

Draft chapter 17.14 Planning Commission Study Session
5-27-25 continued to 6-10-25

**Chapter 17.14 Specific Plan (SP), Planned Community Development Districts (PCD)
and Public Use (PU)**

17.14.010 Specific Plans.

- A. Authority for Specific Plans.
The California Planning and Zoning Law authorizes the City to prepare, adopt, and implement a specific plan for any area covered by the City's General Plan planning area.
- B. Purpose.
Specific Plans are special planning areas with unique use, development, and design regulations. They are created for various reasons, including private development applications for master-planned developments, special site considerations, and special use considerations such as targeted use areas and redevelopment opportunities.
- C. Adoption and Amendment Procedures.
1. General. Specific plans are legislatively enacted planning documents that replace the property's zoning for the project area. Specific plans shall be prepared, adopted, and amended in the same manner as the general plan, except that a specific plan may be amended as often as necessary (Govt. Code §§ 65450 through 65357).
 2. Applications and Fees. Specific Plans applications and fees shall be filed with the Planning Division in the format or checklists prescribed or issued by the director. Review procedures shall follow CMC Chapter 17.64 Site Plan Review.
 3. Initiation of Specific Plans. The City Council, Planning Commission, director, or one or more property owners may file an application to establish a Specific Plan.
 4. Environmental Review. Preparing a Specific Plan is subject to the California Environmental Quality Act (CEQA), Public Resource Code §21100. For subsequent development projects after adopting a Specific Plan, refer to Govt. Code §65457.
 5. Findings. Before the Planning Commission recommends approval or the City Council approves a specific plan, they shall make the following findings:
 - a. Consistent with the General Plan.
 - b. It complies with the provisions for dedications, public improvements, undergrounding utilities, and the infrastructures needed to support the land uses described in the specific plan.
 - c. Will not be detrimental to the public health, safety, or welfare or materially injurious to the properties or improvements in the vicinity.
- D. Applicability.
Once adopted by resolution or ordinance of the City Council, a Specific Plan shall govern all use and development of properties within its bounds. The following provisions shall apply to all adopted Specific Plans.

1. Where a Specific Plan is silent regarding development standards, the provisions of this Title shall govern. The Community Development Director shall have the authority to determine which provisions of this Title apply where a Specific Plan is silent.
2. When a use is not explicitly listed as permitted in the Specific Plan, the Community Development Director shall assign the land use or activity to a classification that is substantially similar in character. This process involves a thorough review of the proposed use or activity, considering its nature, potential impact, and compatibility with the surrounding area. Land uses not listed in the Specific Plan as permitted or not found to be substantially similar to a permitted use are prohibited.
3. No discretionary entitlement applications or other permits may be approved, adopted, or amended within an area covered by a Specific Plan unless found to be consistent with the adopted Specific Plan.

E. Adopted Specific Plans.

The specific plans listed below have been adopted by the City and designated on the zoning map as Specific Plans (SP) for each adopted plan. This section provides a reference to each adopted specific plan and a summary of the land use and development regulations applicable to each specific plan. A full copy of all adopted specific plans (and any adopted amendments) is available in the community development department and the city clerk's office.

1. Covina Forward Specific Plan (CFSP). The City adopted the Covina Forward Specific Plan in 2016, and its purpose was to guide the redevelopment of the 10.66-acre site into a transit-oriented mixed-use development with new public uses, residential and commercial uses, and related public improvements within the plan area. The specific plan area is located northeast of the Citrus Avenue and Covina Boulevard intersection. The CFSP comprised three planning areas as follows: Planning Area 1 was developed with 117 residential units, Planning Area 2 was developed with the Foothill Transit Center with a transit bus station and a "Park and Ride" parking structure accommodating between 350 - 400 vehicles, and Planning Area 3 was amended in 2021 and developed with 38 residential units.
2. Covina Town Center Specific Plan (CTCSP). As a result of a Metro TOD Grant, the City prepared and adopted the Covina Town Center Specific Plan in 2019 to improve the connectivity between the Metrolink Station and downtown Covina, revitalize the city core, and streamline the development process. The CTCSP planning area is approximately 236 acres. It is roughly bound on the north by the Metrolink/Union Pacific railroad tracks and Kelby Park, on the south by Center Street, on the west by Fourth Avenue and Covina Park, and on the east by North First Avenue and Barranca Avenue. The CTCSP provides a long-term strategy for revitalizing downtown Covina, encouraging transit-oriented development, and creating a more memorable, accessible, economically vibrant, walkable, bikeable, and regionally attractive downtown. The City amended the CTCSP in 2020, 2022, and 2023.
3. Covina Bowl Specific Plan (CBSP). The City adopted the Covina Bowl Specific Plan in 2020. The specific plan is approximately a 7.5-acre area in the western portion of the City of Covina bounded by North Rimsdale Avenue to the east, West San Bernardino Road to the north, and W Badillo Street to the south. The purpose of the Covina Bowl Specific Plan is to provide a land use mechanism to guide the

