

Agenda Report

January 25, 2016

TO: Honorable Mayor and City Council
FROM: Planning & Community Development Department
SUBJECT: GENERAL PLAN ADOPTION FOLLOW-UP: VARIOUS ACTIONS RELATED TO THE IMPLEMENTATION OF THE GENERAL PLAN

RECOMMENDATION:

It is recommended that the City Council:

1. Find the proposed amendments are implementation measures of the General Plan, adopted by the City Council on August 18, 2015, that the City Council made findings pursuant to the California Environmental Quality Act, adopted a Statement of Overriding Considerations, and approved the General Plan; and there are no changed circumstances or new information which would trigger further environmental review;
2. Adopt the Findings of Consistency (Attachment A);
3. Approve the Zoning Map Amendments (Attachment B) as contained in this report;
4. Adopt a Resolution Amending the General Plan Land Use Diagram (Attachment C), amending Policy 4.13 related to Planned Developments, and amending certain specific plans to remove development capacities;
5. Approve Zoning Code Amendments to Sections 17.31.050, 17.32.090, and 17.32.100 of the Zoning Code to remove Development Capacities from the East Colorado Specific Plan and East Pasadena Specific Plan;
6. Approve Zoning Code Amendments to Section 17.26.020.C [*PD (Planned Development) District*] of the Pasadena Municipal Code;
7. Direct the City Attorney to prepare an ordinance within 60 days amending Title 17 of the Pasadena Municipal Code (Zoning Code), Sections 17.26.020.C [*PD (Planned Development) District*], 17.31.050 (East Colorado Specific Plan), and 17.32.090/17.32.100 (East Pasadena Specific Plan); and

8. Direct the City Attorney to prepare an ordinance within 60 days amending the official Zoning Map of the City of Pasadena established by Section 17.20.020 of Title 17 of the Pasadena Municipal Code (Zoning Code) to implement the zone changes contained in this report (Attachment B).

PLANNING COMMISSION RECOMMENDATION:

On December 9, 2015, the Planning Commission considered the staff recommendation to amend the Zoning Map, Land Use Diagram, Specific Plans, Land Use Element, and Zoning Code, along with the environmental determination, as described in this report. The Commission had discussions about each of the amendments and asked a number of questions to clarify the purpose and intent of the amendments. At the conclusion of the public hearing the Commission voted unanimously to adopt the staff recommendation, to be forwarded to the City Council.

On January 13, 2015, the Planning Commission also considered an additional Zoning Code text amendment related to Planned Developments and land use consistency with specific plans. The Commissioners discussed the proposed amendment and asked clarifying questions. At the conclusion of the public hearing, the Commission voted unanimously to adopt the staff recommendation, to be forwarded to the City Council.

EXECUTIVE SUMMARY:

On August 18, 2015 the City Council adopted a comprehensive update of the Land Use and Mobility Elements of the City's General Plan. As part of the implementation of these documents, a number of actions must be taken in order to reconcile existing regulations and documents with the new Land Use Element. Some of these are long-term efforts such as updating all of the Specific Plans, and their corresponding zones and zoning regulations, creating new citywide Design Guidelines, and updating the Zoning Code. There are several actions however that need to be implemented in the short-term, which are amendments to the Zoning Map, Land Use Diagram, Specific Plans, Land Use Element, and Zoning Code:

Zoning Map: Implement a number of zone changes outside specific plan areas to implement the Land Use Diagram.

Land Use Diagram: Correct a small number of properties that were inadvertently re-designated.

Specific Plans/Zoning Code (Development Capacities): Amend specific plans to clarify that development capacities are governed by Policy 1.3 (Development Capacities) of the Land Use Element. Amend the Zoning Code to remove previous development capacities for East Colorado and East Pasadena Specific Plans.

Land Use Element/Zoning Code (Policy 4.13: Planned Developments): Amend Policy 4.13 to allow new Planned Developments to have a residential density as high as 87 units per acre, subject to approval by the City Council. Amend Zoning Code to include this allowance.

Zoning Code (Planned Developments): Remove requirement that land uses in new Planned Developments be consistent with allowed uses in specific plans, due to current inconsistency between new Land Use Element and existing specific plans, until such time as the specific plans are revised.

