

- City Council
- Successor Agency
- Housing Authority
- Reclamation Authority
- Joint Powers Authority

City of
IRWINDALE
AGENDA REPORT

Date: May 9, 2018
To: Honorable Mayor and Members of the City Council
From: William K. Tam, City Manager
Issue: City of Hope Specific Plan - Final Environmental Impact Report (SCH# 2015101047) including Findings of Fact and Statement of Overriding Considerations; General Plan Amendment (GPA) No. 01-2018; Zoning Ordinance (ZO) No. 02-2018; and Zone Change (ZC) No. 01-2018

City Manager's Recommendation:

That the City Council take the following action:

1. Adopt Resolution No. 2018-28-3022 adopting Final EIR SCH# 2015101047, the Mitigation Monitoring and Reporting Program; Findings of Fact and Statement of Overriding Considerations for the City of Hope Specific Plan; and
2. Adopt Resolution No. 2018-26-3020 adopting GPA No. 01-2018; and
3. Introduce Ordinance No. 722, adopting the City of Hope Specific Plan; and
4. Introduce Ordinance No. 723 adopting ZC No. 01-2018, amending the Zoning Map

Alternative Actions:

1. Direct staff to prepare a resolution or resolutions of denial based on recommended findings of fact to be brought back at the next regularly scheduled City Council meeting for adoption; OR
 2. Direct staff to work with the applicant to revise the project and continue the hearing to a date certain.
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PROJECT DESCRIPTION:

City of Hope, the Applicant, is requesting approval of the City of Hope Specific Plan (COHSP), which would provide direction for development of the site at 1500 E. Duarte Road over the next 20+ years. The COHSP provides a comprehensive framework for the long-term growth and development of the entire 116-acre campus. If fully developed, the maximum development capacity allowed by the COHSP consists of approximately 1,426,000 square feet (s.f.) of new development (approximately 1,038,500 net new s.f. following the proposed demolition of nearly 387,500 s.f. of existing structures). The Specific Plan is designed to help City of Hope implement its long-term vision for the site, while meeting the community-wide goals of the cities of Irwindale and Duarte. Development of the City of Hope campus will be implemented and regulated through the COHSP.

City of Hope and the Cities of Duarte and Irwindale have been working collaboratively in the development of the COHSP for the past several years. The City of Duarte is the Lead Agency for the project under the California Environmental Quality Act (CEQA) and the City of Irwindale is a Responsible Agency. The approach taken to create the COHSP involved careful consideration of the goals of City of Hope; the unique circumstances involving uses and activities held on the site; considerations to create a comprehensive campus approach to building placement and architectural design; recognition and enhancement to the campus infrastructure, circulation, parking, and utilities; and a community-wide approach to adjacent properties. The specific plan process is crafted to meet the unique circumstances of the project.

Approval of the COHSP project will allow City of Hope to continue to grow and expand their operations in a way that provides them flexibility in design and building placement, consistency in process and procedures, expands mobility and parking within the campus, provides compatibility with adjacent neighborhoods, and addresses on and off-site impacts to local infrastructure and other environmental factors. Understanding the future desires of City of Hope helps to make better land use decisions for the area by ensuring future growth impacts have been analyzed and that adequate off-site public improvements are made. It also promotes mutual goals related to site development and architectural design consistency, and provides safeguards for adjacent neighborhoods.

PLANNING COMMISSION REVIEW:

On April 18, 2018, the Planning Commission unanimously recommended that the City Council consider and adopt:

- Resolution No. 748(18) for the City of Hope Final EIR, MMRP, & Statement of Overriding Considerations, (SCH# 2015101047)
- Resolution No. 749(18) General Plan Amendment No. 01-2018
- Resolution No. 750(18) for Zoning Ordinance No. 02-2018
- Resolution No. 751(18) for Zone Change No. 01-2018

SURROUNDING LAND USES/ZONING DESIGNATION:

The City of Hope Specific Plan encompasses the 116-acre project site, with 89.5 acres in the City of Duarte, and 26.5 acres in the City of Irwindale. [The project site within the City of Irwindale is generally bounded by Duarte Road to the north; the portion of the City of Hope campus in the City of Duarte to the west; and the Santa Fe Dam Flood Control Basin to the east and south, as shown in Table 1 below.]

