly fronting Alessandro Boulevard, with direct driveway access along the corridor.

PROJECT

Section 1: Residential 30 Rezoning (General Plan Amendment and Change of Zone)

The goal of the “Alessandro Boulevard Corridor Demonstration Project – Phase I” was to identify opportunities for mixed use transit-oriented development along Alessandro Boulevard. With implementation of the Corridor Project, the City Moreno Valley will be able to provide additional Multiple Family housing in areas near existing or emerging employment and shopping centers along Alessandro Boulevard.

The areas noted in the Alessandro Boulevard Corridor Project to be rezoned to Residential 30 (R30) were also identified in the February 2011 General Plan Housing Element Update along with parcels near the northwest corner of Iris Avenue and Perris Boulevard. The Residential 30 (R30) rezoning proposed with the Alessandro Boulevard Corridor Project will allow the City of Moreno Valley to meet its 2008-2014 State-mandated Regional Housing Needs Assessment (RHNA) numbers, as well as provide a wider range of housing choices for the burgeoning Moreno Valley workforce.

The Regional Housing Needs Assessment (RHNA) and the R30 Zone Creation

In compliance with State Law, the February 2011 Housing Element Update include text dedicated to documenting the City's compliance with its Regional Housing Needs Assessment(RHNA) allocation. Through the RHNA process, the Southern California Association of Governments (SCAG) projects each city's demand for future housing and allocates new housing units to be planned for in order for each city to meet projected demand. The total number of projected housing units is further divided into

income categories to properly address the housing need across various income levels. SCAG requires (and the State approved has approved) that forty percent of the total RHNA allocation is dedicated to producing housing for low and very low income residents.

During the planning period from 2008 through 2014, Moreno Valley’s assigned RHNA number was 7,474 units. Please note: the City is not required to build the housing units assigned in the RHNA. However, the City must ensure that it has sufficient, appropriately-zoned residential sites to accommodate the RHNA allocation.

As required by SCAG, the 7,474 units have been further allocated to the four required income categories based on the relationship to the Area Median Income (AMI), which in 2010 is \$65,000 per year for a family of four. In compliance with SCAG’s requirement, forty percent of the City’s RHNA allocation is dedicated to producing housing for low and very low income residents.

Table 1: City of Moreno Valley, RHNA 2008-2014

| Moreno Valley Regional Housing Needs Allocation 2008-2014 | | |
|----------------------------------------------------------------------|--------------|----------------|
| Income Category | Units | Percent |
| Very Low-Income | 1,806 | 24.2% |
| Low-Income | 1,239 | 16.6% |
| Moderate-Income | 1,362 | 18.2% |
| Above Moderate-Income | 3,068 | 41.0% |
| Total Construction Need | 7,474 | 100% |

Source: Southern California Association of Governments (SCAG) Proposed Final RHAN Plan- Planning Period January 1, 2006 - June 30, 2014.4.2

State Housing Element Law Article 10.6 of the Government Code Section 65583.2 establishes guidelines under which counties and municipalities undertake the Vacant Land Inventory for Housing Elements. In particular, Section 65583.2(B) prescribes densities that the State deems appropriate to accommodate housing for lower income households. For jurisdictions in metropolitan counties with a local population in excess of 100,000 persons, the State considers a density of thirty (30) units per acre as adequate to accommodate units affordable to low and very low income households. Consequently, vacant sites zoned at thirty (30) units per acre will automatically be counted as meeting the very low and low income RHNA categories, whether the units are ever built or whether the unit rents are in actuality affordable.

The HCD-approved Housing Element for Moreno Valley proposed to create the R30 zoning designation and then process a General Plan Amendment to apply the R30 zoning to the identified locations. The Residential 30 (R30) rezoning proposed with the Alessandro Boulevard Corridor Project is that General Plan Amendment and allows the City of Moreno Valley to meet its 2008-2014 RHNA numbers.

Citizen Participation and City Council Approval of Residential 30 (R30)

The City of Moreno Valley made a diligent effort to elicit participation from the community in developing its housing element for the planning period of 2008-2014.

In an effort to facilitate public input, staff held three community meetings in October 2007 (Senior Center, Towngate Center and Moreno Valley Ranch Golf Club). The three community meetings had a large number of attendees. Staff also met with fifteen housing advocates and developers who provide housing services to residents in the City of Moreno Valley.

The overwhelming majority of owners with properties located in areas proposed for residential density increases were in support of a possible zone change and resultant increase in density. Owners viewed the proposed density increase as enhancing the value of their properties and allowing them greater flexibility for the future development of their properties. It was also evident that the idea of areas with mixed uses, such as housing, commercial and office uses, appealed to people who voted for increased housing density. People also seemed to want to provide housing in areas near existing or emerging employment centers, such as the area near the regional medical center.

On November 20, 2007 the City Council and Planning Commission held a joint study session to evaluate staff's proposals to increase zoning densities in various areas of the city. The intent of staff's proposals was to plan for the Regional Housing Needs Assessment (RHNA) allocation for the period between 2008 and 2014 and to plan for future population growth and housing needs beyond 2014.

Staff compiled a parcel by parcel inventory of vacant land in the city, providing acreage, zoning, and the number of units that could potentially be developed on each parcel. Based on the inventory, it became evident that the City would fall short of its RHNA requirements in the "Very Low and "Low" income categories, but would exceed its requirements in the "Moderate" and "Above Moderate" income categories.

In an effort to make up the shortfall, and to plan for future growth and housing needs beyond the most recent RHNA, staff presented a proposal to increase residential densities in various areas of the city. The areas chosen were on major streets, near shopping and employment and some were within the redevelopment project area.