ANALYSIS:

Amendment to the Zoning Map:

Implementation measure B.1 (*Policy and Regulator Documents, Zoning Ordinance*) requires the Zoning Code (Municipal Code, Title 17), including the Zoning Map, be reviewed and amended for consistency with the General Plan's Land Use Diagram. In order to implement the Land Use Diagram it is necessary to amend the Zoning Map to reflect changes in land use.

While work is still needed through the update process for the Specific Plans to craft new zoning designations and development standards for new land use categories such as Mixed-Use and Research & Development land uses, there are a number of other zoning map changes unrelated to the Specific Plans that can be completed without the need for additional work and analysis. These map changes are discrete and relate to sites where the zoning classification needed for implementing the Land Use Diagram already exists. These changes are categorized as: 1) the Interstate 710 corridor properties that are the subject of significant interest due to being made available for purchase by Caltrans (to ensure consistency with surrounding residential neighborhoods); and 2) where the Land Use Diagram designation corresponds to one zoning district (e.g. the 'Parks' land use designation directly correlates to the OS (Open Space) Zone).

These properties include the site of the formerly proposed Annandale Canyon Estates (residential to park), those in the Interstate 710 corridor that have been recently been made available for purchase (Public, Semi-Public to single- and multi-family residential), including the Arlington Gardens site (Public, Semi-Public to Open Space), as well as one property each on New York Drive and Sierra Madre Boulevard. All of these map amendments were previously presented to the City Council as part of the General Plan Adoption process.

A list of these properties detailing the zoning designation before and after, as well as maps for each area, is included in Attachment B.

Amendment to the Land Use Diagram:

In an effort to update the Zoning Map to be consistent with the Land Use Diagram, staff has identified four sites that were inadvertently re-designated, or designated with the incorrect land use category. These four sites are: Villa Esperanza, a portion of the St. Luke Hospital site, 46 and 56 N. Holliston Avenue, and portions of the Art Center College of Design (South Campus). A list of these properties detailing the land use designation before and after, as well as maps for each area, is included in Attachment C.

Villa Esperanza:

A Master Plan for Villa Esperanza was approved by the City Council on September 29, 2014, along with re-designating the site from a combination of Neighborhood Commercial and Medium Density Residential to Institutional and re-zoning the site from CL (Commercial, Limited) and RM-16 (Multi-family Residential, 16 units per acre) to PS (Public, Semi-public). Unfortunately these map changes were not reflected on the Land Use Diagram that was presented to the Planning Commission and City Council for adoption and as a result, the site was changed back to its previous designations. It is therefore recommended the map changes from the Master Plan approval be reinstated.

St. Luke Hospital site:

The southern portion of the St. Luke Hospital site is occupied by five single-family residences, although they reside on the St. Luke property. Historically these houses have been designated Low Density Residential on the Land Use Diagram and RS-6 on the Zoning Map. Because the St. Luke property was designated as Institutional on the new Land Use Diagram, and because these houses are on that same property, they were unintentionally changed to Institutional. It is therefore recommended these properties be changed back to Low Density Residential.

46 and 56 N. Holliston Avenue

46 and 56 N. Holliston Avenue are two adjacent properties on the east side of Holliston Avenue, north of E. Colorado Boulevard and are designated High Density Residential (48 units per acre); this was not a change from the previous Land Use Diagram. However, because these properties are a part of the former Pasadena Ford Site, as well as under the same ownership as the remainder of the site, it is appropriate to incorporate these two properties into the dealership site, with the same land use designation, Medium Mixed-Use (87 units per acre, 2.25 FAR). Therefore it is recommended the Land Use Diagram be amended to consolidate these properties with the rest of the site.

Art Center College of Design (South Campus)

The final site is several properties on South Raymond Avenue and South Arroyo Parkway that have recently been acquired by the Art Center College of Design for the purpose of adding them to their South Campus. Because of their current and future use as a school, it is appropriate to change the land use designation for these properties to reflect this educational use. It is recommended the land use designations be changed from High Mixed Use and Medium Commercial to Institutional.

