

## Table of Contents

Agenda . . . . .	2
NB 1. Covina Senior and Community Center Update.	
Update . . . . .	4
NB 2. Covina Town Center Specific Plan.	
Specific Plan . . . . .	8



**STUDY SESSION AGENDA**  
234 N. Second Avenue, Covina, California  
Covina Library Community Room  
**Tuesday, March 1, 2016**

**CITY COUNCIL/SUCCESSOR AGENCY TO THE COVINA  
REDEVELOPMENT AGENCY/COVINA PUBLIC FINANCING  
AUTHORITY/COVINA HOUSING AUTHORITY  
SPECIAL JOINT MEETING—STUDY SESSION  
5:00 p.m.**

**CALL TO ORDER**

**ROLL CALL**

Council/Agency/Authority Members: Walter Allen III, Peggy A. Delach, Jorge Marquez, Mayor Pro Tem/Vice-Chair Kevin Stapleton and Mayor/Chair John C. King

**PUBLIC COMMENTS**

*To address the Council/Agency/Authority please complete a yellow speaker request card and give it to the City Clerk/Agency/Authority Secretary. Your name will be called when it is your turn to speak. Those wishing to speak on a LISTED AGENDA ITEM will be heard when that item is addressed. Those wishing to speak on an item NOT ON THE AGENDA will be heard at this time. State Law prohibits the Council/Agency/Authority Members from taking action on any item not on the agenda. Individual speakers are limited to five minutes each.*

**COUNCIL/AGENCY/AUTHORITY COMMENTS**

*Council/Agency/Authority Members wishing to make any announcements of public interest or to request that specific items be added to future Council/Agency/Authority agendas may do so at this time.*

**CITY MANAGER COMMENTS**

**CONSENT CALENDAR**

*All matters listed under consent calendar are considered routine, and will be enacted by one motion. There will be no separate discussion on these items prior to the time the Council/Agency/Authority votes on them, unless a member of the Council/Agency/Authority requests a specific item be removed from the consent calendar for discussion.*

## NEW BUSINESS

### NB 1. Covina Senior and Community Center Update.

*Report:* [Update](#)

Staff Recommendation:

Review and discuss updated Guiding Principles and Facility Space Program, addition of Site Option No. 5, initial information on City required parking for the Covina Senior & Community Center, and Guiding Principle No. 6, comparative environmental qualities.

### NB 2. Covina Town Center Specific Plan.

*Report:* [Specific Plan](#)

Staff Recommendation:

Direct City staff to update the Covina Town Center Specific Plan and provide additional direction as appropriate.

## ADJOURNMENT

The Covina City Council/Successor Agency to the Covina Redevelopment Agency/Covina Public Finance Authority/Covina Housing Authority will adjourn to its next regular meeting of the Council/Agency/Authority scheduled for Tuesday, March 1, 2016, at 6:30 p.m. for closed session and at 7:30 p.m. for open session inside the Council Chamber, 125 East College Street, Covina, California, 91723.

Any member of the public may address the Council/Agency/Authority during both the public comment period and on any scheduled item on the agenda. Comments are limited to a maximum of five minutes per speaker unless, for good cause, the Mayor/Chairperson amends the time limit. Anyone wishing to speak is requested to submit a yellow Speaker Request Card to the City Clerk; cards are located at the City Clerk's desk.

**MEETING ASSISTANCE INFORMATION:** In compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, please contact the City Clerk's Office at (626) 384-5430. Notification 48 hours prior to the meeting will enable the City to make reasonable arrangements to ensure accessibility to this meeting.

If you challenge in court any discussion or action taken concerning an item on this agenda, you may be limited to raising only those issues you or someone else raised during the meeting or in written correspondence delivered to the City at or prior to the City's consideration of the item at the meeting.

The Covina City Clerk's Office does hereby declare that, in accordance with California Government Code Section 54954.2(a), the agenda for the Tuesday, March 1, 2016, meeting was posted on February 25, 2016, on the City's website and near the front entrances of: 1) Covina City Hall, 125 East College Street, Covina; 2) the Covina Public Library, 234 N. Second Avenue, Covina; and 3) the Joslyn Center, 815 N. Barranca Avenue, Covina.