On February 22, 2011, the Moreno Valley City Council approved the 2008-2014 Housing Element to the General Plan, in compliance with State law. The Housing Element was certified by the California Department of Housing and Community Development (HCD), and was found to be in full compliance with State housing element law on October 13, 2010.

In order to maintain its compliance with State housing element law, the City of Moreno Valley is in the process of implementing programs set forth in the 2008-2014 Housing Element. Accordingly, amendments to the Moreno Valley General Plan and Moreno Valley Zoning Code are required to increase the City's maximum housing density in certain limited areas of the City. The following objective, policies, and programs are pertinent to the proposed project.

Related Background to the General Plan Amendment

On September 22, 2009, the City Council approved the creation of the Residential 30 (R30) zoning district (PA09-0018 – General Plan Amendment) and the creation of Residential 30 (R30) multiple family development standards (PA08-0099 - Municipal Code Amendment).

The General Plan Amendment added to Section 9.2.2 (Community Development Element Objectives and Policies) of the City of Moreno Valley's General Plan the following definition of Residential 30 (R30):

2.2.11 The primary purpose of areas designated *Residential 30* is to provide a range of high density multi-family housing types in an urban setting. Developments within Residential 30 areas shall also provide amenities, such as common open spaces and recreational facilities. The maximum density shall be 30 dwelling units per acre.

Residential 30 (R30) Sites

The proposed locations for rezoning to Residential 30 (R30) were addressed in the February 2011 General Plan Housing Element Update (2008-2014 Housing Element), including the parcels owned by the City of Moreno Valley's Housing Authority at the corner of Alessandro Boulevard and Day Street (Section 8.4.8 of the Housing Element on page 46). These parcels (Alessandro Boulevard and Day Street) have not been rezoned, unlike what is stated in Table 8-23 on page 46 of the Housing Element.

Propose general plan amendment to R-30 for sites are:

- Area #1 - Alessandro Boulevard and Day Street,
- Area #2 - Alessandro Boulevard & Elsworth Street (referred as "Cal 5" in the Housing)
- Area #3 - Alessandro Boulevard & Morrison Street (referred as "Cal 3" in the Housing Element)
- Area #4 - Perris Boulevard & Iris Avenue (referred as "Cal 4" in the Housing Element).

General Plan Amendment (PA11-0028)

An application for a General Plan Amendment has been submitted in order to change the land use designation for the four R30 areas.

| Current Land Use | Proposed Land Use | Acreage |
|--------------------------|----------------------|---------|
| Commercial (C) | Residential 30 (R30) | 20.79 |
| Residential/Office (R/O) | Residential 30 (R30) | 88.03 |
| Residential 15 (R15) | Residential 30 (R30) | 22.31 |
| Residential 5 (R5) | Residential 30 (R30) | 15.06 |

| | | |
|--|-----------------|--------|
| | | |
| | Total Acreage = | 146.19 |

The Alessandro Boulevard Corridor Project and its proposed General Plan Amendment will meet the requirements of the 2008-2014 Housing Element and is consistent with the General Plan and would not be in conflict with the goals, objectives, policies or programs of the General Plan.

The proposed Residential 30 (R30) land use and zoning changes are shown on Attachments #6.

Change of Zone (PA11-0029)

An application for a Change of Zone has also been submitted in order to change the zoning designation for the four R30 areas.

| Current Zoning | Proposed Zoning | Acreage |
|---------------------------|----------------------|---------|
| Community Commercial (CC) | Residential 30 (R30) | 20.79 |
| Office Commercial (OC) | Residential 30 (R30) | 44.36 |
| Residential 15 (R15) | Residential 30 (R30) | 65.98 |
| Residential 5 (R5) | Residential 30 (R30) | 15.06 |
| | | |
| | Total Acreage = | 146.19 |

The Alessandro Boulevard Corridor Project and its proposed Change of Zone will meet the requirements of the 2008-2014 Housing Element and is consistent with the General Plan and would not be in conflict with the goals, objectives, policies or programs of the General Plan.

The proposed Residential 30 (R30) land use and zoning changes are shown on Attachment #6.

Meeting the RHNA 2008-2014 Numbers

The 146.19 acres rezoned to Residential 30 (R30) could potentially provide up to 4,385 units if fully built out at the density of 30 units per acre. The Housing Element noted that based on historical development patterns, it will be assumed that the majority of sites would be developed at 80% of the maximum residential density, which would be 3,508 units.

Income categories of housing required by the 2008-2014 RHNA total 1,806 of “Very Low” units and 1,239 of “Low” units for a total of 3,045 units. The rezoning of 146.19 acres to Residential 30 (R30) is required in order for the City of Moreno Valley to maintain its compliance with State housing element law.

Section 2: Community Commercial Rezoning (General Plan Amendment PA12-0046 and Change of Zone PA12-0047)

The 21.47 acre parcel at the southwest corner of Gention Avenue and Perris Boulevard (APN: 485-220-041) is proposes to change the General Plan and Zoning designation from Residential 5 (R5) to Community Commercial (CC).

The parcels directly to the west and southwest are part of the request for rezoning to Residential 30 (R30). The parcels directly south are currently zoned Community Commercial and included an approved shopping center (PA06-0123), Home Depot and a Farmer Boys restaurant.

There is no development application associated with the proposed land use change. The proposed zoning would permit development of a commercial shopping center, which would support the neighboring proposed high density housing.

