



RIVERSIDE PUBLIC UTILITIES

Board Memorandum

BOARD OF PUBLIC UTILITIES

DATE: OCTOBER 23, 2017

ITEM NO: 11

SUBJECT: **NORTHSIDE NEIGHBORHOOD AND PELLISSIER RANCH INTER-JURISDICTIONAL SPECIFIC PLAN AND PROGRAM ENVIRONMENTAL IMPACT REPORT – PROJECT UPDATE AND WORKSHOP**

ISSUES:

Receive an update on the status of the Northside Neighborhood and Pellissier Ranch Specific Plan and related Program Environmental Impact Report and to conduct a public workshop to consider three potential Specific Plan area land use concepts to guide future development within the Specific Plan area boundaries.

RECOMMENDATIONS:

That the Board of Public Utilities:

1. Receive and file a presentation for an update on the Northside Neighborhood and Pellissier Ranch Interjurisdictional Specific Plan update; and
2. Conduct a workshop and, at its conclusion, provide a set of comments and recommendations representing the consensus of the Board concerning conceptual land use plan alternatives for the Northside/Pellissier Ranch Specific Plan study area.

BACKGROUND:

On September 11, 2017, Community and Economic Development Department (CEDD) and Riverside Public Utilities (RPU) staff provided a detailed update regarding the status of the Northside Neighborhood and Pellissier Ranch Interjurisdictional Specific Plan to the RPU Board. The RPU Board report from the September 11th meeting has been attached to this report for reference purposes.

On October 11, 2017, a community workshop was held to allow community members to review, analyze and comment on three alternative land use concepts, which were generated based on comments from two previous community workshops held on June 7 and 10, 2017. As the October 11th workshop occurred after the initial preparation of this report, staff will be prepared to provide a detailed summary of the public comments received during the October 11th workshop, as well as separate a “Meet the Planners” session held on October 14, 2017.

DISCUSSION:

As noted above, the consulting team prepared three alternative land use concepts for the entirety of the Northside/Pellissier Ranch Specific Plan study area that were in response to community feedback from the two June 2017 Public Workshops and an existing conditions study completed by the consulting team in late June 2017. In all three concepts, the majority of the existing, established residential areas are

proposed to be retained by applying land use designations and development standards consistent with existing development in these areas. Also, each concept takes into consideration the existence of the urban business/industrial park located in the northwesterly quadrant of the specific plan area, as well as a pending proposal for a mixed use development on vacant property near the intersection of Interstate 215 and State Highway 60.

Below is a summary description of each land use concept and the potential benefits of each alternative:

Concept A:

Working from North to South, this plan includes approximately 204 acres of land designated for light industrial uses, including warehousing, on the Pellissier Ranch property in the City of Colton. The balance of the Pellissier Ranch property would be utilized as an agricultural buffer with a recreational trail along the base of the La Loma Hills and the Santa Ana River. A River Access Park would be provided at the trail head alongside the Santa Ana River. A Recreational Vehicle Park is designated for the undeveloped site in the City of Colton on the west side of Main Street/Riverside Avenue.

In the area around the historic Trujillo Adobe, a small 1.2 acre commercial center with a compatible historic theme is proposed to the east of the adobe, including small multi-tenant retail buildings, open lawn rest areas with a Mission style fountain in the center plaza of the shopping area and areas for small vendors to sell their goods and products. Orange Street would bisect the commercial area, with traffic calming measures incorporated to enhance pedestrian connectivity and enhance the commercial ambience of the area.

In this conceptual plan, the Ab Brown Soccer Complex would be retained in situ, with minor reconfiguration to facilities. The vacant properties immediately to the north of the existing soccer complex would remain designated for light industrial uses, including warehousing. To the east of the Ab Brown soccer facility would be a relatively large, 50-plus acre area for residential development of varying densities, where underutilized or vacant industrially zoned properties exist today. A new Central Park, adjacent to and west of the existing Reid Park, would include a cross-country loop around the perimeter of the new park and the adjacent soccer complex. Property immediately to the south and west of the new Central Park would be designated for multiple-family residential development, with a buffer for agriculture between the Central Park and the multi-family residential development. Also shown on the plan adjacent to the multi-family residential area is a swath of land set aside for mixed-use development (commercial or offices with multiple-family residential above) and a "Village Green" element that connects the multiple-family and mixed-use areas with a commercial center located immediately to the south, at the intersection of Columbia Avenue and Main Street.

Other key elements of this plan include a series of greenways, including multi-purpose trails and restored linear arroyos, to provide a safe and attractive means for walking, biking, throughout the entire specific plan area. Two entrances to the Santa Ana River trail would be provided at termination points to trails in the Specific Plan area. A community garden are proposed immediately to the south and west of the Springbrook Clubhouse and a new Police Headquarters is proposed at the northwest corner of Columbia Avenue and Orange Street.