Table 1. Surrounding Land Use

Direction	Existing Land Use	Zoning District
North	City of Duarte/Metro Gold Line	PF (Public Facility)
South	Santa Fe Dam Flood Control Basin	A-1 (Agricultural)
East	Santa Fe Dam Flood Control Basin	A-1 (Agricultural)
West	City of Duarte; City of Hope	H (Hospital)

PROJECT ENTITLEMENTS

Both the City of Irwindale and Duarte must approve the entitlements associated with the project. The City of Duarte is the Lead Agency for the project under CEQA. The Duarte City Council approved a General Plan Amendment, Zone Change, and certified the Final EIR for the COHSP on March 13, 2018. The City of Irwindale is a Responsible Agency under CEQA and must consider and certify the Final EIR as the environmental document for the COHSP before approving a General Plan Amendment, Zone Change, and Zone Ordinance.

Entitlements for the proposed project include: **1)** Consider and adopt the Final Environmental Impact Report, Mitigation Monitoring and Reporting Program, Findings of Fact and Statement of Overriding Considerations for the project; **2).** General Plan Amendment (GPA) NO. 01-2018 (To Change the Land Use Designation from Open Space/Easements, Commercial and Industrial/Business Park to City of Hope Specific Plan); **3)** Ordinance (ZO) NO. 722 to Adopt the City of Hope Specific Plan; and **4)** Ordinance No. 723 to Approve Zone Change (ZC) NO. 01-2018 (To Change the Zoning Map Designation from A-1 [Agricultural], C-2 [Heavy Commercial] and M-1 [Light Manufacturing] To City of Hope Specific Plan); for Property Located at 1500 E. Duarte Road, Irwindale, CA 91010 (APNs: 8533-003-012, 8533-003-013 AND 8533-005-014 in the A-1 (Agricultural Zone, APNs: 8533-003-007 and 8533-003-010 in the M-1 (Light Manufacturing Zone, and APN 8533-005-015 in both the C-2 (Heavy Commercial) and A-1 (Agricultural) Zones); and 4). The entitlements are discussed in further detail:

Final Environmental Impact Report (FEIR) including: comments received during the 45-day review period and proposed Mitigation Monitoring and Reporting Program. The FEIR analysis determined that the proposed project, with implementation of mitigation measures, would result in significant and unavoidable environmental impacts in the areas of greenhouse gas emissions, noise, and transportation and traffic. Due to this determination, it requires the Irwindale City Council, as a Responsible Agency, to approve a Statement of Overriding Considerations.

General Plan Amendment No. 01-2018 to Change the Land Use Designation from Open Space/Easements, Commercial and Industrial/Business Park to City of Hope Specific Plan

Zone Ordinance No. 722 to adopt the City of Hope Specific Plan (COHSP) as the Zoning document for the six (6) parcels located within the City of Irwindale. The COHSP will define permitted uses, regulate the sizes and locations of buildings, specify design guidelines and development standards, address mobility and connectivity topics, identify project infrastructure and services, and provide administrative and implementation language. City of Hope Specific Plan constitutes the regulatory and policy document that guides and governs the growth of the City of Hope campus over the next 20+ years.

Ordinance No. 723 to approve Zone Change No. 01-2018 to change the existing zoning designations and zoning map from A-1 [Agricultural], C-2 [Heavy Commercial] and M-1 [Light Manufacturing] to City of Hope Specific Plan. Pursuant to the provisions of Chapter 17.84 (Amendments) of the Irwindale Municipal Code (IMC), “the classification of property ‘or existing zoning designation’ may be amended whenever the public interest and necessity so require.”

RESPONSIBLE AGENCY ROLE

A responsible agency complies with the California Environmental Quality Act (CEQA) by considering the EIR prepared by the lead agency, the environmental effects of the project disclosed in the EIR, and by reaching its own conclusions on whether and how to approve the project involved. Section 15096 of Title 14 of the California Code of Regulations identifies the duties a public agency will have when acting as a responsible agency.