The rezoning of 21.47 acres to commercial uses along Perris Boulevard consistent the goals of the Alessandro Boulevard Corridor Plan though was not an original part of the vision plan. Perris Boulevard is a similar to Alessandro Boulevard as an important regional transportation link for Moreno Valley. Perris Boulevard is ideal to provide a mix of retail and multiple density housing opportunities to promote pedestrian-oriented development. The rezoning to Community Commercial is also consistent with the General Plan and would not be in conflict with the goals, objectives, policies or programs of the General Plan.

The proposed Commercial (C) land use and zoning changes are shown on Attachment #7.

Section 3: The Mixed Use Overlay (PA11-0030)

Background

The General Plan currently references and encourages the concept of mixed use development. At this time, only limited specific plan areas within the City (Village at Sunnymead – Specific Plan 204 and the expired Moreno Highlands – Specific Plan 208) are zoned for mixed use development.

General Plan Objective 2.4 states that the City shall “Provide commercial areas within the City that are conveniently located, efficient, attractive, and have safe and easy pedestrian and vehicular circulation in order to serve the retail and service commercial needs of Moreno Valley residents and businesses.”

This portion of the General Plan describes mixed use development in the following sub-sections:

- Objective 2.4.5 – The primary purpose of locations designated Mixed-Use on the Moreno Valley General Plan Land Use map is to provide for the establishment of commercial and office uses and/or residential developments of up to 20 dwelling units per acre. The

zoning regulations shall identify the particular uses and type of development permitted on each parcel. Overall development intensity should not exceed a floor area ratio of 1.00.

- Objective 2.4.6 – The primary purpose of areas designated Residential/Office on the Moreno Valley General Plan Land Use map is to provide areas for the establishment of office-based working environments or residential developments of up to 30 dwelling units per acre. The zoning regulations shall identify the particular uses and type of residential development permitted on each parcel of land. Overall development intensity should not exceed a Floor Area Ratio of 1.00.

On April 23, 2010, the City Council approved Municipal Code Amendment (PA07-0005); creating two new mixed use districts (MUD1 and MUD2) to provide opportunities for future development that would achieve the objectives of the City of Moreno Valley's General Plan.

Planning staff developed the two mixed use zoning districts (MUD1 and MUD2) using the two existing mixed use districts in the Village Specific Plan – VOR (Village Office Residential) and VCR (Village Commercial Residential) as a starting point. Staff also reviewed mixed use districts from Riverside, Redlands, Claremont and other cities for added perspective and ideas. The result is a hybrid that is similar but enhanced version of the Village districts.

Mixed use development provides additional lifestyle options for current and future residents of the City. Surveys by the Western Riverside Council of Governments indicate a significant interest in the more urban lifestyles provided in mixed use projects, especially among young adults and senior citizens, two groups that will expand in size as the City adds employment and the general population ages. Mixed use development also supports the viability of transit corridors by providing more activity and potential riders within close proximity.

Mixed Used development of the type intended under the MUD1 and MUD2 is allowed under the VOR and VCR zones of the Village Specific Plan. Mixed use can occur both horizontally (side by side) or vertically (one on top of the other). At this point in time, there has not been any mixed use project submitted to the City.

The City of Moreno Valley has been awarded two grants through Southern California Association of Governments' (SCAG) Demonstration Projects for Compass Blueprint Planning Services. The first was "Alessandro Boulevard Corridor Demonstration Project – Phase 1" in 2009/2010, which provided consultant funding to develop a vision plan for the Alessandro Boulevard Corridor. The second is "The Alessandro Boulevard Corridor Project – Phase II: Implementation", which was awarded in 2011/2012. With Phase II and assistance through RBF Consulting, Staff has developed urban design strategies to intensify land uses along the Alessandro Boulevard Corridor. The strategies have been combined into the "Mixed Use Districts Overlay". It is the intent to replace MUD1 and MUD2, with the enhanced districts developed under Phase II of the Alessandro Boulevard Corridor Project and later

expand the “Mixed Use Districts Overlay” to other areas of the City that meet the requirements.

Mixed Use Districts Overlay:

The first step was to create the requirements for selecting sites and then identify areas suited for inclusion in the “Mixed Use Districts Overlay” along the Alessandro Boulevard Corridor.

The Vision Plan (Phase 1) proposed an overall Community Form that included Activity Nodes linked by Primary and Secondary Corridor Zones located in between along Alessandro Boulevard. Both the Activity Nodes and the Corridor Zones are surrounded by Corridor-Adjacent Zones that are unlikely to change. Each Activity Node is located at a major street intersection and projects outward from the intersection for approximately a ¼-mile walking radius. The Activity Nodes range in intensity from regional-level attractions, such as the Moreno Valley Town Center, to community-level collections of retail and services, such as the shops along Sunnymead Boulevard. In total, four types of nodes were identified: Regional, Medical Center, Community, and Neighborhood.

The Alessandro Boulevard Corridor was then divided up as a series of independent, but related nodes. These nodes work in concert with Moreno Valley’s existing nodes to provide a complete and strategically dispersed set of places aimed at regional, community, or neighborhood retail and services. Five nodes along the Alessandro Boulevard Corridor have been identified for inclusion within the “Multiple Use Districts Overlay”:

- Alessandro Boulevard & Frederick Street (MUI)
- Alessandro Boulevard & Heacock Street (MUN)
- Alessandro Boulevard & Perris Boulevard (MUC)
- Alessandro Boulevard & Lasselle Street (MUN)
- Alessandro Boulevard & Nason Street (MUI)

With the “Multiple Use Districts Overlay”, there are three classifications. This Section describes the purpose and intent of each mixed-use overlay district:

A. *Mixed-Use Institutional Anchor (MUI) Overlay District.* The Mixed-Use Institutional Anchor (MUI) Overlay District applies to areas around prominent anchor institutions, such as civic centers, medical centers, and educational campuses. The intent is to build upon the role of the institutions by providing opportunities for urban, high-intensity development that serves the needs of visitors, employees, and residents affiliated with the anchor institution and the surrounding region. Development is allowed up to five stories in height with building frontages near or at the sidewalk, wide sidewalks, and parking under or behind buildings. Vertical mixed-use development (ground-floor retail with offices or housing above) is required at important street intersections. Horizontally-integrated or vertically-integrated mixed-use development, with no requirement for ground-floor retail, is allowed in other locations. The overlay district name may be

expanded to include the name of the type of anchor institution (e.g., “MUI – Medical Center”).

