

Agenda Report

TO: CITY COUNCIL **DATE:** SEPTEMBER 27, 2004
FROM: CITY MANAGER
SUBJECT: PROPOSED CENTRAL DISTRICT SPECIFIC PLAN, AMENDMENTS TO THE LAND USE ELEMENT AND THE MOBILITY ELEMENT OF THE COMPREHENSIVE GENERAL PLAN, AND REVISION OF TITLE 17 OF THE PASADENA MUNICIPAL CODE (ZONING)

RECOMMENDATION

There is no recommendation. This report is for information and discussion. This report focuses on the Land Use Element of the General Plan, Mobility Element of the General Plan, and the Revised Zoning Code.

EXECUTIVE SUMMARY

The presentation of this report marks the opening of the final phase of review for the five-year update of the General Plan including the Land Use and Mobility Elements, revisions to the Zoning Code and the Central District Specific Plan. Over the last five years, through hundreds of meetings, the community has participated in identifying issues, prioritizing objectives, refining technical analysis and evaluating proposals and impacts. The Planning Commission is in the final stages of discussion and will be forwarding recommendations to the City Council in the coming weeks.

The topics of this report are the Land Use and Mobility Elements and the revised Zoning Code. The documents are available for viewing at www.cityofpasadena.net by clicking on the General Plan Update tab. These documents include changes to the concept plans that reflect the input of the community and strengthen support for the original goals of managing growth, protecting neighborhoods, preserving historic buildings, enhancing downtown and minimizing traffic impacts.

The Central District Specific Plan and the Environmental Impact Report (EIR) will be transmitted in early October. City Council is expected to continue discussion of the General Plan Update on October 4, October 25, and possibly future dates.

BACKGROUND

In June 1999 the City initiated the process of updating the Land Use and Mobility Elements of the General Plan; preparing the Central District Specific Plan; and revising the Zoning Code. This comprehensive process has been a combined effort of multiple City departments and has involved the collaborative efforts of advisory bodies, public associations, and private individuals.

Over the last five years, more than 125 community meetings have involved residents, businesses and community organizations in the planning process. At least 20 meetings were held with business district representatives. Innovative tools such as the Story Bus allowed staff to go on the road to festivals and community events to reach broader audiences that typically would not attend planning meetings. These presentations facilitated dozens of recommendations to the Council from advisory bodies. As a result the Council conceptually approved draft versions of all four documents: the Land Use Element in December, 2002; the Mobility Element in April, 2003; the Zoning Code in four sections during 2002, 2003 and 2004; and the Central District Specific Plan in 2003, with modifications in 2004.

Since conceptual approval by the City Council, each document has received further review and refinement. In some instances, staff will be recommending revisions to the documents as a result of these discussions.

Updated Land Use Element

The draft Updated Land Use Element affirms current land use policy, maintains the guiding principals adopted in 1994 and does not propose changes to growth limits. It includes minor revisions to certain policies and procedures and proposes changes to the implementing programs and intensity standards to reflect new development since adoption of the 1994 Element. Issues include:

- Update of Implementation Strategies to provide greater flexibility in transferring development intensity between subdistricts within a specific plan area and to highlight programs for planning around light rail stations to foster Transit-oriented Development;
- Modification of the provision that excludes affordable housing from contribution to the development intensity to permit such inclusion if so authorized by a specific plan;

Updated Mobility Element

The draft Updated Mobility Element provides a policy framework for Pasadena's transportation program. Following conceptual approval of the Updated Mobility Element, the Department of Transportation prepared and published two documents in early 2004 to meet the City's transportation mission: *The Neighborhood Traffic Management Program Community Handbook* and *Guidelines for Transportation Review of Projects*. In addition, staff and the Transportation Advisory Commission further refined several key items during the review of the Environmental

Impact Report and incorporated additional edits and updates into the current draft document. These updates include:

- Additional information on implementation programs;
- Additional text regarding the “Environmental Capacity” concept that was introduced in the 1994 Mobility Element;
- A proposed “nexus” study for consideration subsequent to approval of the Final Mobility Element that would provide the basis for establishing a transportation impact fee for all new development;
- A proposal to collect additional transportation information as part of the Transportation Department’s Short Term Work program to enable further transportation analysis and monitoring;
- Additional information of the City’s Intelligent Transportation System Program; and
- An updated listing of city street classifications that was recently completed by the Department of Public Works.