In the case of the COHSP, multiple public agencies must approve the project because the project will be located in both Duarte and Irwindale. "Where a project is to be carried out or approved by more than one public agency, one public agency shall be responsible for preparing an EIR or negative declaration for the project. This agency shall be called the lead agency." 14 CCR § 15050. Here, Duarte is the lead agency and therefore was responsible for preparing an EIR for the project or a negative declaration. Since Duarte is the lead agency, Irwindale is a "responsible agency": a "responsible agency" is "a public agency, other than the lead agency, which has responsibility for carrying out or approving a project." *Pub. Res. Code § 21069.1*

A responsible agency's basic responsibilities are (1) to consult with the lead agency regarding the need for an EIR or negative declaration, (2) to review and comment on the EIR or negative declaration prepared by the lead agency, and (3) to consider the EIR or negative declaration and make findings concerning significant environmental effects prior to approving the project.

DIFFERENCES BETWEEN COHSP & CURRENT ZONING

The Specific Plan regulates the entire scope of the project and prescribes the processes for development approvals, including: allowed land uses; development standards (such as height, setbacks), parking standards, administration and implementation processes. Unlike traditional zoning, the Specific Plan process allows customization of the factors listed above, based upon the location, circumstances and intensity of planned development. The Specific Plan may also focus and provide a modified design and approval processes.

The current zoning would not allow the City of Hope campus to develop in a manner that achieves City of Hope's goals, while also minimizing protections for adjacent properties. To highlight some of the most important differences, there would be significant restrictions to allowable land uses and temporary uses, limitations to building heights, and higher parking ratios. City of Hope is exempt from the Irwindale Commercial and Industrial Design Guidelines, however, distinctive design principals that apply exclusively to the campus are considered for compatibility and pleasing aesthetics. Finally, use of current zoning designations would lead to undesirable piecemeal and incremental planning for the site; accordingly, there is a desire for a flexible and long-term plan.

THE CITY OF HOPE SPECIFIC PLAN

The City of Hope Specific Plan provides a comprehensive framework for the long-term growth and development of the entire Campus and allows City of Hope a tool to implement its long-term vision of the campus while meeting the community-wide goals of the cities of Irwindale and Duarte. The COHSP is intended to address unique factors related to the development of the campus and provide clarity in processing site improvements and uses and in the coordination between City of Hope and its neighbors. Accordingly, this Specific Plan, in accordance with California Government Code 65450 et. seq., establishes the necessary land use plan, development standards, regulations, design guidelines, infrastructure systems, and

implementation strategies on which subsequent, project-related development activities will be founded.

The attached Planning Commission Staff Report provides a detailed analysis of the major components of the COHSP and addresses other distinctive elements, including:

- **Land Use Districts, Development Standards and Permitted Uses**

COHSP creates five (5) land use districts and two (2) overlay areas (discussed below) that allow for a range of development types (see COHSP, Fig. 6, p. 29).

- *Core Medical District (CM)*, located in the center of the Campus, provides for the most intense development potential.
- *Transition Medical District (TM)*, located adjacent to residential neighborhoods to the west and north of COH Campus are designed to provide a buffer area of reduced building scale and intensity.
- *Cultural Amenities District (CA)*, located along Duarte Road, aims to retain the historic, landscaped ceremonial entrance to the Campus.
- *Infrastructure and Utility District (IU)*, located primarily in the City of Irwindale along the east and south sides of the property, provide areas on the Campus for industrial, warehousing, utility and infrastructure uses. Office and research uses are also allowed in IU.
- *Residential Medical Flex District (RMF)*, located generally at the northwest corner of the Campus, is intended to allow flexibility for existing COH residential units to continue to operate as Campus housing for students, faculty, and guests at the Campus, or to transition to new uses over time, such as hospitality or open space.

- **Overlay Areas - Non-COH Owned Properties Along Cinco Robles Drive**

This section applies to residential parcels located within the City of Duarte. The COHSP has incorporated two (2) overlay areas that maintain the development rights for these properties under their current zoning designations.