Clarify Development Capacities (Specific Plans and Zoning Code):

Policy 1.3 of the Land Use Element allocates development capacities for residential (units) and non-residential (square footage) uses for each of the specific plans listed in this policy. These development capacities replace all previously adopted allocations from the 1994 and 2004 Land Use Elements for the existing eight Specific Plans: Central District; East Colorado; East Pasadena; Fair Oaks Orange Grove; Lincoln Avenue; North Lake; South Fair Oaks; and West Gateway.

Although the development capacities in the Land Use Element supersede those in the existing Specific Plans, in order to clarify and ensure consistency among City documents, it is recommended the City Council adopt an amendment to each existing specific plan to include a memorandum, to be placed inside the front cover of each specific plan, which states any reference to development capacities in the specific plan is superseded by the allocations in Policy 1.3 of the Land Use Element. This includes any development capacity distribution by geographic area (district, sub-district, etc.) or land use (office, retail, etc.).

Each of the existing specific plans has a designated section within the Zoning Code. Of these sections, those for the East Colorado and East Pasadena Specific Plans include the previously adopted Development Capacity limits. Consistent with the specific plan amendments described above, it is recommended these two sections (17.31: East Colorado Specific Plan and 17.32: East Pasadena Specific Plan) be amended to remove the Development Capacity limits.

Planned Developments (Land Use Element/Zoning Code):

Land Use Element, Policy 4.13:

Planned Developments are intended to provide flexibility of development standards for projects on large sites (two acres or more) in order to achieve land use compatibility. An approved Planned Development establishes the specific development standards for a project/site; a 'mini-Zoning Code', that will govern future development of the project/site.

At the August 18, 2015 public hearing to adopt the updated Land Use and Mobility Elements, the City Council adopted Policy 4.13 to allow a new Planned Development to have a Floor Area Ratio (FAR) as high as 3.0, provided it can be shown the project has superior and contextual design.

4.13: Planned Developments. Incentivize high-quality, contextual, architectural design in Planned Developments through a discretionary process by allowing for an increase in the allowable Floor Area Ratio for a project, not to exceed a total of 3.0.

This Policy was adopted because the land use designations and corresponding FARs on the adopted General Plan Land Use Diagram could unintentionally restrict that ability to achieve good contextual design. Because the new Land Use Diagram includes land uses with a corresponding maximum FAR for the vast majority of properties in

Pasadena (exceptions are 'Parks' and 'Institutional' designated properties), this policy was needed because a new Planned Development must be consistent with the General Plan Land Use Diagram and its corresponding FARs.

Although not specifically discussed at City Council, the intent of allowing this flexibility in FAR to achieve high quality contextual design can also be applied to flexibility in residential density. It is therefore recommended to amend Policy 4.13 to allow for a corresponding increase in residential density to as high as 87 units per acre (this is density in the Land Use Element that corresponds to the 3.0 FAR), as follows:

Incentivize high-quality, contextual, architectural design in Planned Developments through a discretionary process by allowing for an increase in the allowable Floor Area Ratio for a project, not to exceed a total of 3.0, and an increase in the allowable residential density not to exceed 87 dwelling units per acre.

In order to implement Land Use Element Policy 4.13 it is necessary to amend Section 17.26.020.C (*PD (Planned Development) District*) of the Zoning Code to include this allowance, subject to review by the Planning Commission and approval by the City Council. In addition, it will be clarified that the Design Commission has review authority over proposed Planned Developments and will make recommendations concerning the architectural quality of the proposal.

Allowed Land Uses in a Planned Development:

Section 17.26.020.C [*PD (Planned Development) District*] of the Zoning Code includes the purpose, applicability, and adoption process for new Planned Developments. All new Planned Developments must be consistent with the General Plan and any applicable specific plan. A Planned Development is permitted some flexibility in development standards from what would otherwise be allowed. However, new Planned Developments must still be consistent with all other sections of an applicable specific plan.