Revised Zoning Code

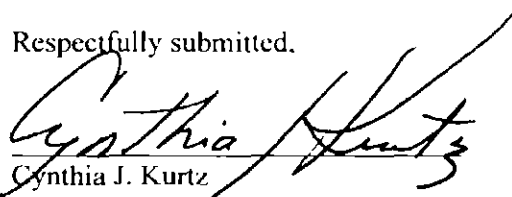
The revised Zoning Code provides for a comprehensive reorganization of the Zoning Code as well as numerous amendments, including those previously conceptually approved by the City Council on August 5, 2002, October 21, 2002, November 25, 2002, January 27, 2003 and January 26, 2004. Issues that were the subject of the most discussion and require further Council review include:

- Modification of standards for mixed-use developments;
- Revisions to Urban Residential Standards; and
- Review of Transit Oriented Development Standards.

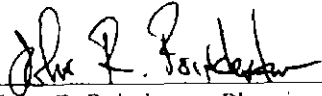
FISCAL IMPACT

Approval of the updated Land Use and Mobility Elements and the revised Zoning Code will establish growth and land use policies to guide the future development of the City. These policies impact not only what the City will look like, but also influence the quality of life and economic well-being of the City by carefully balancing the community’s need for housing, jobs, and recreation with demand for growth and new development. The exact fiscal impact of these policies cannot be measured, however they are intended to create an environment that supports the community’s vision of balance and diversity and therefore fiscal success.

Respectfully submitted,



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EXHIBIT

EXHIBIT A: Proposed Updated Land Use Element

EXHIBIT B: Proposed Updated Mobility Element

EXHIBIT C: Proposed Zoning Code Revisions

DRAFT 2004 LAND USE ELEMENT UPDATE

BACKGROUND

The City Council conceptually approved the draft Land Use Element Update in November 2002. The 2004 draft includes minor changes resulting from additional public comments, further review of the 1994 Land Use Element, and more current information on development activity.

COMMENTS FROM PLANNING COMMISSION

The Planning Commission reviewed and provided recommendations regarding the 2004 draft Land Use Element update at its August 25 and September 22, 2004 meetings. The Commission recommended revisions to the draft are outlined below. Staff's response is in italic and proposed text changes are in bold.

I. Objectives and Policies (pg 26)

- a. Add a new objective which will focus on promoting a broad approach to creating conditions/incentives to encourage professionals from the existing cultural, scientific, and educational institutions to remain in the community.

Language for a new objective will be prepared and added to the Element.

- b. Revise the title to match the General Plan Principle wording.

*The heading will be revised to replicate the wording of the Guiding Principle as follows: Pasadena Will Be Promoted as a **Cultural, Scientific, Corporate, Entertainment, and Educational Center for the Region***

II. Building Intensity and Population Intensity Standards (pg. 34)

- a. Modify the provision which excludes parking structures from the building intensity standards to allow counting the floor area of parking structures in the intensity standards if authorized by specific plans.

*Wording will be added to the existing provision as follows: " Parking structures are exempt from the building intensity standards, **unless the specific plan establishes otherwise.***

III. Building Intensity Standards for Targeted Growth Areas (pg. 35)

a. Add further clarification that totals of residential units in the specific plan areas may be higher if residential projects provide affordable housing under the density bonus provisions. Affordable housing is exempt from the intensity standards unless specific plans stipulate otherwise.