B. *Mixed-Use Community (MUC) Overlay District.* The Mixed-Use Community (MUC) Overlay District applies to areas along major arterials and arterials. The intent is to provide opportunities for the development of pedestrian-oriented blocks with medium-intense development that serves the needs of residents, visitors, and employees from the surrounding community. Development is allowed up to four stories in height with building frontages near or at the sidewalk, wide sidewalks, and parking under or behind buildings. Vertical mixed-use development (ground-floor retail with offices or housing above) is required at important street intersections. Horizontally-integrated or vertically-integrated mixed-use development, with no requirement for ground-floor retail, is allowed in other locations. The overlay district name may be expanded to include the community name (e.g., “MUC – East Alessandro”).

C. *Mixed-Use Neighborhood (MUN) Overlay District.* The Mixed-Use Neighborhood (MUN) Overlay District applies to areas along arterials and minor arterials. The intent is to provide an area for low-rise mixed-use development that serves the needs of residents, visitors, and employees from the surrounding immediate neighborhood. Development is allowed up to three stories in height with building frontages near or at the sidewalk, wide sidewalks, and parking under or behind buildings. Vertical mixed-use development (ground-floor retail with offices or housing above) is required at important street intersections. Horizontally-integrated or vertically-integrated mixed-use development, with no requirement for ground-floor retail, is allowed in other locations. The overlay district name may be expanded to include the neighborhood name (e.g., “MUN – Lasselle Crossing”).

Attachment #8 shows the proposed parcels for inclusion in the “Mixed Use Districts Overlay”.

Municipal Code Amendment

Issue 1 – Removal of MUD1 & MUD2 Information and Addition of Mixed-Use Overlay Districts (Municipal Code)

Both Section 9.07.090 Mixed Use Development 1 (MUD1) and Section 9.07.100 Mixed Use Development 2 (MUD2) will be deleted and replaced by “9.07.090 Mixed-Use Overlay Districts”. The new Chapter 9.07.090– Mixed-Use Overlay Districts will include the following sections:

- 9.07.091 – Purpose and Intent
- 9.07.092 – Applicability
- 9.07.093 – Purposes of Mixed-Use Overlay Districts
- 9.07.094 – Permitted Uses in Mixed-Use Overlay Districts
- 9.07.095 – Mixed-Use Overlay District Site Development Standards
- 9.07.096 – Building Frontage Type Standards
- 9.07.097 – Open Space Standards – Publicly-Accessible Open Space

- 9.07.098 – Open Space Standards – Private/Common Open Space
- 9.07.099 – Lot Area Requirements and Lot Consolidation Incentives

The purpose of the Mixed-Use Overlay Districts is to provide regulations that implement the goals and policies of the General Plan, the Alessandro Boulevard Corridor Vision Plan (accepted by the Moreno Valley City Council on June 30, 2010), and other similar long-range planning documents aimed at encouraging mixed-use development within the City.

The Mixed-Use Overlay Districts are intended to provide the following:

1. Stimulate economic development and reinvestment through regulations based upon recognized urban design principles that allow property owners to respond with flexibility to market forces;
2. Create specific development nodes at street intersections with a pedestrian-oriented mix of uses with convenient access between area neighborhoods, housing, employment centers, and retail services;
3. Accommodate intensities and patterns of development that can support multiple modes of transportation including public transit, bicycles, and walking;
4. Facilitate well-designed new mixed-use development projects that combine residential and nonresidential uses (e.g., office, retail, business services, personal services, public spaces and uses, other community amenities, etc.) to promote a better balance of jobs and housing;
5. Ensure compatibility with adjacent existing single-family neighborhoods and harmonious integration with existing commercial areas;
6. Encourage the development of unique district character through a streetscape that provides attractive features (e.g., landscaping, street furniture, niche or linear parks, public places, courtyards, public transportation shelters; etc.) designed to integrate the public realm (e.g., streets, sidewalks, etc.) with adjacent development on private property; and
7. Provide additional property rights while preserving existing property rights. This intent is achieved by providing additional development rights in compliance with this Chapter, which property owners may exercise under certain conditions, while retaining all development rights conferred by the underlying district to property owners in the mixed-use overlay districts. Incentives and advantages include allowing a greater range and mix of uses; more permissive dimensional specifications (e.g., greater floor area ratio, lot coverage ratio, and height; reduced setbacks; etc.); exemption from certain design review requirements; and fee reductions or waivers.

Owners or developers of any property within any mixed-use overlay district may choose to develop in compliance with the standards and procedures in the proposed Chapter 9.07.090 - Mixed-Use Overlay Districts that apply to the particular mixed-use overlay district in which the property is located. If the owners or developers chose not to develop a mixed-use project, the underlying zoning will be enforced.