redevelopment of the project site into a mixed-use development with new public uses 132 residential units, commercial and office use, and related public improvements within the plan area. The Specific Plan ensures the preservation of the existing historical structures.

4. Covina Village Specific Plan (CVSP). The City adopted the Covina Village Specific Plan in 2024. It consisted of an approximately 8.0-acre area and was located at the northeast corner of Azusa Avenue and Cypress Street. The Specific Plan is intended to provide the orderly redevelopment of the currently unused and abandoned commercial site to address the community's needs for residential and commercial development. This Specific Plan provides development and design standards and guidelines for the development of 97 residential units, of which 17 are live-work units, a carwash, and two drive-through restaurants.

17.14.020 Planned Community Development Districts.

A. Purpose.

The purpose of the Planned Community Development (PCD) zoning district is to allow for high-quality development that deviates from standards and regulations applicable to the other zoning districts in the City. The PCD zoning district intends to promote creativity in building design, flexibility in permitted land uses, and innovation in development concepts.

B. Applicability.

1. The PCD districts shall apply to parcels of land of any size deemed suitable for the proposed development. Any such proposed development must conform with the general plan and the requirements of this chapter as they relate to the land use designated in the general plan. Development within each PCD zoning district is regulated by the Development Plans approved by the City Council.
3. The establishment of PCD districts shall follow the procedures and requirements of zone changes (rezoning) under CMC Chapter 17.XX.
4. The adopted PCD districts shall be added on the zoning map as a “PCD” overlay zone to the designated underlying zoning symbol.

C. Initiation of Planned Community District Districts (Zone Changes).

The City Council, Planning Commission, director, or one or more property owners may file an application to establish a Planned Community Development District.

D. Applications and Fees.

Planned Community Development applications and fees shall be filed with the Planning Division in the format or checklists prescribed or issued by the director. If the property is not under a single ownership, all owners must join the application.

E. Development Plans.

The applicant shall file the Development Plans in compliance with CMC Chapter 17.64 Site Plan Review and the additional requirements are listed below. The Development Plans must be prepared by a qualified design professional team, which includes an urban planner, licensed architect, registered civil engineer, licensed landscape architect, and other professionals.