One significant advantage of Concept A is that Pellissier Ranch is already zoned and designated per the City of Colton General Plan for industrial uses, including warehousing, thus eliminating the need for processing a General Plan Amendment and a concurrent rezoning request with the City of Colton. Under this concept, RPU would have the ability to enter into a long-term ground lease with a developer, which would assist in keeping RPU's financial portfolio diversified and revenue stream predictable for the long term, assisting in keeping utility rates competitive as compared to other utilities in California. This concept would also allow for other RPU related water assets in the specific plan area to be retained in place or moved accordingly to the satisfaction of RPU and at the cost of a future developer in the affected area. Finally, the integration of agricultural elements into the project can enhance the economic prosperity within the area by creating educational opportunities, creating a sense of place and community, as well as catalyzing other types of complimentary land uses in proximity of the agricultural areas.

Concept B:

Under this alternative, the majority of the Pellissier Ranch site would be developed with a single-family residential “agri-hood”, with agricultural plots maintained by Homeowner’s Associations or other professional means, grouped throughout the development. In addition, this concept also retains the agricultural buffer between any development on the site and the base of the La Loma Hills as shown in Concept A. A new school facility is shown near the center of the site to accommodate population growth. An outdoor recreational facility is shown along the westerly edge of Pellissier Ranch, along the Santa Ana River frontage, as well as a relatively small area for light industrial development immediately east of the outdoor recreation facility.

A somewhat more elaborate commercial component is shown in and around the area of the existing Trujillo adobe on Concept B. Multiple-tenant retail buildings with restaurants, open lawn areas and a walking paseo lined by small retail vendors are included in the enlarged diagram for this commercial node. In addition to the retail uses around the adobe, approximately 8.2 acres of land would be set aside for neighborhood-scale commercial development at the southwest corner of Center Street and Orange Street.

Similar to Concept A, the Ab Brown Soccer Complex would be retained in place, while the vacant and/or underutilized lands to the east of the Soccer complex are designated for future multiple-family residential development, with the exception of the aforementioned neighborhood commercial component. South of the soccer complex and west of Reid Park, a new Central Park is shown on this plan, albeit somewhat smaller than shown on Concept A. Alternatively, Concept B includes a significantly larger public agriculture area south of the new Central Park. Concept B also includes greenways lined by multiple-purpose trails throughout the specific plan area, including along a re-created Springbrook Arroyo through the new Central Park and public agriculture area. A new Police Headquarters is shown north and west of a larger, commercial/ residential mixed-use component near the intersection of Columbia Avenue. The mixed-use village area would provide shopping and other related amenities for existing and future residents within the area. This mixed-use area also includes a linear Village Green area at the terminus of the trail along the Springbrook Wash to provide alternative means to access the shopping area from nearby residences and/or businesses.

Under this concept, a large portion of Pellissier Ranch would need to be rezoned and re-designated per the City of Colton General Plan for residential uses to facilitate any residential use of any portion of the Pellissier Ranch site. RPU would have the ability to either sell or lease property to prospective residential and industrial developer(s) which could be of an immediate short-term or an extended longer term monetary benefit to RPU and its ratepayers. Also, given the flexibility that this concept provides with future placement of buildings and other improvements in areas where RPU water related assets currently exist, those assets will be able to be retained in place or moved accordingly to the satisfaction of RPU and at the cost of a future developer in the affected area.

Concept C:

Under Concept C, the majority of the Pellissier Ranch site would be developed with single-family residences, with a school site and a larger community garden incorporated into the development area. As with Concept B, light industrial uses are designated for the southwesterly portions of the site, and the recreational trail system and a smaller Recreational Vehicle Park have also been incorporated into this plan, as well as the agricultural buffer between any development on the site and the base of the La Loma Hills.

Similar to Concept A, the area around the Trujillo Adobe is designated for future commercial use. The enlarged plan for the area under Concept C shows a series of retail buildings ringing around a central courtyard, with a linear extension of the open space west toward the Trujillo Adobe. Retail vendors would line the pedestrian connection between the two areas of the commercial site.

Unlike Concepts A and B, Concept C relocates the soccer complex adjacent to and westerly of Reid Park. The area where the Ab Brown Soccer Complex exists today, as well as the area to the east of the

existing soccer complex, would be designated for the development of multiple-family residences. A second school site is shown at the southwesterly portion of the existing soccer complex. A relatively smaller expansion of Reid Park, as well as a new Police Department headquarters, is proposed along the west side of Orange Street, south to Columbia Avenue. Immediately to the south of the new soccer complex, this plan includes an area for multiple family residential development, transitioning to mixed-use development and ultimately to commercial development closer to Main Street. Concept C also includes greenways lined by multiple-purpose trails along a re-created Springbrook Arroyo, northwest and adjacent to the new soccer complex.