Issue 2 – Addition to Chapter 9.02 Permits and Approvals (Municipal Code)

The purpose of administrative variances is to allow for an administrative procedure for limited adjustments to the provisions of this title in order to prevent unnecessary hardships that might result from a strict or literal interpretation and enforcement of certain regulations prescribed by this title. It is also intended that, with respect to accessory structures for existing single-family residential uses, certain adjustments shall be subject to the director's review procedures, rather than an administrative variance.

Staff proposes to add the following section to Chapter 9.02.090 under "C - Limitations on Administrative Variances":

5. Decrease in building frontage requirements. In any mixed-use overlay district, the community development director may authorize up to a ten (10) percent decrease in the distance threshold established to specify the required percentage of a building frontage to be built to the Build-To-Zone, as indicated in Table 9.07.095-10 (Mixed Use Overlay District Development Standards) (i.e., the distance threshold from street intersections for the purposes of calculating building frontage length may be reduced from 300 feet to 270 feet). The community development director is not authorized to reduce the percentage of the building frontage that is required to be built to the Build-To-Zone.

Issue 3 – Additions to Chapter 9.09 - Specific Use Development (Municipal Code)

Chapter 9.09 - Specific Use Development covers certain activities and uses, due to their nature, may have the opportunity to create more significant impacts upon the community than others. As a result, specific regulation of these activities and uses is warranted. The purpose of this chapter is to identify and regulate such uses in districts permitting those uses, in order to ensure the maintenance of the public health, safety and welfare in accordance with the goals, objectives, policies and implementation programs of the general plan.

Staff proposes to add the following three new uses to Chapter 9.09 - Specific Use Development:

- 9.09.250 – Live-Work Development
- 9.09.260 – Mixed-Use Development
- 9.09.270 – Outdoor Dining

The Live-Work Development section provides operational and compatibility standards for the development of live/work units. These standards are in addition to the standards for live-work development provided in Chapter 9.07.090 (Mixed-Use Overlay Districts). The Mixed-Use Development section provides operational and compatibility standards for mixed-use development. These standards are in addition to the standards provided in Chapter 9.07.090 (Mixed Use Overlay Districts). The last additional section to Chapter 9.09 - Specific Use Development is Outdoor Dining and this section provides standards for outdoor dining areas. Unlike the two previous uses, outdoor dining is not restricted to only the Mixed Use Overlay District.

Issue 4 – Additions/Revisions to Chapter 9.11- Parking, Pedestrian, and Loading Requirement (Municipal Code)

The purpose of this chapter is to ensure the adequate provision of parking, loading and bicycle facilities proportionate to the needs created by the various land uses within the city.

- 9.11.030 – General Regulations
- 9.11.040 – Off-Street Parking Requirements
- 9.11.060 – Off-Street Bicycle Parking Requirements

Staff proposes to add to 9.11.030 – General Regulations the following:

H. Rear Parking. Parking in the rear of buildings and service area shall be limited to five percent of the total required off-street parking, except in the mixed-use overlay districts identified in Chapter 9.07.090 (Mixed-Use Overlay Districts).

Staff proposes to add parking standard information for “Live-Work Units (residential component)” and “Residential Component of Mixed-Use Projects” to Table 9.11.040A-12 in Section 9.11.040 – Off-Street Parking Requirements for Residential Uses. The additions to the table will appear as follows:

Table 9.11.040A-12: Off-Street Parking Requirements

| Use | Requirement | Covered Parking | Notes |
|------------------------------------------------|--------------------|------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Residential Uses | | | |
| Live-Work Units (residential component) | 2/unit | 2 covered/unit | Guest parking is required for all units at 0.25 spaces/unit. Guest parking is NOT included in the minimum required parking standard and can be shared with the business aspect of the "Live-Work" parking standard. |

| | | | |
|---------------------------------------------------|--------------------------------------------------------|--------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Residential Component of Mixed-Use Project | See Multiple-Family requirements in Table 9.11.040A-12 | See Multiple-Family requirements in Table 9.11.040A-12 | Guest parking is required for all units at 0.25 spaces/unit. Guest parking is included in the minimum required parking standard and may be shared with the non-residential component. Alternate parking requirements may be permitted subject to approval of a parking study pursuant to Section 9.11.070(A) of this chapter. |
|---------------------------------------------------|--------------------------------------------------------|--------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

Staff proposes to add parking standard information for “Eating and Drinking Establishments” to Table 9.11.040B-12 in Section 9.11.040 – Off-Street Parking Requirements for Commercial Uses. The addition to the table will appear as follows:

Table 9.11.040B-12: Off-Street Parking Requirements

| Commercial Uses | Minimum Requirement | Notes |
|----------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Eating and Drinking Establishments | 1/100 sq. ft. of gross floor area up to 6,000 sq. ft. 1/75 sq. ft. of gross floor area over 6,000 sq. ft. | A minimum of 10 spaces required for stand-alone use. No additional parking required if outdoor dining area comprises no more than 15 percent of the interior gross floor area of the primary food service use; If outdoor dining area is over 15%, 1 space for every 60 sq ft or 1 space for every 3 seats, whichever is greater. |
| Eating and drinking establishments within shopping centers of 25,000 square feet of building area or greater. | 1/225 sq. ft. of gross floor area up to 15% of the shopping center gross building square footage. | Eating and drinking establishments within shopping centers of 25,000 square feet of building area or greater. |

Staff proposes to revise Section 9.11.060-B of the Off-street bicycle parking requirements by deleting the current wording shown below:

~~—B.— Number of Parking Spaces Required. Bicycle parking spaces shall be provided in all commercial, office and industrial districts equal to five percent of the required automobile parking spaces, with a minimum of two bicycle parking stalls required for any one use. Single family and multiple family residences, senior housing complexes, mobile home parks and model home complexes are exempt from this section.~~

The revised Section 9.11.060-B of the Off-street bicycle parking requirements will now read as follows:

B. Number of Parking Spaces Required.

1. Bicycle parking spaces shall be provided in all commercial, office and industrial districts equal to five percent of the required automobile parking

spaces, with a minimum of two bicycle parking stalls required for any one use.