- **Parking & Circulation**

Providing parking for the Campus is one of the paramount issues facing the development of the Specific Plan over the 20-year planning period. COHSP utilizes a *Parking Supply Tracking System* to manage the supply of parking relative to changes in population and new construction. The *Parking Supply Tracking System* is intended to provide flexibility from existing Code parking requirements through the use of an adaptable system that accounts for population growth as development is proposed on Campus; acknowledges reductions in parking demand based upon proximity to the Gold Line and other forms of non-motorized forms of transportation; and recognizes potential advances in transportation technologies or trends that may result in the need for less on-site parking. In essence, the *Parking Supply Tracking System* requires significantly sized project proposals to calculate on-site

parking supply. If parking is not available to accommodate the needs of the proposed project, additional parking will need to be provided as part of project approval. To address ambient population growth on Campus, not associated directly with a development project, a yearly reporting system and periodic third-party analysis has been incorporated to monitor available parking and the resulting increases or decreases to Campus population.

Proposed methods to accommodate the number of parking stalls include the construction of two large parking structures and other surface parking distributed amongst the Campus. COHSP addresses a number of topics and issues related to parking and parking structures, such as parking standards, lighting/glare, alternative fuel vehicle provisions, use of recreational vehicles; and design guidelines that align parking structure design with the architectural character and quality of other Campus buildings.

The adequacy and design of internal roadways has been carefully considered. Chapter 4 of the COHSP provides the framework for roadway expansion, construction and implementation. "Complete Street" policies are integrated into the COHSP for all users, including: pedestrians, bicyclists, automobiles, and a Campus shuttle system. An Accessibility and Pedestrian Connectivity Plan has been required to analyze and develop safe and accessible pathways from public streets, parking areas and between buildings on Campus. Bike lanes or sharrows have been integrated into larger roadways.

- **Infrastructure and Utilities Implementation**

Chapter 6 of the COHSP provides an in-depth overview of the necessary infrastructure and utilities needed to support the development potential of the COHSP. Impacts to public infrastructure and utility systems have been addressed in the FEIR and mitigation measures are required to alleviate environmental impacts to the community. The most critical of these relate to water, stormwater and traffic. Based on discussions with California-American Water, City of Hope is working on providing additional water supply resources and implementing water efficiency measures to accommodate planned growth. Comprehensive stormwater infrastructure does not currently exist on Campus. COHSP incorporates a series of best management practices to collect and transport stormwater to infiltration areas that retain and replenish local aquifers.

Off-Campus traffic mitigation includes signalization and restriping of several key intersections — i-605 Northbound Off-Ramp & Live Oak Avenue, Avenida Barbosa at Arrow Highway, I-605 Southbound Off-Ramp & Arrow Highway. Additional traffic improvements have been included in Section 4.3.3 Caltrans Improvements, in the COHSP.

The COHSP provides flexible timeframes for the completion of utility and infrastructure improvements. City of Hope will have the option to construct infrastructure to accommodate an individual project(s) or they can choose a more comprehensive and Campus-wide implementation strategy.

- **Design Guidelines, Signage & Public Art**

Chapter 5 provides direction for site, architectural, landscaping, lighting, and signage features. The *design guidelines* within that chapter are intended to identify and establish visual themes that are aesthetically pleasing, ensure that the Specific Plan area remains compatible with surrounding residential areas, and create a cohesive sense of place for the City of Hope Campus. An emphasis was placed on providing design flexibility that allows creativity and advances to cutting-edge medical, hospital and research designs, while requiring high-quality architectural style that fosters and supports consistent aesthetic themes throughout the Campus. *Signage* guidelines provide for City of Hope identity and branding, identifiers to the public and visitors, and ensure consistent sign quality and appearance throughout. *Public art* has been encouraged and featured at City of Hope for many years. It is a part of their Campus identity, reflects the visual and cultural setting of the Campus as well as its character, spirit, and personality. To continue this tradition, a Campus public art program has been integrated into the COHSP, setting aside a percentage of project valuation to contribute to future public art works.

- **Design Review & Project Approval Process**

The City of Hope Specific Plan (Chapter 7) provides for an expedited development project review process, modified to include review processes for both Irwindale and Duarte. The review process acknowledges the unique nature of the Campus and affords a customized Design Guidelines Chapter that provides significant detail and direction related to site planning and architectural design.

A *Development Project Review Authority Table* (see COHSP, Table 11, p. 111) has been created to provide clarity and consistency in the processing of proposed projects. Based upon the Site Plan and Design Review Authority table contained within the Specific Plan, the review authority table provided in the COHSP reduces the level of authority needed to review particular types of development projects. The project review process proposed under the COHSP intends for Staff and Planning Commission approvals, with Planning Commission and City Council available as an appellate body. This will allow for expedited reviews of proposed COH projects and increase certainty in the review process. In addition, several minor project types and more routine construction activities have been removed from the Development Project Review Authority Table. These include landscaping, parking lot restriping and certain signs under an already approved sign program.

