



# Planning Commission Regular Meeting

## STAFF REPORT

ITEM NO. PH 1

**Meeting:** Planning Commission Regular Meeting on Tuesday, April 28<sup>th</sup>, 2026

**Title:** Request to modify Conditional Use Permit (CUP) 00-015 to upgrade the ABC License from Type 20 (off-sale beer and wine) to Type 21 (off-sale, full line) for the existing 7-Eleven convenience store.

**Title Description:** **Conditional Use Permit (CUP) 26-002 and making a determination of exemption from CEQA:** A request to modify the existing (CUP) 00-015 to upgrade from a Type 20 ABC license (off-sale, beer and wine) to a Type 21 ABC License (off-sale, full-line) to an existing convenience store within the MUOD (Mixed-Use Overlay District) and C-2 (Neighborhood Shopping Center) zone, located at 1481 N Hollenbeck Ave, Covina, CA, 91722 APN: 8408-020-015.

**Presented by:** Eduardo Lomeli, Associate Planner

### PROJECT SITE INFORMATION

#### A. Project Information:

Request: Off-Sale Full Line (Type 21)

Applicant/Authorized Agent: James Willis (7-Eleven)

Property Owner: Hollenbeck at Arrow Hwy, LLC

Location: 1481 N Hollenbeck Ave

Assessor Parcel Map No's: 8408-020-015

#### B. Site and Surrounding Land Uses:

The following table provides the General Plan designation, Zoning, and existing uses of the site and surrounding areas:

Table 1: Site and Surrounding Land Uses			
	General Plan	Zoning	Existing Uses
Site	GC – General Commercial	MUOD (Mixed-Use Overlay District) and C-2 (Neighborhood Shopping Center) Zone	7-Eleven

North	Outside City of Covina’s Jurisdiction – City of Azusa		Drive-Thru Restaurant
South	GC – General Commercial	MUOD (Mixed-Use Overlay District) and C-2 (Neighborhood Shopping Center) Zone	Commercial Center and Medical Office
East	GI - General Commercial	C-2 - Commercial Zone (Neighboring Shopping Center)	Automobile Service Station and Commercial Center
West	GC – General Commercial	MUOD (Mixed-Use Overlay District) and C-2 (Neighborhood Shopping Center) Zone	Commercial Center and Single-Family Residential

**C. Site Characteristics:**

The project site is approximately 0.45 acres in size and includes an existing 4,500-square-foot one-story building that accommodates two tenant spaces. A seven-eleven (7-11) and the second space are currently vacant. The main entrance to the convenience store fronts East with vehicular access from Hollenbeck Avenue and Arrow Highway. Parking is available on site, and off-street parking is available on Arrow Highway. There is currently one (1) trash enclosure designated for the entire commercial center.

**BACKGROUND / PROJECT ANALYSIS**

On October 7<sup>th</sup>, 2020, the Planning Commission approved Conditional Use Permit 20-015, allowing the sale of beer and wine (ABC License 20) for off-site consumption at a proposed 7-Eleven convenience store located at 1481 N Hollenbeck, Covina, CA, 91722. Concurrently, 7-Eleven submitted an application to the State Department of Alcoholic Beverage Control (ABC) for the required “Type 20/ Beer and Wine) License. Because ABC identified an overconcentration of businesses in the immediate area selling alcoholic beverages, the agency requires the City to make a specific, state-defined determination that public convenience or necessity (PCN) would be served by the alcoholic beverage sales at this establishment.

On November 17<sup>th</sup>, 2020, the City Council approved the PCN endorsement due to there only being two existing businesses that sell alcoholic beverages for off-site consumption within 700 feet of the immediate neighborhood.

On March 9<sup>th</sup>, 2026, the applicant submitted applications for a Conditional Use Permit (CUP) to operate a Type 21 ABC License within an existing convenience store. Establishments proposing to sell full-line liquor for off-site consumption are allowed in the “C-2 Neighborhood Shopping Center,” subject to the Conditional Use Permit process. Establishments proposing the sale of alcohol within the MUOD (Mixed-Use Overlay District) zone and C-2 (Neighborhood Shopping Center) zone require a Conditional Use Permit. The applicant is requesting approval to upgrade from a Type 20 ABC license (off-sale, beer and wine) to a Type 21 ABC License (off-sale, full line) at an existing convenience store.

The existing convenience store has been operating since early 2021, and the City has not received any complaints from local businesses or community members regarding public safety nuisances/concerns in the surrounding area. During the Planning Division’s review, Planning staff confirmed with the Covina Police Department that this location had not received any unusual calls or reports of nuisance. The

convenience store does not negatively affect nearby businesses, as each establishment in the area offers distinct services, contributing to a diverse range of goods and services in the City of Covina.

#### ABC Licenses – Off-Sale General:

All businesses wishing to sell alcohol in California must apply for and obtain a license from the State Department of Alcoholic Beverage Control (the Department). In the case of a nonretail license or a retail license for a restaurant, hotel/motel, beer manufacturer, or winegrower, the applicant must show ABC that public convenience or necessity would be served by the issuance of the license. Bus & P C §23958.4(b)(1).