2. Single and Multiple-family residences are exempt from this section.

Staff proposes to revise Section 9.11.060-D of the General Requirements of the Off-street bicycle parking requirements by adding the following:

6. Signage should be posted to direct bicyclists to the locations of bicycle racks that may not be readily apparent. Similarly, signs indicating the location of bicycle parking should be posted wherever a NO BICYCLE PARKING sign is posted.

Issue 5 – Addition to Chapter 9.15.030 – Definitions (Municipal Code)

The purpose of the definitions chapter is to ensure precision in interpretation of the City of Moreno Valley's Municipal Code. The meaning and construction of words and phrases defined in this chapter applies throughout the Municipal Code. The addition of the Mixed-Use Overlay District has provided new development terms to the Municipal Code. The list below will be added into the current definitions section in alphabetic order:

“**Block**” means the aggregate of lots, pedestrian passages, and rear alleys, circumscribed on all sides by streets.

“**Block Length**” means the linear dimension of a block along one of its street frontages.

“**Block Perimeter**” means the aggregate dimension of a block along all of its street frontages.

“**Build-to-Zone**” means the area between the minimum and maximum setbacks within which the principal building's front façade (building façade line) is to be located. See Figure 9.15.030-1 (Build-to-Zone).

**Figure 9.15.030-1
Build-To-Zone**

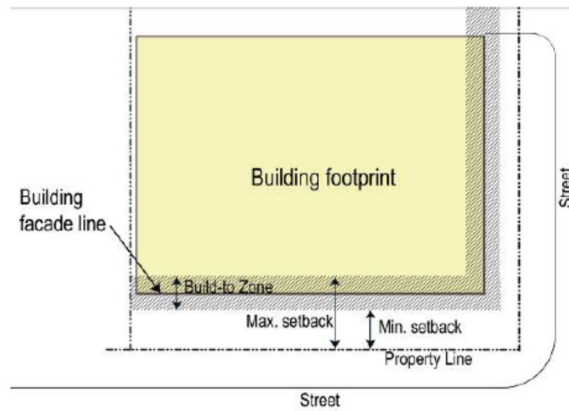


Illustration indicating the location of the build-to zone relative to the minimum and maximum setbacks and the building façade line

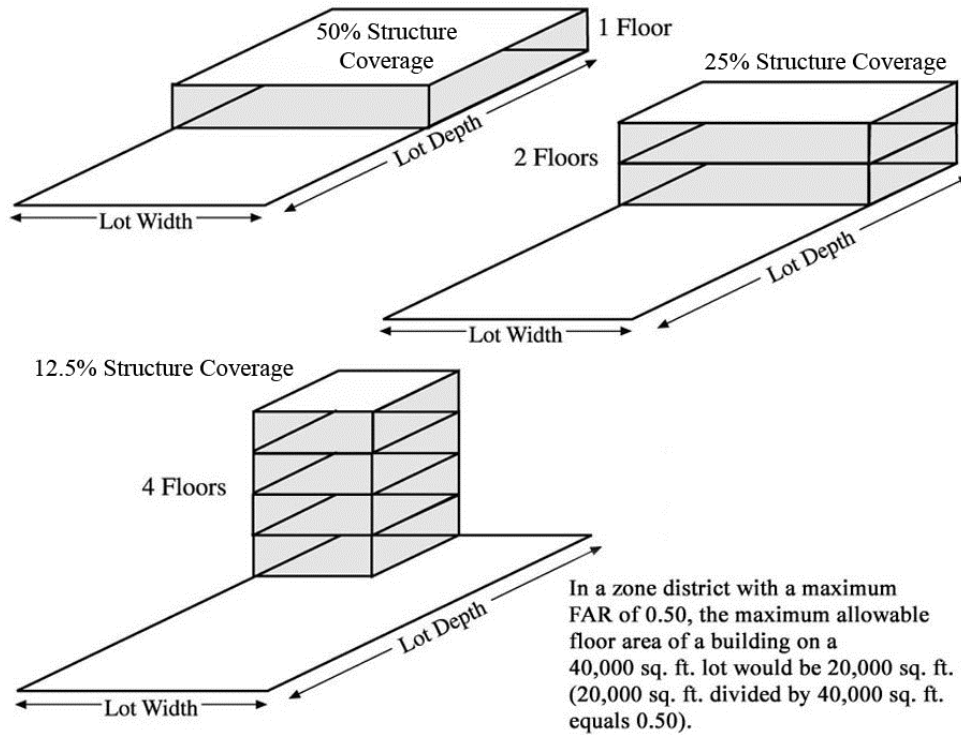
“Building Façade Line” means the vertical plane along a lot where the building’s front façade is actually located. See Figure 9.15.030-1 (Build-to-Zone).

“Commercial-Ready Space” means the ground floor interior space constructed with a minimum height as established in Section 9.075.060 (Building Frontage Type Standards) that may be used for either residential or nonresidential uses. The intent of Commercial-Ready space is to provide flexibility so that a space can be converted between residential and nonresidential uses in response to market demand.