Section 17.26.020.C.3.b of the Zoning Code requires the land uses in a proposed Planned Development be consistent with those allowed in the recently adopted Land Use Element of the General Plan (including the Land Use Diagram) for the subject site, as well as those allowed in a specific plan:

*Land use regulations. No use other than an existing use as of the effective date of the ordinance enacting this Subsection shall be allowed in a PD zoning district except in compliance with a valid PD plan. Any allowed or conditionally allowed **use** authorized by this Subsection may be included in an approved PD plan, but only when it is deemed consistent with the General Plan and any applicable specific plan.*

However, because the specific plans have not yet been updated to reflect the new Land Use Element of the General Plan, a newly proposed Planned Development could include land uses consistent with the Land Use Diagram, but inconsistent with the current specific plan.

A major work program for the Department is to update the City's Specific Plans to achieve consistency with the recently adopted Land Use Element. In the interim, it is recommended Section 17.26.020.C.3.b be amended to eliminate the specific plan land use consistency requirement by deleting the phrase, "...and any applicable specific plan" as follows:

Land use regulations. *No use other than an existing use as of the effective date of the ordinance enacting this Subsection shall be allowed in a PD zoning district except in compliance with a valid PD plan. Any allowed or conditionally allowed use authorized by this Subsection may be included in an approved PD plan, but only when it is deemed consistent with the General Plan ~~and any applicable specific plan.~~*

This amendment is limited in that it would only affect the uses in a Planned Development. The purpose of this amendment is to effectuate the new land use designations in the recently adopted General Plan, ensuring the General Plan Land Use Element remains the guiding document for comprehensively planned projects from a use perspective. All other specific plan development regulations would still be applicable. It is further recommended that once the specific plans are updated to be consistent with the Land Use Element, compliance with the land uses in the specific plans for Planned Developments be added back into this section of the Zoning Code.

COUNCIL POLICY CONSIDERATION:

Continued implementation of the City's General Plan will support the Council's Strategic Planning Goals by:

- 1) Maintaining fiscal responsibility and stability by encouraging a wide variety of residential and commercial uses to keep the City and community on solid financial ground;
- 2) Improving, maintaining, and enhancing public facilities and infrastructure by enhancing the City's fiscal benefits through new development to fund City services;
- 3) Increasing conservation and sustainability by encouraging areas where density development can take advantage of common infrastructure and thereby reduce impacts on a per capita basis;
- 4) Improving mobility and accessibility throughout Pasadena by shifting focus from single-driver automobiles to non-automobile travels (i.e. transit, bicycles, and pedestrians);
- 5) Supporting and promoting the quality of life and the local economy by providing for new development and new jobs to support local residents; and
- 6) Ensuring public safety by maintaining the City's fiscal resources through new development to provide for emergency and public safety operations.

ENVIRONMENTAL ANALYSIS:

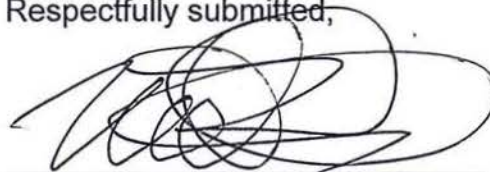
On August 18, 2015 the City Council adopted updates to the General Plan, including new Land Use and Mobility Elements, certified a Final Environmental Impact Report, made findings pursuant to the California Environmental Quality Act, and adopted a Statement of Overriding Considerations. This amendment is a further step in the

implementation of the updated General Plan and there are no changed circumstances or new information which would trigger further environmental review.

FISCAL IMPACT:

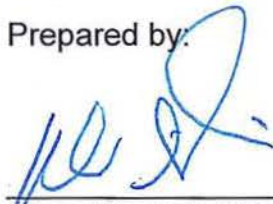
Continued implementation of the City's General Plan will implement land use policies to guide the future development of Pasadena. These policies impact not only what the city will look like, but also will directly influence the quality of life and economic well-being of Pasadena by thoughtfully balancing the community's need for housing, jobs, services, and recreation. These policies are intended to create an environment that supports the community's vision of balance and diversity and therefore fiscal stability and success.

Respectfully submitted,



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Attachments (3):

- Attachment A: Findings of Consistency
- Attachment B: Zoning Map Amendments
- Attachment C: Land Use Diagram Amendments