*Wording will be added to the note as follows: “**Specific Plans may also have higher totals of new residential units if affordable housing is exempt from the intensity standard, unless the specific plan establishes otherwise.**”*

IV. Implementation Strategies (pg. 40)

a. In the provisions regulating the movement of intensity of development from one category to another within a specific plan, modify the wording to clarify the applicability of the “25 percent flexibility factor” to non-residential categories only and as authorized by the specific plan.

*Wording will be revised as follows: “ In addition, specific plans **may** provide for a “25 percent flexibility factor.” This means that any **non-residential** category within a specific plan can be increased by 25 percent by borrowing from another nonresidential category within the same area.*

COMMENTS FROM THE PUBLIC

I. Limits on Intensity of Development (“Caps”) in the Central District Specific Plan

a. Comments from the public urged the City to retain the individual intensity standards (caps) for residential and nonresidential development in the Central District Specific Plan. Allowing for residential and nonresidential development to be interchangeable while there is a strong demand for housing could lead to over utilization of available commercial development sites for residential development, limiting the potential for future commercial uses in the Central District.

Staff recommends modifications to the draft Land Use Element to retain the residential and non-residential caps in the Central District. For the term of the 2004 update (i.e. the next five years), the current “caps” without interchangeability, allow the amount of development that is reasonably projected. At the current rate of development (i.e. 339 units per year) the limit on residential development for the Central District will not be reached prior to the next five-year update. The interchangeability will not be necessary within that time frame. The proposed changes involve (1) deleting the word interchangeable in the intensity standards for the Central District Specific Plan

area (page 36, Table 2B) and (2) revising the description of the Specific Plan (page 41) The changes are shown with deletion and underlining in the draft Land Use Element . Staff has also corrected the potential total units and square footage that could be permitted in West Gateway Specific Plan with the interchanging of residential and nonresidential intensity standards.

II Typographical Errors

- a. Population and Employment Intensity Standards, Table 3 (pg. 37) General Commercial category is listed as having a maximum FAR (Floor Area Ratio) of .080 versus the intended 0.80 FAR.

The decimal point was placed in the wrong location, it will be corrected to 0.80 FAR

- b. Overview of the Land Use Element (pg. 4)
Second to last paragraph, the word "form" should be "from"

The word will be changed to "from" in the final document

- c. List of City parks with master plans (pg. 48)
The list omitted Eaton Wash park

The Eaton Wash park will be included in the final document.

Correction of any other minor typographical errors identified by staff will be included in the final 2004 Land Use Element document.

EXHIBIT B

PROPOSED 2004 MOBILITY ELEMENT September 27, 2004

BACKGROUND

Over the past four years, the City held several public meetings and hearings at various locations throughout the City to gather input and develop the transportation-related goals, objectives, and programs for the update of the General Plan. City Council approved the draft Mobility Element in concept on April 7, 2003 which is an integral part of the General Plan Update, Central District Specific Plan and Zoning Code Revision and provides a framework for subsequent review of environmental impacts.

Following the conceptual approval of the draft Mobility Element, the Department of Transportation prepared and published two documents in early 2004 to meet the City's transportation mission, including: the *Neighborhood Traffic Management Program Community Handbook*; and, *Guidelines for Transportation Review of Projects*. Staff and Transportation Advisory Commission (TAC) further refined several key items during the review period of the Environmental Impact Report (EIR) and incorporated additional edits and updates in the Draft Final 2004 Mobility Element for Council's approval. The EIR is scheduled to return to City Council for adoption in October 2004.

COMMENTS FROM COMMISSIONS

A. TRANSPORTATION ADVISORY COMMISSION REVIEW

The Transportation Advisory Commission (TAC) provided comments and a recommendation regarding the Draft Final 2004 Mobility Element at its July 16, and July 30, 2004 meetings. The TAC recommendations are summarized below and detailed in Attachment B-1 of this report:

- I. Recommend that the City Council adopt the Draft Final 2004 Mobility Element as amended to include:
 - a. Additional information on implementation programs outlined in Section 5 of the Draft Final 2004 Mobility Element including a phasing of the actions according to five year time periods in Appendix D;