1. Project description. A written description of the proposed project shall include narrative statements of the project objectives and how the proposed project complies with the general plan goals and policies for the applicable land uses.
2. The development plans shall include the following information and materials in the format or checklists as prescribed or issued by the director and shall include the following additional information:
 - a. A site constraints analysis map identifying easements, natural elements, trees, structures, and other possible constraints on the site's development.
 - b. Detailed site plan, preliminary and precise grading plans, landscape and irrigation plans, Building elevations, floor plans, and roof plans.
 - c. Low-impact development (LID). Any new development and significant redevelopment projects must address the quality and quantity of stormwater runoff by incorporating permanent (post-construction) best management practices (BMPs) in project design and complying with CMC Chapter 8.50 (Stormwater quality and urban runoff control).
 - d. Proposed land uses, residential densities, or commercial and office intensities. The listing of the permitted and conditionally permitted uses. The listing of development and design standards proposed for the PCD district, such as but not limited to setbacks, lot sizes, building height, density, building coverage, parking and circulation, landscaping and open spaces, architecture, fences and walls, signs, and design guidelines.
 - e. Proposed circulation pattern for existing and future public and private streets, including proposed on-street and off-street pedestrian and bicycle circulation.
 - f. Identify the existing and proposed infrastructures to serve the proposed development.
 - g. A phasing plan.
3. Subdivision maps. If the proposed development involves the subdivision of land, CMC Title 16 (Subdivision) requires a tentative tract map and/or a tentative parcel map.
4. Community benefits. A description of how the proposed development is superior to the development that is under the standards of the existing zoning districts and how the PCD development plan will achieve three out of eight community benefits as defined below:
 - a. 10 percent of the total units are affordable housing that meets the income restrictions.
 - b. Provide public plazas and open spaces that exceed the minimum requirement by more than 15 percent.
 - c. Use green building and sustainable development features to the LEED or equivalent level.
 - d. Provide new and enlarged businesses that increase the supply or diversity of jobs available to residents.
 - e. Provide one piece of public art and display it in a prominent and publicly accessible location.
 - f. Preservation, restoration, or rehabilitation of a historic resource in the City.
 - g. Improved pedestrian and bicycle pathways that enhance circulation within the property and connect to the surrounding neighborhood areas.

- h. Increase the density of the landscaping (trees) by more than 20 percent of the minimum requirements to reduce the urban heat island.
 5. An economic feasibility study by an independent economic firm or city staff at no expense to the City. The director shall approve the format and scope of the study.
 6. A school impact study by an independent firm or City or school district staff at no expense to the City, indicating the effect of the proposed (residential or mixed-use) development upon the public school system. The director shall approve the format and scope of the study.
 7. A financial capabilities report is required to complete the proposed development. The director may require a third-party audit of the financial capabilities at no expense to the City.
 8. A traffic impact study by a registered civil engineer experienced in traffic studies at no expense to the City. Such study shall include the impact of the proposed development on the surrounding area, the traffic potential to be generated by the development, the adequacy or inadequacy of existing streets and highways to safely carry the predicted traffic loads, necessary changes in the street system or design caused by the development, projected cost of such improvements not to be borne by the developer and such other information as may be required by the director in order to aid in making his decision. The director shall approve the format and scope of the study.
 9. Environmental Review. Establishing a PCD is subject to the California Environmental Quality Act (CEQA), Public Resource Code §21100.
 10. The applicant shall provide evidence in support of the findings of subsection G of this section.
- F. Review, Hearing, Approval, and Appeal Procedures.

The review, hearing, approval, and appeal procedures shall comply with the requirements described in CMC Chapter 17.02 General Provisions and Administration and Chapter 17.04 Land Use Entitlements, Permits, and Planning Applications.
- G. Findings and Conditions of Approval.

The Planning Commission recommending and the City Council approving the Planned Community Development District and the Development Plans must make the following findings:

 1. The proposed development is consistent with the general plan.
 2. The proposed development is superior to the development that is under the standards in the existing zoning districts.
 3. The proposed project will provide a community benefit as defined in subsection E 4 of this section to justify deviation from the zoning district standards that currently apply to the property.

4. Adequate transportation facilities, infrastructure, and public services exist to serve the proposed development.
5. The proposed development will not have a substantial adverse effect on the surrounding property and will be compatible with the surrounding area's existing and planned land use character.

H. Time Limit and Extension for Development.

1. Unless a condition of approval or other provision of this Title establishes a different time limit, a Planned Community Development District and the approved Development Plans not exercised within two years of approval shall expire and become void, except where an extension of time is approved according to this section.
2. If the Planned Community Development District and the Development Plans are approved concurrent with a tentative map, the time limit for construction of the approved Development Plans shall expire upon the expiration of the approved tentative map, including any extensions granted under CMC 16.08.160.
3. If the owner of property in a Planned Community Development district has failed to commence substantial construction in good faith reliance on the approval, the planning commission may initiate proceedings to rezone and remove the district or amend the development plans as necessary.