“Floor Area Ratio (FAR)” means the mathematical relation between volume of building and unit of land expressed as the ratio of gross floor area of all structures on a lot to total lot area. See Table 9.075.050-10 (Mixed-Use Development Standards) for FAR figures applicable to the mixed-use overlay districts. See Figure 9.15.030-2 (Floor Area Ratio).

Figure 9.15.030-2: Floor Area Ratio

Possible Building Configurations for 0.50 FAR



NOTE: Variations may occur if upper floors are stepped back from ground level lot coverage.

| |
|---------------------------------------------------------------------------------------------------|
| $\text{Floor Area Ratio (FAR)} = \frac{\text{Gross Building Area (All Floors)}}{\text{Lot Area}}$ |
|---------------------------------------------------------------------------------------------------|

“Integration of uses” means potential ways to integrate uses allowed in mixed-use development including:

1. Vertical integration. A mix of nonresidential uses (i.e., commercial, retail, and/or office) located on the ground floor with residential dwelling units located above.
2. Horizontal integration. A mix of nonresidential uses located on the primary street frontage of a lot and residential uses located at the rear of a lot.

“Live-Work” means a structure or complex of structures that integrates space for both residential and nonresidential uses within individual units.

“Live/Work Unit” means a unit with both residential and nonresidential uses and where neither use is subordinate to the other.

“Mezzanine” means an intermediate floor between main floors of a building. The floor often projects from the walls and does not completely close the view of the ceiling from the floor immediately below. A mezzanine floor and the floor below it share the same ceiling.

“Mixed-Use Vertical Development” means development that combines two or more types of land uses (e.g., residential, commercial, office, industrial, institutional, or recreation) in a single building in a vertical configuration, typically with residential uses located above nonresidential uses.

“Mixed-Use Horizontal Development” means development that combines two or more types of land uses (e.g., residential, commercial, office, industrial, institutional, or recreation) on a single development site, but not necessarily in the same building, typically nonresidential uses are located adjacent to the street and residential uses are located away from major streets behind nonresidential uses.

“Mixed-Use Overlay District” means a land use designation (zoning district) that allows a combination of uses, which may include residential, commercial, office, industrial, institutional, or recreational uses.

“Podium Parking” means parking spaces that are covered by the ground floor of a building and are completely enclosed by walls. Podium parking may occur at or below the grade of the adjacent sidewalk.

“Private Realm” means any privately-owned property.

“Public Realm” means any publicly owned streets, roadways, sidewalks, parks, plazas, and other open spaces that comprise the shared space of a city for its visitors, employees and residents. It is the space between buildings where civic interaction occurs and is defined in contrast to private property.

“**Surface Parking**” means parking spaces that are not covered by a building and are not enclosed by walls. Surface parking is also known as a “parking lot”.

“**Tuck-Under Parking**” means parking spaces that are covered by the upper floor of a building, but are otherwise open.

“**Underground Level**” means that portion of a structure between the floor and ceiling which is wholly or partly below grade and having more than one half of its height below grade.

Issue 6 - Modification of the Permitted Uses Table (Municipal Code)

Chapter 9.02.020 - Permitted uses includes a table (Permitted Uses Table 9.02.020-1) which contains columns with headings identifying zoning districts, and list uses by indicating the zoning district or districts in which each use is permitted or allowed and whether the stated use is permitted subject to district requirements, or whether the stated use is allowed only after obtaining a conditional use permit.

The Permitted Uses Table will be modified to remove both the MUD1 & MUD2 columns.

| | |
|-----------------|------------------------------------------------------------------------|
| MUD1 | Mixed Use District 1 (Up to 15 Dwelling Units per net acre) |
| MUD2 | Mixed Use District 2 (Up to 30 Dwelling Units per net acre) |

Add a column for Residential 30 (R30), which was not done when the Residential 30 (R30) Zoning District was created. For the list of approved uses under the Residential 30 (R30) Zoning District please see Attachment # 10.

Add a column for Mixed Use (MU), which will replace the MUD1 and MUD2 designations. For the list of approved uses under the Mixed Use Overlay District please see Attachment # 10.

The following items will be added to the “Zoning District Key” below the Permitted Uses Table 9.02.020-1:

| | |
|-----|----------------------------------------------------------------|
| R30 | Residential 30 District (Up to 30 Dwelling Units per net acre) |
| MU | Mixed Use Overlay |

And remove the following from the “Zoning District Key” below the Permitted Uses Table 9.02.020-1:

| | |
|-----------------|------------------------------------------------------------------------|
| MUD1 | Mixed Use District 1 (Up to 15 Dwelling Units per net acre) |
| MUD2 | Mixed Use District 2 (Up to 30 Dwelling Units per net acre) |

With the addition of the new Mixed Use Overlay, the following will be added to the “Notes” section at the end of the Permitted Use Table:

| |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| (8) In the MUI district, mixed use (commercial uses on first floor with office uses or residential uses on upper floors) are (a) required to on lots at street intersections and within 300 feet in any direction from a street intersection, as measured from the corner formed by the lot’s property lines, and (b) are allowed, but not required on the other lots. |
| (9) In the MUC and MUN districts, mixed use (commercial uses on first floor with office uses or residential uses on upper floors) are (a) required to on lots at street intersections and within 150 feet in any direction from a street intersection, as measured from the corner formed by the lot’s property lines, and (b) are allowed, but not required on the other lots. |
| (10) See Section 9.07.040 (Medical Use Overlay District). |
| (11) See Section 9.09.260 (Mixed-Use Development). |
| (12) See Section 9.09.250 (Live-Work Development). |
| (13) See Section 9.09.270 (Outdoor Dining). |

All the above Mixed Use District Overlay Guidelines are included in one document as Attachment #9. These will be merged into Chapter 9 of the Municipal Code after approval by the City Council.