MATERIALS RELATED TO AN ITEM ON THIS AGENDA, AND SUBMITTED TO THE CITY COUNCIL AFTER PUBLICATION OF THE AGENDA, ARE AVAILABLE TO THE PUBLIC IN THE CITY CLERK'S OFFICE AT 125 E. COLLEGE STREET, COVINA.



# CITY OF COVINA

## STUDY SESSION REPORT

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**MEETING DATE:** March 1, 2016

**TITLE:** Covina Senior & Community Center Update

**PRESENTED BY:** Siobhan Foster, Director of Public Works  
Gonzalez Goodale Architects

**RECOMMENDATION:** Review and discuss updated Guiding Principles and Facility Space Program, addition of Site Option No. 5, initial information on City required parking for the Covina Senior & Community Center, and Guiding Principle No. 6. comparative environmental qualities.

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### **BACKGROUND:**

On September 15, 2015, the City Council received and filed the Joslyn Center update, authorized the City Manager to issue a Request for Proposals (RFP) to provide community and internal outreach to ascertain facility-user needs and Department of Parks & Recreation programming needs, in addition to obtaining City Council input in the design process for the Covina Community & Senior Center project and directed the Departments of Parks & Recreation and Human Resources to identify temporary locations to accommodate Joslyn Center programming requirements and initiate negotiations with property owners.

On November 10, 2015, the Department of Public Works issued the RFP to Provide Planning, Programming, Architectural, and Engineering Services for the Initial Phase of the Covina Senior & Community Center Project. Consulting services for the initial phase of the Project include completion of user and programmatic needs assessments, community and internal engagement, site evaluation and recommendation, visioning and conceptual designs, cost estimates, and project timelines.

During the City Council Study Session on December 15, 2015, the Department of Parks & Recreation reviewed and discussed options for the relocation of senior programming from the Joslyn Center to another facility, including the Valleydale Park Community Center and a possible co-sponsorship agreement with Los Angeles County for Valleydale Community Center. The Department of Public Works also updated the City Council on the status of the RFP process for the Initial Phase of the Covina Senior & Community Center Project, indicating that proposal review was underway and that the department would return to the City Council on January 19, 2016 with a recommendation for contract award.

On January 19, 2016, the City Council authorized the City Manager to execute a Professional Services Agreement with Gonzalez Goodale Architects to Provide Planning, Programming, Architectural, and Engineering Services for the Initial Phase of the Covina Community & Senior Center Project in an amount not-to-exceed \$100,000; adopted Resolution No. 16-7454 appropriating \$500,000 in available Special General Fund – Rule 20A Swap balance (account

no. 1060-0000-59140) to the fiscal year 2015-16 budget and allocating the funds to Capital Improvements (Parks and Recreation) – Park Facilities – Building & Structures – Covina Community & Senior Center (account no. 4600-3400-55100-P-1601) for the Initial Phase of the Covina Community & Senior Center Project, topographic survey and soils geologic analysis, and seed money for subsequent phases of the project; and directed City staff to pursue placement of the Covina Community & Senior Center in Covina Park.

At the City Council Study Session on February 16, 2016, Armando Gonzalez and Jake Shirvanyan from Gonzalez Goodale Architects updated the City Council on the initial Client Team Meeting held with City staff on January 26, 2016 and reviewed a working draft of the Community Participation Workshop #1 presentation, scheduled for Monday, February 22, 2016, from 9:00 a.m. to 11:00 a.m. at the Joslyn Center. During the Study Session, Gonzalez Goodale Architects also reviewed and received feedback from the City Council on the following:

1. Draft Project Guiding Principles;
2. The facility program; and
3. Initial site utilization/location studies.

**DISCUSSION:**

This evening, representatives from Gonzalez Goodale Architects, including David Goodale, Design Principal, and Jake Shirvanyan, Project Manager, will present and obtain feedback from the City Council on the following:

1. Updated Guiding Principles;
2. Updated Facility Space Program;
3. Addition of Site Option No. 5;
4. Initial information on City required parking for the Covina Senior & Community Center; and
5. Guiding Principle No. 6. Comparative Environmental Qualities (PowerPoint depicting comparative architectural vernaculars).