As with Concept B, a large portion of Pellissier Ranch would need to be rezoned and re-designated per the City of Colton General Plan for residential uses to facilitate any residential use of any portion of the Pellissier Ranch site. Again, RPU would have the ability to either sell or lease property to prospective residential developer(s) and smaller industrial developers for the small portion of industrially designated property. Also, RPU assets in the area will be able to be retained in place or moved accordingly to the satisfaction of RPU and at the cost of a future developer in the affected area, as there will be flexibility in future placement of buildings and other improvements.

One significant advantage that Concept C possesses that the other concepts do not share would be the adjacency of the new soccer complex to Reid Park. This contiguity would allow for the ability to have shared parking between the two recreational facilities, thus reducing the overall amount of area devoted specifically to parking. Second, the more rectangular shape of the footprint of the new soccer facility would allow for the same number of soccer fields, concessions, etc. on a smaller footprint, freeing up more acreage on the current Ab Brown site for a multiple family residential use where buildings, parking facilities, amenities can be better adjusted and suited to fit the more irregular footprint of the site. In short, the relocation of the soccer complex creates efficiencies by having the soccer complex next to Reid Park and allows for a more substantial, workable multiple family residential site or sites north of Reid Park and the soccer complex, with substantial frontage on Center Street and Orange Street.

Market Analysis:

Keyser Marston Associates, Inc. (KMA), the economic specialists and integral member of the consulting team, prepared a preliminary market opportunity analysis to evaluate the economic viability of residential, retail, industrial and office development for the Northside Specific Plan study area. The objective of the study was to determine the types of land uses that could be supported in the study area based on prevailing market factors, trade area growth projections and national trends within each land use category. KMA studied the project area to determine the opportunities and constraints that exist today and how those constraints may be able to be alleviated through new development or the redevelopment of underutilized portions of the specific plan area. The market potential for each type of land use listed above were considered in the short (0-5 year) term, mid-term (5-10 year) and long term (10+ years) and then given a score of “strong”, “moderate” or “weak” for each use over each time frame.

The KMA study indicates that the short, mid and long-term financial feasibility of industrial/warehousing uses are strong across the board in the study area. Prerequisites for industrial development include improved circulation as well as employee amenities in close proximity to the new development. Potential industrial product types that, based on projections, would be recommended may include warehousing, light assembly and manufacturing and research and development facilities, the latter of which could be agriculture-based.

With respect to residential development, the KMA analysis specifies that the potential for short-term residential growth is moderate, but would be upgraded to strong for the mid and long-term time frames. Prerequisites for residential development include backbone infrastructure, public facilities and other community amenities, as well as nearby retail and service providers.

As for commercial projects, KMA expects that commercial growth in the area will remain weak for the short-term, but would improve to moderate in the mid and long-term, especially if those other (residential and industrial) uses develop nearby to provide critical mass to support additional retail uses. Prerequisites for retail development include not only a critical mass of residents and employees of the

area to support the commercial businesses, but a strong public realm to support walkability in the area. Potential uses seen as having the greatest feasibility are a small to medium size supermarket, restaurants and other eating and drinking establishments, as well as business services, such as banks, real estate offices, hair/nail salons and dry cleaners.

Based on the above, Concept A would provide the greatest probability for continued financial stability for RPU, given the combination of the ability to enter into a long term ground lease with prospective industrial developers on the Pellissier Ranch site, while also allowing for the development of the use with the strongest market potential in the short term, as well as a viably strong and stable use from a mid and long term perspective. While the community has expressed concerns with additional warehousing development in the Northside area, the bulk of the industrially designated property would not be located contiguous to any existing residential development and thus could be developed in a manner that would reduce potential land use compatibility conflicts between adjacent land uses to a greater degree, as compared to an industrial/residential direct interface. Concepts B and C also possess design strengths as well, as noted earlier, and, over the mid to long term, could provide beneficial to the utility and its ratepayers from a financial perspective. It is also feasible for the RPU Board to consider the benefits of a hybrid plan, incorporating desirable elements of each plan to provide the highest level of consistency with the goals, policies and the objective of Utility 2.0.

NEXT STEPS:

Following the workshop with the RPU Board, the consulting team will consider all comments from the community and from the RPU Board and look for commonalities, or major input themes, from these comments to apply to an updated land use concept. The new Specific Plan land use concept will be presented to the community at another workshop or workshops, likely in January, 2018. Staff anticipates that the Board will have the opportunity to review and provide any comments the updated site plan concept at a regularly scheduled Board meeting in late January or early February, 2018.

FISCAL IMPACT:

There is no fiscal impact associated with the recommended Board action.

Prepared by: Kevin S. Milligan, Utilities Deputy General Manager
Approved by: Girish Balachandran, Utilities General Manager
Approved by: John A. Russo, City Manager
Approved as to form: Gary G. Geuss, City Attorney

Certifies availability of funds: Laura Chavez-Nomura, Utilities Assistant General Manager/Finance

Attachments:

1. Northside Specific Plan Concept Booklet, including Land Use Concepts 1 – 3 with enlarged details of new parks and commercial areas
2. RPU Board Staff Report, dated September 11, 2017
3. Presentation