ABC issues a retail license to allow for the direct sale of alcohol to customers for either on-site and/or off-site consumption. 7-Eleven will seek a “Type 21” off-sale full-line license from “ABC.” A “Type 21” license basically facilitates the sale of all types of liquor for off-site consumption. Minors are allowed on the premises.

The subject site is within Census Tract No. 4058.00. Per “ABC” records, the City of Covina confirmed that there are 6 “Active” Off-Sale Licenses in this census tract. There are currently five (5) Type 20 licenses, and 7-Eleven will be the first Type 21 license.

The inclusion of a “Type 21” full liquor license aligns with the established 7-Eleven convenience store business model. 7-Eleven locations serve neighborhood residents, providing convenient access to products such as chips, beverages, medicine, coffee, pizza, including beer and wine, and now, a proposal to offer liquor. The total sales floor area of the 7-Eleven is 1,887 square feet. With only 28 square feet of displayed area dedicated to liquor sales. The display will be located behind the counter, and if extra room is needed, it will be placed in a locked cabinet in front of the counter.

#### **FINDINGS OF FACTS**

CMC Section 17.62.026 and 17.26.120 provides that the Planning Commission, in approving a Conditional Use Permit, shall find as follows:

- A. **Findings for Conditional Use Permit (CMC Section 17.62.026 (B)(2))** - Public Convenience and Necessity Findings: In addition to the standard Conditional Use Permit (CUP) findings, for this application, the Planning Commission must also make findings under Section 17.62.026.B.2 of the Covina Municipal Code (CMC). The staff recommends that the Planning Commission make the following findings for the application:

- 1. That the requested use does not fall within 700 feet, measured as a pedestrian travel, from a place used exclusively for religious worship, school, park, playground, residential or any similar sensitive use, subject to subsection (B)(2)(a)(i) of this section: (i) That the planning commission may find that the public convenience and necessity for the proposed use outweigh the distance restrictions of subsection (B)(2)(a) of this section, upon additional findings that: (i)(A) The immediate neighborhood requires and needs such services; and (i)(B) Not greater than five percent of the sales floor area or 1,000 square feet, whichever is less, shall be used for the display or sale of alcoholic beverages;**

**Facts:** On November 17<sup>th</sup>, 2020, the City Council passed and approved the PCN endorsement. City Council passed the PCN endorsement due to falling within seven hundred (700) feet, measured as pedestrian travel, from a place used exclusively for school use and for residential purposes. Staff believes many of 7-Eleven's customers would reside in the

immediate neighborhood and essentially need the availability of full liquor at the store to save time (relative to avoiding having to patronize other businesses) and considering that the total sales area of the 7-Eleven would be 1,887 square feet, the 28-square foot area in which the alcohol would be displayed would be considerably below the maximum permitted display or sales area for alcohol-related products. **Therefore, this criterion has been met.**

2. **That the requested use does fall within 700 feet, measured as a pedestrian travel, from the proposed use to the property line of an existing liquor, off-sale use, subject to the subsection (B)(2)(b)(i) of this section: (i) That the planning commission may find that the public convenience and necessity for the proposed use outweigh the distance restrictions of subsection (B)(2)(b) of this section, upon additional findings that (A) The immediate neighborhood requires and needs such services; and (B) Not greater than five percent of the sales floor area or 1,000 square feet, whichever is less, shall be used for the display or sale of alcoholic beverages;**

**Facts:** On November 17<sup>th</sup>, 2020, City Council passed and approved the PCN endorsement. City Council passed the PCN endorsement due to there only being two existing businesses that sell alcoholic beverages for off-site consumption that lie within 700 feet of the immediate neighborhood. There are currently two businesses that sell alcoholic beverages for off-site consumption located within 700 feet, measured as pedestrian travel, of the existing 7-Eleven convenience store. The sale of the full liquor line would be a reasonable component of the 7-Eleven business. Further, Staff believes many of 7-Eleven's customers would reside in the immediate neighborhood and essentially need the availability of full liquor at the store to save time (relative to avoiding having to patronize other businesses) and considering that the total sales area of the 7-Eleven would be 1,887 square feet, the 28-square foot area in which the alcohol would be displayed would be considerably below the maximum permitted display or sales area for alcohol-related products. **Therefore, this criterion has been met.**

3. **That the request use at the proposed location will not adversely affect the economic welfare of the nearby community; and**

**Fact:** The existing convenience store has been operating since early 2021, and the City has not received any complaints from local businesses or the community regarding the establishment affecting the surrounding areas economically. The existing convenience store does not affect the surrounding businesses as each business in the area provides different services, allowing for a variety of services and goods in the City of Covina. **Therefore, this criterion has been met.**