The first in a series of Community Participation Workshops was held on Monday, February 22, 2016. Additionally, on February 23, 2016, Department of Parks & Recreation staff solicited comments from senior citizens who utilize the City’s existing services at the Joslyn Center. This information was shared with the architects and is being considered along with the input received from the community and the City Council at Community Workshop #1 and City Council Meetings and Study Sessions, when shaping the proposed space program and site options.

The schedule of upcoming Community Participation Workshops is as follows:

Workshop	Date	Time	Location
Community Workshop #2	Monday, March 21	7:00 PM	Covina Park, Rec Hall
Community Workshop #3	Monday, April 11	7:00 PM	Council Chambers

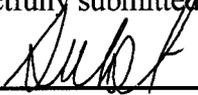
**FISCAL IMPACT:**

The fiscal impact associated with the Covina Community & Senior Center will be determined during the Initial Phase of the Covina Senior & Community Center Project, wherein Gonzalez Goodale Architects will develop conceptual designs, cost estimates, and project timelines, following the completion of user and programmatic needs assessments, community and internal engagement, and site evaluation and recommendation. As of January 15, 2016, City staff had identified approximately \$6.8 million in funding for all phases and studies related to the project.

**CEQA (CALIFORNIA ENVIRONMENTAL QUALITY ACT):**

Not applicable.

Respectfully submitted,



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Siobhan Foster

Director of Public Works

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# CITY OF COVINA

## STUDY SESSION REPORT

**MEETING DATE:** March 1, 2016

**TITLE:** Covina Town Center Specific Plan

**PRESENTED BY:** **Brian K. Lee, Director of Community Development**

**RECOMMENDATION:** Direct City staff to update the Covina Town Center Specific Plan and provide additional direction as appropriate.

### BACKGROUND:

The Covina Town Center Specific Plan was adopted on November 2004. The geographic area of the Covina Town Center Specific Plan is essentially, Covina Park to the west, First Street to the east, the northerly edge of the Covina Metrolink Station to the north, and the alley south of Badillo Street to the south. Figure 1.0 below illustrates the adopted boundaries of the Covina Town Center Specific Plan as approved in November 2004.

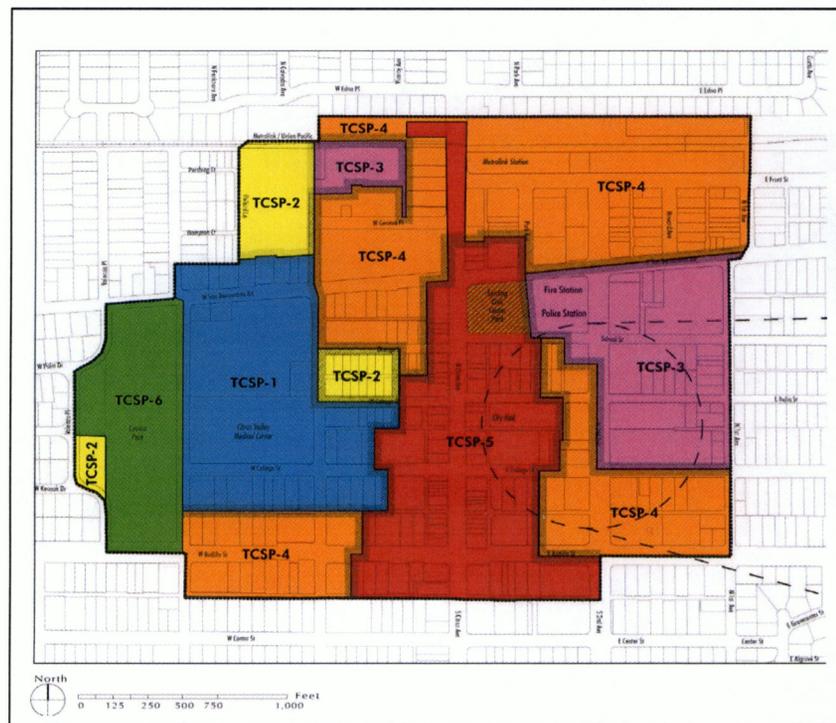


Figure 1.0 - Covina Town Center Specific Plan Area

Prior to the adoption of the Covina Town Center Specific Plan, it appears as if in 2001 and 2002 there was an effort by the former Covina Redevelopment Agency to prepare a Downtown Conceptual Master Plan. In the 2004 Covina Town Center Specific Plan there is reference to the 2001 and 2002 Downtown Conceptual Master Plan.