- **Administration and Modifications**

Chapter 7 concentrates on administration, implementation and other procedural requirements of the Specific Plan. Due to the City of Hope Campus being located in both the Cities of Irwindale and Duarte, several sections are spent on the describing and coordinating the differences between project processing, plan adoption, appeals and interpretations between the two cities. Jurisdictional authority is outlined in this chapter.

ENVIRONMENTAL REVIEW

A Final Environmental Impact Report has been prepared to analyze environmental impacts, discuss feasible alternatives and recommend mitigation measures related to implementation of the proposed City of Hope Campus Plan. The California Environmental Quality Act (CEQA) requires that local government agencies consider the environmental

consequences before taking action on projects over which they have discretionary approval authority. An environmental impact report (EIR) analyzes potential environmental consequences in order to inform the public and support informed decisions by local and state governmental agency decision makers. An EIR is the most comprehensive form of environmental documentation under CEQA and the CEQA Guidelines; it is intended to provide an objective, factually supported analysis and full disclosure of the environmental consequences of a proposed project with the potential to result in significant, adverse environmental impacts. Certification of an EIR by the Lead Agency will enable the City of Hope to pursue their development goals outlined in the COHSP that have been previously analyzed under and are within the project description and maximum buildout contemplated by the EIR.

Pursuant to the authority and criteria contained in the California Environmental Quality Act (CEQA) of 1970, as amended, and the City of Irwindale environmental guidelines, the City, as a Responsible Agency, analyzed the project and the Environmental Impact Report ("FEIR") State Clearinghouse (SCH# 2013051029) prepared by the City of Duarte as the Lead Agency. The FEIR was certified by the City Council of the City of Duarte on March 13, 2018. The FEIR is posted on the City of Irwindale's website at www.irwindaleca.gov/index.aspx?nid=391 and available at the Irwindale Public Library, Community Development Department, and the Chief Deputy City Clerk's Office.

For purposes of the environmental analysis, a maximum development capacity allowed by the Specific Plan and considered by the EIR consists of approximately 1,426,000 square feet of new development (approximately 1,038,500 net new square feet following the proposed demolition of approximately 387,500 square feet of existing structures), which would result in up to approximately 2,639,350 gross square feet of development on the City of Hope Campus. Based upon this development capacity, the consultants that prepared the FEIR, analyzed the COHSP project under 17 environmental study areas, prepared, prepared three (3) project alternatives, offered a series of mitigation measures, and identified three (3) significant and unavoidable environmental impacts areas.

The FEIR analyzed the environmental impacts to the following study areas: 1) aesthetics, 2) air quality, 3) biological resources, 4) cultural resources, 5) geology and soils, 6) greenhouse gas emissions, 7) hazards and hazardous materials, 8) hydrology and water quality, 9) land use and planning, 10) noise, 11) population and housing, 12) public services, 13) recreation, 14) transportation and traffic, 15) tribal cultural resource, 16) utilities and service systems, 17) energy. Impacts related to geology and soils, hydrology and water quality, land use and planning, population and housing, public services, recreation, and energy were determined to be less than significant. Impacts related to aesthetics, air quality, biological resources, cultural resources, hazards and hazardous materials, tribal cultural resources, and utilities and service systems were determined to be significant, but less than significant after incorporation of mitigation measures. The DEIR analysis determined that the proposed project, with implementation of mitigation measures, would result in significant and unavoidable environmental impacts in the areas of greenhouse gas emissions, noise, and transportation and traffic; and because of this, the EIR will require the City Council to approve a Statement of Overriding Considerations.

The alternatives to the proposed project under consideration within this EIR consist of:

- No Project Alternative/No Development - 1,600,850 existing s.f.
- No Project/Existing General Plan & Zoning Alternative – total of 2,944,670 s.f. of hospital uses, and a population of 10,479 persons. Restrictions to proposed COHSP development standards based upon existing City of Duarte Hospital, R-2 and R-4 zoning.
- Reduced Intensity Alternative - 2,243,448 s.f. of hospital uses, and a population of 8,374 persons.

