

Agenda Report

TO: CITY COUNCIL

DATE: October 4, 2004

FROM: CITY MANAGER

SUBJECT: AMENDMENT TO PLANNED DEVELOPMENT-11 (PD-11, FOOTHILL BOULEVARD, CRAIG AVENUE, AND WHITE STREET) ZONING DISTRICT

RECOMMENDATION

It is recommended that the City Council following a public hearing:

1. Approve the Initial Environmental Study as revised, the Mitigated Negative Declaration, and Mitigation Monitoring Program (Attachment 1);
2. Approve the De Minimis Impact Finding on the State Fish and Wildlife Habitat (Attachment 2);
3. Find that the proposed amendments to the PD-11 are consistent with the policies and goals of the General Plan and the purposes of Title 17 as outlined in the body of the report;
4. Direct the City Clerk to file a Notice of Determination and a Certificate of Fee Exemption for the California Department of Fish and Game, with the Los Angeles County Recorder (Attachment 3);
5. Approve the amendments to the PD-11 (Planned Development-11, Foothill Boulevard, Craig Avenue, and White Street) described in the body of the report (Attachment 4); and
6. Direct the City Attorney to prepare an ordinance amending the PD-11 (Planned Development-11, Foothill Boulevard, Craig Avenue, and White Street) district.

PLANNING COMMISSION RECOMMENDATION

The Planning Commission reviewed the proposal at the July 14 and July 28, 2004 meetings. At the latter meeting, the Commission voted 7 to 1 to recommend denial of the proposed PD amendment. As part of the amendment staff had recommended that self-storage use be permitted in the PD-11 district. However the Commission requested that staff explore other options to consider the expansion as a non-conforming use.

While staff returned with an alternative, which involved a two-step process, the Commission ultimately recommended denial of the PD amendment. Commission objections focused on the inappropriateness of the use for the area and its lack of benefits to the community in terms of jobs and revenues.

The two-step process is consistent with Ordinance 6925 adopted by the City Council, in that it allows for expansion of existing self-storage facilities under the non-conforming provisions of the Zoning Code. Under this process, the self-storage expansion will involve first a PD amendment to modify the PD site plan and then a Conditional Use Permit (CUP) to review the expansion of the self-storage as a non-conforming use. In essence, the use will remain as a non-conforming use. The two-step process presented to the Commission is now staff's recommendation to the City Council.

DESIGN COMMISSION RECOMMENDATION

The Design Commission reviewed the proposed amendment at its meeting of July 12, 2004 and recommends City Council approval of the setbacks, heights, and other design-related standards for the PD-11 amendment and acknowledged that the proposed new construction, including architectural design will be reviewed by the Design Commission when the City receives applications to entitle the new construction.

EXECUTIVE SUMMARY

An application has been submitted by Bamard Foothill I LLC for an amendment to the PD-11 zoning district to allow for the expansion of the existing self-storage facility with a 77,650 square-foot building and 23 parking spaces. The PD-11 is located at 2159-2233 E. Foothill Boulevard and encompasses the 3.5-acre site bounded by White Street, Craig Avenue and Foothill Boulevard. The new building would be on the eastern portion of the site, where the PD-11 provided for a parking area only. To modify the approved PD plan, an amendment to the PD-11 standards is required in accordance with Section 17.44.040 of the Pasadena Municipal Code.

A two-step process was presented to the Planning Commission which would maintain the non-conforming status of the self-storage use and would be subject to the non-conforming provisions of the Zoning Code. This process is consistent with Ordinance 6925 adopted by the City Council on January 6, 2003, which prohibits the construction of new self-storage uses, but recognizes that existing self-storage facilities will be allowed to remain according to the non-conforming provisions (Chapter 17.76) of the Zoning Code.

BACKGROUND

The PD-11 was originally approved in 1986. Uses permitted by the PD-11 district include commercial printing, warehousing and other uses according to the base district CG (General Commercial). The PD Plan provided for parking areas on the northern and eastern portions of the site and designated building envelopes on the remainder of the site. (Attachment 5)

PROPOSED PROJECT

The proposal under the PD amendment is an expansion of the self-storage use to the eastern portion of the site where there is an existing surface parking lot. The expansion involves the construction of a 77,650 square-foot, four-story, 45-foot high building. Twenty-three on-grade parking spaces will be provided as part of this expansion.

The building would have a minimum five-foot setback along Foothill Boulevard and a minimum fifteen-foot rear setback. The setbacks and height of the new building are consistent with the development standards of the CG (General Commercial) zone, which applies also to adjacent properties along Foothill Boulevard. Access to this building and the parking spaces is via Foothill Boulevard (Attachment 6).

With the proposed expansion, the PD-11 will encompass approximately 278,200 square-feet of development on the entire site. This will include a 128,230 square-foot self-storage/warehousing building currently on the site; 5,000 square-feet of office use in the front portion of a historic building that will be preserved; a 67,150 square-foot building at the southwest corner of the site; and the proposed 77,650 square-foot building which will include approximately 1,800 square feet of retail use. While the project involves an increase of the self-storage space, the expansion would be contained within the existing parcel. If approved, the project site will provide for 67 parking spaces that will adequately supply parking needs on the site. The PD amendment is comprehensive because it incorporates all previous entitlements that were granted for this site. No new parcel is involved; thus, there is no change to the PD boundaries.