In addition to the aforementioned planning documents, in 2014 the City of Covina applied for a Metro Transit-Oriented-Development (TOD) Planning Grant to update the Covina Town Center Specific Plan. In 2015, Metro informed City staff that the City of Covina was awarded the Planning Grant. However, it should be noted, that once Metro approves Covina's planning work program, the Metro TOD planning effort would encompass an approximate 18 month time period.

**DISCUSSION:**

As with the overall city-wide zoning code, it is prudent to assess the adequacy of the Covina Town Center Specific Plan on a periodic basis. The pending Metro TOD Planning Grant would implement that adequacy assessment, and lead to an update of the specific plan. However, because of the lead time required for the comprehensive specific plan update, there is a need to review the current status of the specific plan and if modest adjustments are appropriate, then those revisions may be made on a more expeditious time schedule. This is because there may be current development pressures, economic development opportunities or land use issues that are time-sensitive. The areas within the Covina Town Center Specific Plan where future development and the recycling of current properties is most likely to occur is the northerly portion of the specific plan, notably the Citrus Avenue/San Bernardino Road intersection, extending northerly to the Metrolink Station. This area of the Covina Town Center Specific Plan is designated as the TCSP-4, with portions of those properties as TCSP-5. Therefore, the portions of the Covina Town Center Specific Plan where development pressure is expected, is basically the northerly portion, focused along the San Bernardino Road axis.

In addition, it is anticipated there may be development proposals for properties not within the current specific plan boundaries. The proximity of these properties and how they relate to the Covina Town Center Specific Plan may warrant consideration to expand the specific plan boundaries to include those properties. Specifically, the Vita Pakt and LA Engineering property on the west side of Barranca Avenue, north of San Bernardino Road.

The reason these issues are time sensitive is because City staff is receiving increasing interest by developers, businesses and potential investors about opportunities within the Covina Town Center. Because of the cyclical nature of development, waiting the approximate 18 months it will require to prepare and eventually adopted the Metro TOD Specific Plan is not desirable. The following is a discussion on the time sensitive issue topics for consideration by the City Council.

o **Overall Design Theme/Atmosphere of the Covina Town Center Specific Plan:**

Downtown Covina is a community asset. As such, it is important there be a clear vision of not only how the downtown should appear, but also how it is a part of the overall Covina community fabric. As a "special place", the downtown area is more than a collection of parts. It should have a clear comprehensive vision in order to ensure not only that ongoing development and new businesses conform to the specific plan, but also that the "fabric", "atmosphere" and desired "vibe" of the downtown district is consistent with the City Council's vision.

***Recommended Action: Reaffirm commitment to the preserving the pedestrian-oriented downtown district. Direct staff to include these features into a draft document for Planning Commission consideration.***

○ **Permitted Uses, Uses Permitted with a Conditional Use Permit and Prohibited Uses:**

The Covina Town Center Specific Plan contains six (6) sub-areas, called “Focused Activity Area” These geographic areas are delineated with the code “TCSP”, followed by a number one (1) through six (6) to identify the particular “Focused Activity Area”. For example, the portion of the Covina Town Center Specific Plan that pertains to the Citrus Avenue streetscape between Badillo Street and San Bernardino Road is within “Focused Activity Area 5”. Thus, for the purposes of identifying the allowable uses and development standards, similar to a conventional zoning code reference, the plan reference is TCSP-5.

Given the number of specific plan “Focused Activity Areas”, each with delineated Permitted Uses and Conditional Uses it would be useful to revisit the current relevance of the Covina Town Center Specific Plan in regards to allowable uses as follows:

● **Existing published uses vs. current use trend demands.**

As with any zoning code, a specific plan is a “snapshot in time” from when it is originally prepared and adopted. Because the Covina Town Center Specific Plan was adopted in 2004, it is prudent to examine the uses that are permitted and conditionally permitted in regards to current lifestyle, economic and development trends. An evaluation of current use trend demands versus what was articulated in the adopted 2004 specific plan reveals a need to update and/or amend the specific plan document. Some examples to consider include, but are not limited to, the following:

- ✓ Personal service, administrative offices, and medical-related uses;
- ✓ Gymnasiums, physical therapy, martial arts studios, dance studios and related uses;
- ✓ Microbreweries and wine production (with on-site consumption and off-site sales);
- ✓ Educational facilities (public and private), such as performing arts, college extension, occupational/vocational; and,
- ✓ Shared-space retail establishments, such as food courts, jewelry marts and similar uses.