4. **That the exterior appearances of the structure of the proposed use will not be inconsistent with the exterior appearances of commercial structures already constructed or under construction within the immediate neighborhood so as to cause blight or deterioration, or substantially diminish or impair the property values within the neighborhood:**

**Fact:** On October 17<sup>th</sup>, 2020, the Planning Commission approved the proposal of a new convenience store (7-Eleven) to be located at this site, along with exterior modifications to the existing building. The exterior changes added a contemporary appearance, providing a much-needed enhancement to the site. **Therefore, this criterion has been met.**

B. **Findings for Conditional Use Permit (CMC Section 17.62.120)**

1. **That the site for the proposed use is adequate in size and shape to accommodate the use and all yards, spaces, walls and fences, parking, loading, landscaping and other features required by this title to adjust the use with land and uses in the neighborhood.**

**Facts:** As described in detail within the 'Business Operation' and illustrated on the attached documents dated March 9<sup>th</sup>, 2026 (Attachment C), the proposed project complies with all required development standards (i.e., size, shape, setbacks, walls, fences, parking, loading, landscaping) as it is an existing convenience store establishment with off-site alcohol sales. The subject site is located within the MUOD (Mixed-Use Overlay District) and C-2 (Neighborhood Shopping Center) zone with a blend of commercial uses such as an automobile service station and commercial centers. The project site is consistent with the Covina Municipal Code, Design Guidelines and General Plan. The project site is approximately 19,461 square feet (0.45 acres) in land area and is developed with a 4,500-square-foot existing building that houses two tenant spaces. A convenience store (7-Eleven), and a vacant tenant space. **Therefore, the criterion has been met.**

2. **That the site for the proposed use relates to streets and highways adequate in width and pavement type to carry the quantity and kind of traffic generated by the proposed use.**

**Facts:** The subject site is an established development, with two access points from Hollenbeck Ave and Arrow Hwy. The overall site provides adequate ingress and egress to the subject site with multiple options for the path of travel to the establishment, facilitating adequate vehicle maneuvering on site and minimizing traffic. The site is located within an established area characterized by mostly commercial. **Therefore, this criterion has been met.**

3. **The proposed use will have no adverse effects on the abutting properties or the permitted use thereof.**

**Facts:** The existing use is located within an established area characterized by mostly commercial uses that conform well to the surrounding neighborhood infrastructure and support services. **Therefore, this criterion has been met.**

4. **That the conditions stated in the decision are deemed necessary to protect the public health, safety, and general welfare. Such conditions include the following:**

**Facts:** The operation of a convenience store with off-sale full-line is conditionally permitted within the MUOD (Mixed-Use Overlay District) and C-2 (Neighborhood Shopping Center) zones. All activities associated with the business will be conducted in a manner that will meet the provisions of Chapter 9.40 (Noise - which seeks to prevent unusual noises and vibrations). Conditions of approval have been formulated to ensure that the establishment's use will operate in a manner consistent with the Covina Municipal Code and will not negatively affect the public health, safety, and general welfare of the community. **Therefore, this criterion has been met.**

## **PUBLIC HEARING NOTICE AND NOTIFICATION**

All property owners within a radius of at least 300 feet from the overall project site were mailed notices of the Planning Commission public hearing a minimum of ten (10) days before the hearing as required by law. In addition, the public hearing notice for the 28<sup>th</sup> of April, was published in the San Gabriel Valley Examiner newspaper on April 16<sup>th</sup>, 2026.

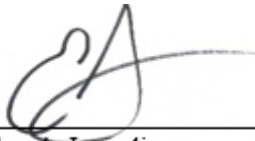
## **ENVIRONMENTAL DETERMINATION**

Staff has determined that the project is exempt from the requirements of California Environmental Quality Act (CEQA) Guidelines under the Class 1 exemption under state CEQA Guidelines Section 15301, which consists of the operation, repair, maintenance, permitting, leasing, licensing, or minor alteration of existing public or private structures, facilities, mechanical equipment, or topographical features, involving negligible or no expansion of existing or former use. The project involves upgrading the business' alcohol license from Type 20 (off-sale beer and wine) to Type 21 (off-sale full line) no alterations or improvements are proposed.

### **STAFF RECOMMENDATION**

Staff recommends that the Planning Commission adopt **Resolution No. 2026-004 PC** approving **Conditional Use Permit (CUP) 26-002** with the attached Conditions of Approval, and making a determination of exemption of the California Environmental Quality Act (CEQA) guidelines.

Prepared by:



Eduardo Lomeli  
Associate Planner

Approved By:



Brian K. Lee, AICP  
Deputy City Manager/Director of Community Development

### **EXHIBITS**

- A.** City Application
- B.** 300-foot Radius Map | Address label
- C.** Business Operation
- D.** Resolution No. 2026-004 PC W/ Conditions of Approval
- E.** October 7, 2020 Staff Report & Resolution No. 2020-029 PC W/ Conditions of Approval
- F.** November 17, 2020 Staff Report & Resolution No. 2020-103 CC (PCN)