I. Revisions and Amendments to Planned Community Development Districts and Development Plans.

1. Major revisions (substantial changes). Any revision determined to be a substantial change shall be treated as a new application and shall comply with CMC Chapter 17.XX. The following are deemed substantial changes:
 - a. A change in established PCD boundaries.
 - b. Elimination, addition, or change of the traffic and circulation system or any other change materially affecting the approved plan.
 - c. An increase or decrease in the number of dwelling units for the PCD District that is greater than the maximum or less than the minimum stated in the PCD Development Plan.
 - d. An increase or decrease in the floor area for any non-residential land use that results in the floor area less than the minimum or exceeding the maximum stated in the PCD Development Plan;
 - e. A request to modify the conditions of approval for the Development Plans unless the director finds that the changes proposed do not involve substantial alterations or additions to the approved Development Plans and are consistent with the intent of the original approval.
2. Minor revisions consistent with the approved final Development Plans may be approved by the Planning Commission. The following are deemed minor revisions:
 - a. The addition or removal of permitted or conditionally permitted uses.
 - b. Modification of the sign criteria.
 - c. Modify the established development and design standards of the approved Development Plans.

- d. Modify the conditions of approval where the proposed changes do not involve substantial alterations or additions to the approved Development Plans and are consistent with the intent of the original approval.

17.14.040 Public Uses (Open Space and Park Zones)

A. Purpose.

The purpose of Open Space and Park zones is to preserve natural resources in the City, provide a variety of passive and active open space areas and public parks, meet the recreation needs of the City's population, and provide adequate locations for public parks.

B. Classification of Zones.

1. **Open Space Zone.** The Open Space zone is applied to areas of the City with open space resources and conservation, including scenic qualities, sensitive environmental features such as wildlife habitat, water recharge and detention facilities, and/or natural hazards. The Open Space zone is consistent with the general plan's open space land use category.
2. **Park Zone.** The Park zone applies to the City's owned public parks and is appropriate for active and passive recreational uses, outdoor and indoor recreation facilities, community buildings, active playing fields, plazas, bicycle, hiking, and walking trails, and landscape areas and corridors. It is consistent with the Park land use categories of the general plan.

C. Permitted and Conditionally Permitted Uses.

Table 17.14.040-C lists the allowed land uses and the land use permit required to establish for each use. Uses not explicitly listed in the table are considered prohibited. In cases where specific land use or activity is not defined, the director shall assign the land use or activity to a classification substantially similar to the business's operation and characteristics, in compliance with Chapter 17.XX. All uses shall be subject to the property development standards Sections 17.14.040-D and all provisions of CMC Title 17.

17.14.040-C Permitted Use and Conditionally Permitted Uses

Table 17.14.040C Parks and Open Space Land Use Table			
Definitions: P- Permitted by Right C- Conditional Use Permit N- Not Permitted A- Administrative Conditional Use Permit	Open Space	Park	Additional Regulations
Public Parks, including children's play equipment, benches, shade structures, picnic tables, parking lots, restroom buildings, other minor buildings, and ancillary improvements related to the permitted uses	N	P	
Outdoor recreation facilities such as	N	P	

Indoor recreation facilities such as	N	P	
Playing fields	N	P	
Public parking lots, including structures with solar panels	N	P	
Bicycle, hiking, and walking trails	P	P	
Equestrian trails	P	P	
Flood control facilities	P	P	
Commercial antenna or wireless telecommunication facilities	N	P	CMC Chapter 17.65
Community, senior, and youth centers	N	P	
Public libraries and museums	N	P	
Mobile food trucks	N	A	CMC Chapter 17.XX
Special events		A	CMC Chapter 17.XX
Water recharge facilities, settling basins, and drainage channels	P	P	
Natural habitat protection	P	P	

D. Property Development Standards.

Table 17.14.040D Property Development Standards

Table 17.14.040D Parks and Open Space Development Standards		
Development Standards	Open Space	Park
Minimum lot area	None	None
Building setbacks (feet)		
Front	25	25
Rear	25	25
Interior side	10	10
Street side	25	25
Building height (feet)	35	35
Parking	CMC Chapter 17.72 Parking	