- b. Addition of text regarding the "Environmental Capacity" concept that was introduced in the 1994 Mobility Element;
 - c. A proposed "nexus" study for consideration subsequent to approval of the Draft Final Mobility Element or certification of the Draft Environmental Impact Report that would provide the basis for establishing a transportation impact fee for all new development;
 - d. A proposal to collect additional transportation information as part of the Department's Short Term Work program to enable further transportation analysis and monitoring of the performance of improvement projects and to develop future improvement projects. This data would augment current data on transportation performance including the Congestion Management Program Annual Report, the Report on Annual Transportation Mitigation Measures Required of New Development, level of service studies conducted for street segments and major intersections, and transit ridership and rideshare data;
 - e. Additional information on the City's Intelligent Transportation System (ITS) Program including addition of a map to Appendix C, Figure 11.1, that illustrates the Citywide ITS Fiber Optics and Communication Cable Network Implementation Program (Phase 1);
 - f. An updated listing of city street classifications that was recently completed by the Department of Public Works and information regarding the street classification process;
 - g. Technical corrections to illustrations in Appendix C; and
 - h. Glossary of Commonly Used Terms in Transportation (Appendix E).
- II. Reaffirm TAC support for the Gold Line Phase II Extension, and inclusion of this project and physical improvements to mitigate unacceptable levels of service as part of the recommended project.

B. PLANNING COMMISSION REVIEW

The Planning Commission received the Draft Final 2004 Mobility Element at its September 22, 2004 meeting.

Attachments

Attachment B-1: Details of Transportation Advisory Commission Modifications and Recommendations to the Draft 2004 Mobility Element

ATTACHMENT B-1

Details of Transportation Advisory Commission Modifications and Recommendations to the Draft Mobility Element

1. 2004 Mobility Element: Issues Raised and Modifications

The Draft Final 2004 Mobility Element provides a policy framework for Pasadena's transportation program through Year 2015. The transportation analysis conducted for the draft Mobility Element is a system-wide assessment of transportation performance. A more detailed examination of issues, including traffic impacts at key intersections and street segments, was conducted for the 2004 General Plan Update Draft Environmental Impact Report (DEIR) that is pending review by the Planning Commission.

During review of the DEIR, transportation issues regarding the Draft Final 2004 Mobility Element were raised and revisions recommended. This report summarizes these issues and discusses follow-up actions by staff.

This report does not include technical corrections and edits that have been made in the 2004 Mobility Plan in response to public review and comment.

2. Mobility Plan Implementation Program and Monitoring of Improvements

TAC recommended that the 2004 Mobility Element include the following provisions to ensure that subsequent work program activities implement the Draft Final 2004 Mobility Element policy directions.

- Phased implementation measures to link policy objectives with the Capital Improvement Program and Work Program
- An annual "report card" to measure the effectiveness of traffic mitigation measures and the City's Trip Reduction Ordinance
- A "fair share" traffic mitigation fee to be applied to all commercial and residential units for off-site car trip reduction and neighborhood protection from increased traffic
- A strategy for achieving the full expansion of the existing ARTS service

These comments are addressed by the addition to the 2004 Mobility Plan of Appendix D, Supplemental Information on the Implementation Program. This appendix details the implementing actions summarized in Section 5 of the Draft Final Mobility Element and provides a basis for development of the Department's future work program.

TAC recommends that new development and transportation improvement projects be monitored after their completion to determine whether they are effective in reducing traffic impacts on adjacent streets. Staff believes that the proposal to monitor completed development should be further reviewed in the context of the Department's Short Range Work Program along with the proposal to collect additional transportation data to further analyze and monitor the performance of the transportation system. Ongoing monitoring and data collection efforts could be costly to undertake on a citywide basis. Staff suggests that recommendations to revise performance measures and collect additional data be based on further study by staff and review by TAC.

3. Transportation Impact Fee for All New Development

TAC recommends that a "fair share" transportation impact fee be placed on all commercial and residential projects to reduce off-site car trips and protect neighborhoods from increased traffic. This fee could augment scarce public resources to implement needed transportation improvements.