Mixed Use Overlay District User’s Guide

Staff has created a User’s Guide to address the potential questions from property owners/developers within the proposed Mixed Use Overlay District (Attachment #11). This User’s Guide will provide an overview of the process for determining which regulations apply when a property is located within the boundaries of two districts at the same time – for example, a commercial (base) district and a mixed-use overlay district. When this situation occurs, the property owner/developer has the option to develop under either set of standards, but not both. The choice is entirely up to the property owner/developer.

REVIEW PROCESS

With the development of the Alessandro Boulevard Corridor Focus Study - Phase I, stakeholder meetings were held in 2010 with groups ranging from the Mayor and City staff to local property owners and developers. Two Community Workshops were also held on April 22, 2010 and May 6, 2010 to allow the public to provide input and comment on the selecting Mixed Use District sites and parcels to be rezoned as Residential 30 (R30). The five nodes selected along the Alessandro Boulevard Corridor for inclusion within the “Multiple Use Districts Overlay” are based on these meetings.

Planning staff has been working with RBF Consulting through the second SCAG Compass Blueprint grant (Phase II) to complete the required CEQA documentation (Mitigation Negative Declaration) and the overlay district design standards. A public informational meeting was scheduled one week prior to the Planning Commission Hearing (March 7, 2013).

ENVIRONMENTAL

The proposed Alessandro Boulevard Corridor Project – Phase II Implementation, is a City initiated project to: 1) create the Mixed Use Overlay Districts to implement the Vision Plan for Alessandro Boulevard Corridor, 2) increase the maximum permitted density to 30 dwelling units per acre in specified areas of the City, and 3) amend the general plan and zoning for approximately 21.74 acres of R-5 to Community Commercial. The proposed changes affect approximately 315 acres along, adjacent to, or in close proximity to Alessandro Boulevard. The project involves an amendment to the General Plan Land Use Map, as well as an amendment to the Moreno Valley Zoning Code and Zoning Map. Following a preliminary review of the proposed project, the City of Moreno Valley has determined that it is subject to the guidelines and regulations of the California Environmental Quality Act (CEQA). This Initial Study addresses the direct, indirect, and cumulative environmental effects of the project, as proposed.

In accordance with the *California Code of Regulations (CCR)* Sections 15051 and 15367, the City of Moreno Valley is identified as the Lead Agency for the proposed project. Under the *California Environmental Quality Act (CEQA)* (*Public Resources Code* Section 21000-21177) and pursuant to *CCR* Section 15063, the City is required to undertake the preparation of an Initial Study to determine if the proposed project would have a significant environmental impact. If, as a result of the Initial Study, the Lead Agency finds that there is evidence that any aspect of the project may cause a significant environmental effect, the Lead Agency shall further find that an Environmental Impact Report (EIR) is warranted to analyze project-related and cumulative environmental impacts. Alternatively, if the Lead Agency finds that there is no evidence that the project, either as proposed or as modified to include the mitigation measures identified in the Initial Study, may cause a significant effect on the environment, the Lead Agency shall find that the proposed project would not have a significant effect on the environment and shall prepare a Negative Declaration. Such determination can be made only if “there is no substantial evidence in light of the whole record before the Lead Agency” that such impacts may occur (*Public Resources Code* Section 21080(c)).

The environmental documentation, which is ultimately selected by the City in accordance with *CEQA*, is intended as an informational document undertaken to provide an environmental basis for subsequent discretionary actions upon the project. The resulting documentation is not, however, a policy document and its approval and/or certification neither presupposes nor mandates any actions on the part of those agencies from whom permits and other discretionary approvals would be required.

The environmental documentation and supporting analysis is subject to a public review period. During this review, public agency comments on the document relative to

environmental issues should be addressed to the City of Moreno Valley. Following review of any comments received, the City will consider these comments as a part of the project's environmental review and include them with the Initial Study documentation for consideration by the City.

NOTIFICATION

Public notice was sent to all property owners of record within 300' of the project. The public hearing notice for this project was also published in the local newspaper.

STAFF RECOMMENDATION

Staff recommends that the Planning Commission take the following action:

APPROVE Resolution No. 2013-XX and thereby:

1. RECOMMEND that the City Council adopt a Mitigated Negative Declaration for PA11-0028 (General Plan Amendment), PA11-0029 (Change of Zone), PA11-0030 (Municipal Code Amendment), PA12-0046 (General Plan Amendment) and PA12-0047 (Change of Zone) pursuant to the California Environmental Quality Act (CEQA) Guidelines; and
2. RECOMMEND that the City Council approve PA11-0028 (General Plan Amendment), PA11-0029 (Change of Zone), PA11-0030 (Municipal Code Amendment), PA12-0046 (General Plan Amendment) and PA12-0047 (Change of Zone) subject to the attached conditions of approval included as Exhibits A and B.

Prepared by:

Approved by:

Claudia Manrique
Associate Planner

John C. Terell, AICP
Planning Official

ATTACHMENTS:

1. Public Hearing Notice
2. Planning Commission Resolution No. 2013-08
3. Mitigated Negative Declaration
4. Initial Study
5. Map of the Alessandro Boulevard Corridor Project Study Area
6. Residential 30 (R30) Rezoning Maps
7. Commercial Rezoning - Area 5
8. Mixed Use Overlay District Maps
9. Mixed Use Districts Overlay Guidelines
10. Permitted Use Table
11. Mixed Use User's Guide (Counter Hand-out)