The expansion of the self-storage facility proposed under the PD amendment involves two issues:

- 1) Modification of a site plan contained in the PD-11 – Approval of the PD-11 zone in 1986 included a site plan which outlined the proposed improvements and the location of parking on the site. The proposed expansion would replace the eastern parking lot with a building and needed parking spaces.
- 2) Expansion of a non-conforming use – The current PD-11 relies on the underlying CG zoning to regulate uses at the site. According to the CG regulations, in June 2000, self-storage use was established at this site with approval of a CUP. The self storage use became non-conforming in 2003 with the adoption of the ordinance prohibiting new self-storage uses Citywide.

Through the PD amendment, staff's initial recommendation was to make self-storage a permitted use at this site which would have changed the non-conforming status of the use. However, staff reversed its recommendation in light of concerns raised by the Planning Commission concerning allowing the continuance of a land use which has limited benefits to the community in terms of jobs and revenues. Staff then presented an alternative process which would allow the proposed expansion as a non-conforming use through a CUP.

Surrounding Land Uses: Land uses in this area are residential and generally commercial and industrial uses. To the north of the site are single-family and multi-family residential dwellings. Properties to the east and west have multi-family residential and commercial uses. South of the site are commercial uses.

Area General Plan Designations: The Land Use Diagram of the General Plan designates the PD-11 site as General Commercial. The land use designation to the north is Medium Density Residential (0-16 dwelling units/net acre). To the south and west, the designation is General Commercial. Directly east, the land use designations are General Commercial and Medium Density Residential (0-16 dwelling units/net acre).

Area Zoning Designations: The project site is zoned PD-11. Surrounding zoning designations include RM-16 (Multi-family Residential, 16 dwelling units/net acre) to the north; CG (General Commercial) to the south and west; and RM-16 and CG to the east.

Neighborhood Meeting: A neighborhood meeting was held on June 14, 2004 at the Hill Avenue Library with six people in attendance. Concerns were expressed on the proposed building height, the need for more trees on Foothill Boulevard and landscape maintenance, and consideration for limiting the hours of operation.

General Plan Consistency: The project site has a Commercial designation under the Land Use Diagram of the General Plan. Self-storage/warehousing uses fall under the commercial land use classification; therefore this use is consistent with the General Plan designation for the site. The proposed amendment to allow an expansion of the existing use within the boundaries of the existing property is consistent with General Plan Policy 10.3 Business Expansion and Growth. The proposed amendment also supports General Plan Policy 10.6 New Business and Policy 10.9 Healthy Business Community, by supporting the growth of existing businesses and by allowing more efficient use of their facilities. Self-storage provides the business and residential community an option to address storage space needs due to seasonal or general economic factors. Self-storage provides a commercial location for uses that otherwise would intrude into residential neighborhoods.

Zoning Code Findings: The proposed amendment to PD-11 district is consistent with the purpose of the Zoning Code by fostering convenient, harmonious and workable relationships among land uses; by allowing certain types of development consistent with the General Plan that can be acceptable at a specific location only under standards more restrictive than those of a base district in which the use is permitted; and it also encourages the preservation of serviceable existing structures of historic value by providing the opportunity to use them imaginatively for purposes other than that for which they were originally intended.

ENVIRONMENTAL DETERMINATION

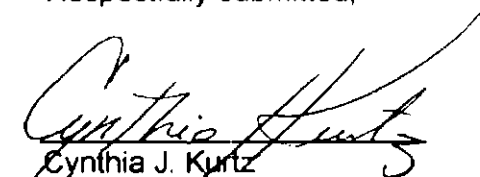
An Initial Environmental Study (IES) has been prepared in conformance with the requirements of the California Environmental Quality Act (CEQA). The IES concluded that no significant environmental impacts would result from the PD amendment with the incorporation of mitigation measures. Therefore, a Mitigated Negative Declaration has been prepared. The mitigation measure will reduce the potential impacts to cultural

resources resulting from the proposed demolition of the building at 2189 E. Foothill Boulevard. The mitigation measures recommended preservation of the front portion of the building and the front landscaped courtyard, and treatment of the building according to the Secretary of Interior Standards for rehabilitation. This IES revises an Initial Study and Mitigated Negative Declaration previously approved by the Zoning Hearing Officer on April 21, 2004. The revision clarifies information on the total number of parking spaces available at the site for all uses under the PD. No major project changes were involved. According to CEQA §15073.5(4), recirculation of the Negative Declaration is not required if new information merely clarifies, amplifies, or makes insignificant modifications to the negative declaration

FISCAL IMPACT

There will not be an immediate fiscal impact as a result of this PD amendment. However, a fee will be collected for the processing of the Conditional Use Permit. Permitting fees will also be collected for the development of the self-storage facility on the site to cover costs incurred from staff time required for project review.


Respectfully submitted,


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City Manager

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Approved by:


Richard J. Bruckner
Director of Planning and Development

Attachments:

- Attachment 1 – Initial Environmental Study and Mitigated Negative Declaration
- Attachment 2 – De Minimis Impact Finding for State Fish and Wildlife Habitat
- Attachment 3 – Notice of Determination
- Attachment 4 – PD-11 (Planned Development-11, Foothill Boulevard, Craig Avenue, and White Street) Amended Development Standards
- Attachment 5 – Current PD-11 Site Plan and Development Standards
- Attachment 6 – Proposed Site Plan of PD-11 Amendment