Area wide impact fees must be based on information collected through a "nexus" study that identifies the transportation projects required to address cumulative trips resulting from new development, estimates funding needed to implement such improvements, and determines the fee that would be assessed. This matter has been added to the Mobility Plan Implementation Program and staff recommends a "nexus" study be initiated subsequent to approval of the Draft Final Mobility Element and certification of the DEIR by the City Council.

4. Expansion of the ARTS Transit Service

TAC expressed support for an aggressive expansion of the ARTS program that was approved in concept by the City Council in June 2002. Since that Council action, ARTS service has been expanded as funding has been secured. In June 2003, new services were added to improve community connections to the Gold Line. In the fiscal year 2004-2005 budget, an additional \$525,000 provides for expanded services including an improved signage program. Staff will continue to identify new sources of operating funds to support the full expansion plan.

Additional revenue sources to support the capital needs of an expanded ARTS program are also being explored. Should the City decide to implement a Transportation Impact Fee, these funds could be used to support the ARTS capital program needs.

5. Neighborhood Protection

Public comment on the draft Final 2004 Mobility Element included suggestions of ways to reduce the speed of traffic through neighborhoods. The issue of neighborhood protection is one of four major objectives used to organize all Draft

Final 2004 Mobility Element policies and implementing programs. Because neighborhood protection issues are so important to many neighborhoods throughout Pasadena, TAC recommended that staff prepare a Neighborhood Traffic Management Program (NTMP) Community Handbook. That document informs the public of means to address traffic safety within residential areas, protect neighborhoods from traffic intrusion, and recognizes the uniqueness of each street. It outlines the objectives of the NTMP program and the process for initiating a NTMP program. It includes a discussion of traffic calming and neighborhood protection measures, residential parking management, information on ways to get around the community and Department of Transportation contact information.

The neighborhood protection program is applied in conjunction with measures to manage traffic on multimodal corridors so that through-traffic is diverted away from neighborhoods. NTMP programs have been recently completed in neighborhoods throughout the City, including:

- Lower Hastings Ranch Neighborhood
- Bungalow Heaven Neighborhood
- PCC Neighborhood
- San Pasqual St./Mentor Avenue Neighborhood
- South Mentor/Catalina/Cornell Avenue Neighborhood
- Sunset Oaks/Banbury Oaks Neighborhood
- Laguna Road/La Loma Road Neighborhood
- Paloma Street
- South Oak Knoll Neighborhood

Measures used to manage traffic in neighborhoods are outlined in the Neighborhood Traffic Management Community Handbook.

6. De-emphasized Streets

The Draft Final 2004 Mobility Element replaced the phrase "discourage through traffic" with "limit the growth of future traffic". The definition of de-emphasized streets was discussed during review of the draft Mobility Element framework in 2003 and the City Council endorsed this language which was recommended by TAC. Staff recommends that the definition of de-emphasized streets provided in the Draft Final 2004 Mobility Element remains as recommended by TAC.

Another comment indicated that the de-emphasized street designation should be applied to Marengo (south of Del Mar), Los Robles (south of Del Mar), El Molino (south of Del Mar) and California Boulevard. These street segments are designated as de-emphasized streets in Figure 9 of the Draft Final Mobility Element. In the case of California Boulevard, only the portions from Orange Grove Boulevard to St. John's Avenue and from Lake Avenue to the east city limit are de-emphasized. The portion between St. John Avenue and Lake Avenue

is included in the SR 710 Mitigation Transportation Improvement Program pursuant to recommendations by the Design Advisory Group and Council approval. That program received implementation funding as part of federal legislation, and improvements are underway.

7. Environmental Capacity of Streets

The issue of "environmental capacity" of streets was addressed in the 1994 Mobility Element and TAC recommended that this concept be carried forward in the update because of neighborhood concerns that increased traffic and related impacts on local streets affects the quality of life of neighborhoods. Specific language regarding environmental capacity is included in the Draft Final 2004 Mobility Element.