***Recommended Action: Direct staff to include updated uses into the draft document for Planning Commission consideration. Specifically add new allowable uses that would promote current commercial activity, such as microbreweries and shared space retail concepts.***

● **Desirability of existing published uses vs. “pyramid-style” methodology.**

Related to the above discussion point, the Covina Town Center Specific Plan articulates both “Permitted Uses” and “Conditional Uses” in the “menu of uses” that can possibly be established within the downtown area. The menu of possible uses should be examined as to if it’s desirable to revise the identified uses. In addition, TCSP-4 has a “pyramid-style” use menu. Basically, the “Permitted Use” language references any “Permitted Use” in any other Town Center Focused Activity Area is permitted in TCSP-4.

Uses that may merit discussion, currently identified within the specific plan as either “Permitted” or “Conditionally Permitted” including, but not limited to:

- ✓ Single-Room Occupancy residential (SRO) as “Conditional Uses”;
- ✓ Multiple family residential as a “Permitted Uses”;
- ✓ Light industrial as “Conditional Uses”;
- ✓ Parking facilities as “Conditional Uses”; and,
- ✓ Boarding and rooming houses.

***Recommended Action: Direct staff to include re-evaluate the “use menus” and include recommended revisions for consideration by the Planning Commission.***

- **Building and storefront vacancies.**

One of the challenges of building a vibrant downtown is vacant or empty storefronts. There are several factors that contribute to this situation. Essentially, these are as follows:

- ✓ Aging and obsolete physical plant;
- ✓ Absentee property owners;
- ✓ Property is owned “free and clear”/economic considerations;
- ✓ Confusing zoning requirements and/or specific plan requirements/standards;
- ✓ Cost to upgrade the property; and,
- ✓ Access to parking, trash facilities, loading, etc.

***Recommended Action: Direct staff to study potential incentive programs to encourage property owners and the development community to invest in existing properties within the downtown area. Develop a strategy for consideration by the City Council at a future study session for further consideration.***

- **Administrative interpretation of uses – implementing the specific plan.**

One of the current challenges with the Covina Town Center Specific Plan is “interpreting” the language of what are the “Permitted Uses” and “Conditional Uses”. One of the challenges of writing a zoning code, listing allowable uses, is describing what the permitted and conditionally permitted uses are, and creating a mechanism for administrative interpretation of a proposed use that is not specifically listed. The Covina Town Center Specific Plan document is no exception.

One of the historical issues that have created administrative challenges is the so-called “40% rule”. There have been proposals to establish uses in the TCSP-5 area, which is the core downtown area along Citrus Avenue, that are not specifically articulated in the menu of “Permitted Uses” or “Conditional Uses”; and, interpretations have been made that were deemed to make a use “consistent” with the intent of the Covina Town Center Specific Plan. At least on two (2) occasions a determination was made by City staff that a martial arts studio and a medical office would be acceptable, if 40% of the floor area was used for “retail”. In the case of the martial arts studio, display cases and some retail clothing racks were placed at the entry area, creating the “40%” retail space. In regards to the medical use, an actual interior demising wall was constructed, placing the medical use in the rear area of the building, with the front portion of the building unoccupied.

More recently, proposals have been received to establish new uses within currently unoccupied buildings that rekindles the discussion on how to interpret the Covina Town Center Specific Plan. Specific proposals have included a special needs children’s “Gymboree-style” activity use, a physical therapy facility and a T-shirt printing operation. All proposed uses have offered to create a “retail” component as part of the overall operation.