The FEIR provides a description of the potential environmental impacts of the proposed project scenario and recommends mitigation measures to reduce impacts to a less than significant level, where possible. After implementation of mitigation measures, most of the potentially significant impacts associated with the proposed project would be reduced to less than significant levels. However, The DEIR analysis determined that the proposed project, with implementation of mitigation measures, would result in significant environmental impacts in the areas of greenhouse gas emissions, noise, and transportation and traffic; and because of this, the EIR will require the City Council to approve a Statement of Overriding Considerations.

This FEIR identifies three significant and unavoidable adverse impacts, as defined by CEQA that would result from implementation of the proposed project. Unavoidable adverse impacts may be considered significant on a project-specific basis, cumulatively significant, and/or potentially significant. The City must prepare a "statement of overriding considerations" before it can approve the project, attesting that the decision-making body has balanced the benefits of the proposed project against its unavoidable significant environmental effects and has determined that the benefits outweigh the adverse effects, and therefore the adverse effects are considered acceptable. The impacts that were found in the FEIR to be significant and unavoidable are related to:

- Greenhouse Gas Emissions
- Noise
- Transportation/Traffic

Although the FEIR identifies certain significant environmental effects that will result if the project is implemented, all significant effects that can feasibly be avoided or mitigated will be by the imposition of conditions and/or mitigation measures. Based on current State Law, unavoidable Greenhouse Gas Emissions impacts are common with many projects such as the proposed COHSP.

The significant impacts of the COHSP that have not been reduced to a level of insignificance will have been substantially reduced in their impacts by the imposition of mitigation measures. Staff will be recommending that the City Council find that the significant unavoidable adverse impacts of the COHSP are clearly outweighed by the economic, social and other benefits of the project, as set forth in the Statement of Facts and Findings and Statement of Overriding Considerations that will provided to the City Council.

The Notice of Availability related to the FEIR was released by the City of Duarte for public comment on November 15, 2017 and concluded on January 4, 2018. The required

45-day comment period was extended by several days to account for the holidays. Ten (10) comments were received during the comment period. These comments were provided to the City of Duarte by Caltrans, City of Irwindale, Gabrieleno Band of Mission Indians-Kizh Nation, Los Angeles County Fire Department, Los Angeles County Sanitation Districts, Lozeau-Drury (Laborers International Union, No. 300), METRO, South Coast Air Quality Management District, State Office of Planning and Research/State Clearinghouse, and Steve Hernandez. The comment letters and response to comments have been included in the FEIR.

CONCLUSION

The City of Hope Specific Plan is a positive project for the City of Hope and Irwindale. It provides the framework for coordinated and comprehensive expansion and will allow the City of Hope to continue to expand and grow, meeting the needs of their patients and faculty, over the next 20 plus years. It provides the City of Hope the mechanisms to meet its core mission and development goals, while promoting compatible design that is sustainable, attractive and connective to the City of Hope campus and surrounding community. The COHSP provides City of Hope certainty to invest and grow within boundaries and consistency in process and procedures.

FISCAL IMPACT:

The City of Hope Specific Plan is 20+ year plan for the City of Hope Campus to develop. All future development as described in the Specific Plan will be fully funded by the Applicant.

Review:

Fiscal Impact: _____ (Initial of CFO)

Legal Impact: _____ (Initial of Legal Counsel)
Electronically Approved by City Attorney Galante

Prepared By/Contact: Marilyn Simpson, AICP, Community Development Manager/City Planner

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William K. Tam, City Manager

Attachment(s):

- A – City of Hope Specific Plan
- B – City of Hope FEIR SCH# 2015101047, www.irwindaleca.gov/index.aspx?nid=391
- C– CC Resolution No. 2018-28-3022 Adopting the FEIR SCH#2015101047, including Mitigation Monitoring and Reporting Program, Findings of Fact and Statement of Overriding Considerations
- D – CC Resolution No. 2018-26-3020, General Plan Amendment No. 01-2018
- E – CC Ordinance No. 722, Adopting City of Hope Specific Plan

F – CC Ordinance No. 723, Approving Zone Change No. 01-2018
G – City of Irwindale Planning Commission Staff Report