8. Pedestrian Mobility and Safety

TAC recommends that a program be undertaken to improve pedestrian mobility in commercial districts. Measures include designating minimum sidewalk widths, providing pedestrian only areas, restricting vehicular access to reduce pedestrian conflicts, use of pavement treatments to enhance pedestrian areas and signal timing provisions to benefit pedestrian movements at intersections.

Measures to improve pedestrian facilities are part of the Draft Final 2004 Mobility Element beginning at the outset of the document with Transportation Review Guidelines to Promote a Livable Community and continuing through implementing documents that are used to review new development projects. Particular emphasis is placed on addressing pedestrian needs at modal transfer facilities and at destinations that attract pedestrian activity. The concept for establishing pedestrian only areas and restricting vehicle access to active commercial districts should be reviewed with representatives of the business community and other stakeholders in the affected area prior to initiating design and transportation studies.

The Department of Transportation has undertaken a series of public safety outreach programs over the past two years. These include programs developed for the initiation of Gold Line Transit service, a bicycle safety program, a Suggested Routes to School Program, and a Photo Red Light Program to deter unsafe traffic movements at intersections. Also audible traffic signals have been installed at selected locations to assist visually impaired people. Safety programs are funded on a competitive basis through the State Office of Traffic Safety and the Department competes for this funding whenever opportunities are available.

The Department also periodically reviews the operation of traffic lights to insure that the signal timing provisions are working as intended. This review was undertaken prior to operation of the Gold Line service and prior to installation of the Photo Red Light camera program. A further review of all signal timing will be

conducted after completion of the Design Advisory Group traffic improvement projects and as part of the expansion of the City's automated traffic management center. Staff provides particular attention to the needs of citizens at busy intersections to promote pedestrian safety. Staff also regularly responds to citizen inquiries regarding signal timing.

The Planning Department is addressing concerns regarding planning guidelines for sidewalk widths in the context of the Planning Commission's review of the 2004 General Plan Land Use Element and Central District Specific Plan. Joint review by Planning and Transportation staff occurs in instances when wider sidewalks can be achieved only through removing on street parking or travel lanes

9. Intelligent Transportation System Improvements (ITS)

The implementation of Intelligent Transportation Systems (ITS) projects is included in 2004 Mobility Element to improve traffic movement on the City's multi-modal corridors which must accommodate numerous modes of travel and competing demands for the curb space. A recently prepared map illustrating the first phase of the citywide intelligent transportation system fiber optics and communications network has been added to the Draft Final 2004 Mobility Element. This initial phase provides the "backbone" of the system. Staff is working in collaboration with regional agencies to develop an expanded network and to secure implementation funding.

10. Expansion of the Trip Reduction Ordinance to All Development

TAC recommends expanding application of the Trip Reduction Ordinance to all new residential and commercial development and has established a subcommittee to review this transportation demand management measures. Development of a "parking toolbox" to encourage shared parking and limit parking for new projects in Transit Oriented Districts areas is under consideration. A report on this review by TAC will be submitted to the City Council.

11. Parking Management

The Draft Final 2004 Mobility Element contains numerous references to the importance of parking for the economic vitality of the City and the need for convenient parking in both commercial and residential areas. Staff regularly meets with the business community to assess the parking needs of the commercial districts.

Managing parking is one of the City's tools for addressing congestion. Requiring new development to provide a minimum amount of parking can encourage non-auto travel. A number of North American cities have introduced maximum

parking standards. These cities believe that most parking maximums contribute to the efficient use of land, increase use of alternative modes of transportation and support pedestrian activity. Staff recognizes that parking standards must be related to the accessibility of the site by public transit.