***Recommended Action: Direct staff to work with the Planning Commission on the following:***

- ✓ ***Reduce the number of specific plan “Focused Activity Areas”;***
- ✓ ***Eliminate conflicting and confusing zoning standards; craft development standards that are measurable, enforceable, quantifiable and understandable;***
- ✓ ***Identify more relevant permitted uses; and,***
- ✓ ***Develop a strategy to allow for greater administrative discretion, while ensuring procedural safety through Planning Commission or City Council endorsement of administrative determination.***

○ **Economic Development/Regional Image/Long Range Vision:**

In reading both the 2002 Downtown Conceptual Master Plan and the adopted 2004 Covina Town Center Specific Plan, it appears as if a discussion on a regional view of how Covina relates to the east San Gabriel Valley, as well as how the two (2) planning documents intended to foster a positive economic vitality of the downtown was not fully explored. The 2002 Conceptual Downtown Master Plan stresses urban design principals and what were the popular downtown revitalization trends during the early 2000’s. The adopted 2004 Covina Town Center Specific Plan is very articulate in allocating specific uses within small geographic areas of the downtown specific plan boundaries and suggests the overall expectation of the specific plan build out is a robust, energetic downtown experience.

However, neither plan addresses the positive role that a strong daytime professional population plays in the downtown experience. Also, creating a vibrant streetscape and public plaza experience in the downtown is now recognized as very critical in the success of downtown districts. Neither of the aforementioned subject areas is fully addressed in the specific plan.

***Recommended Action: Include a specific “carve out” economic development strategy for the downtown area as an element of the city-wide Economic Development Action Plan. Include a strategy on how the downtown will promote Covina in a regional context with specific action items. Include the downtown “carve-out” economic development strategy as a future study session topic along with the Economic Development Action Plan.***

○ **Issue Questions:**

There are several issue discussion topics that will shape the future Metro TOD Planning project effort. In addition, it may be desirable to initiate some interim steps in addressing some or all of the issues presented in this staff report. Essentially, the issues questions are as follows:

- Should the current “menu” of “Permitted Uses” and “Conditionally Permitted Uses” be evaluated for current lifestyle, economic and development trends? If so, should that effort proceed independently of the future Metro TOD Planning project?

***Recommended Action: Yes. The menu of uses should be updated to reflect current economic, demographic, commercial retail and lifestyle trends.***

- Should the boundaries of the Covina Town Center Specific Plan be expanded?

***Recommended Action: Yes. Study and consider extending the specific plan area easterly to Barranca Avenue to include the Vita Pakt properties, as well as the light industrial properties along San Bernardino Road.***

*Issue Questions, Cont'd.*

- What role should public space, urban design principles and economic factors have in a revised specific plan? Should there be an initial effort to proceed with an interim strategy until the future Metro TOD Planning project is completed?

***Recommended Action: The pending updated specific plan should promote and include criteria for additional public space, public plazas, improvement to existing public spaces and strong emphasis on quality design and architecture. Direct staff to proceed with developing an interim specific plan strategy while the more comprehensive Metro TOD Planning project is developing.***

- Should a comprehensive development strategy for older, existing vacant downtown buildings be created as a parallel project effort?

***Recommended Action: Yes. Direct staff to study potential incentive programs to encourage property owners and the development community to invest in existing properties within the downtown area. Develop a strategy for consideration by the City Council at a future study session for further consideration.***

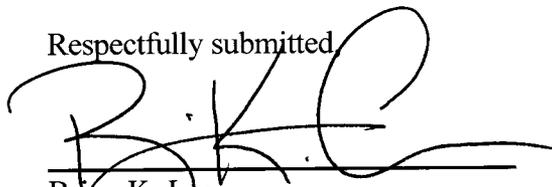
- Should consideration be given in regards to non-retail uses in the downtown? If so, it would be recommended that quantifiably standards that can be pragmatically administered be developed.

***Recommended Action: There is merit to allowing non-retail uses into the downtown. Strong consideration should be given to allow for non-retail uses to be able to locate within the downtown district. However, very specific, quantifiable standards that are enforceable, easily understood and pragmatic have to be created. Direct staff to work with the Planning Commission for future consideration.***

- What is the desired look, “feel”, atmosphere of the downtown? How should public space, public plazas, information (wayfinding) signage, public art, building signage and design criteria be used to promote the desired vision?

***Recommended Action: Include strong criteria and measureable development standards to implement the desired downtown vision. Quality public space and plazas are critical to the success of a robust downtown environment. Direct staff to include these goals into the pending Metro TOD Planning program as well as create an interim strategy.***

Respectfully submitted,



Bryan K. Lee  
Director of Community Development