The Department of Transportation has recently completed a number of parking improvements as part of its Work Program. Staff collaborated with regional transportation agencies to insure that adequate parking was provided at Gold Line stations in the City and developed a parking enforcement program to insure that adjacent neighborhoods would not be impacted by spillover parking at station locations. In 2004, the City expanded its partnership with the business community by designating the Old Pasadena Management District as the management and operating entity overseeing three major public parking facilities. A parking study has been recently completed for the South Lake Parking District and implementation activities are underway. Two studies are currently underway in the Lincoln Avenue corridor and the Playhouse District. And, a pilot project to assess the benefits of multi-space on-street parking meters in commercial areas is about to be initiated. Also, services to residential areas regarding preferential parking and citation processing have been completed.

12. Classification of City Streets

The street classification information provided in the earlier draft of the Mobility Element has been replaced with updated material recently prepared by the Department of Public Works. The issue of classification of streets is further clarified in the Draft Final Mobility Element. The classification of streets is primarily used for funding purposes. Policies regarding traffic on streets in Pasadena are addressed through the Council's designation of De-emphasized and Multimodal corridors.

Appendix A of the Draft Final 2004 Mobility Element contains information on the classification of City streets. This information is provided because the amount of federal funding the City receives for street reconstruction and resurfacing is based on the mileage for principal arterials, minor arterials, and collector streets.

Street classifications are determined through a process that requires the involvement of state and federal agencies since such classifications determine funding eligibility. Staff will explore street classifications with appropriate agencies as part of the FY05-06 Work Program. Any changes to street classifications must be approved by Caltrans and be consistent with the Federal Highway Administration guidelines.

Pasadena has developed policies for selected streets by designating De-emphasized Streets and Multimodal Corridors. These policy designations are included as part of the Draft Final 2004 Mobility Element.

13. Growth Symposium Comments Regarding Transportation

Transportation expert, Fred Dock of Meyer Mohaddes Associates, participated in the City's Growth Symposium on July 10, 2004. He reviewed the draft Mobility Element and concluded that it: a) supports the City's Seven Guiding Principles; b) utilizes the industry's best practices in recognizing the need to treat streets differently, emphasizes the need to manage traffic, demand, and parking management; and c) provides a comprehensive approach for traffic analysis. Mr. Dock also suggested ways that the City could enhance its transportation analysis. He suggested going beyond Level of Service when measuring street performance to include person capacity, travel time over routes in and through the City, and emphasize uniformity of flow rather than minimizing delay. Staff is recommending that this be included for consideration in the FY 05-06 Work Program. Upon approval by the City Council, staff will work with a subcommittee of TAC to enhance the Department's data collection and analysis process.

14. Annual Work Program

Staff has recommended items for consideration as part of the FY 05-06 Work Program. The final determination of the Department's work program is made by the City Council as part of the annual budget process.

PROPOSED ZONING CODE REVISIONS

BACKGROUND:

The purpose of this attachment is to provide the Council with the draft Zoning Code, a summary of the Zoning Code's major changes, and to outline the outstanding land use issues that remain.

During the past two and a half years, the Planning Commission and the Council have reviewed four sets of zoning code amendments. With completion of these amendments, a draft of the entire Zoning Code has been completed and is being provided to each member of the Council. This draft has been available to the public and is available on the City's web page. The Planning Commission is completing its review of the draft Zoning Code and will make final recommendations in October. With this report is a summary of the major amendments that have been incorporated into the new Zoning Code (see Attachment 1).

The Zoning Code is being updated and revised to implement the revised goals and objectives of the General Plan. The revised Zoning Code is organized and written for ease of use. Some of the design and format changes of the new Zoning Code are highlighted in Attachment 2.

OUTSTANDING ISSUES:

In June, the Planning Commission requested that staff review the standards for 1) Mixed Use Development, 2) Urban Residential, and 3) the provisions for Transit-Oriented Development as these were sections that received frequent comments. Staff reviewed these sections and recommended changes to the standards and the Commission reviewed them on September 8th. They gave preliminary approval to these changes.

Staff was also asked to further research issues related to separating the cost of parking from the renting or purchasing a unit. This was a recommendation from a traffic consultant who spoke at the District 6 workshop. Staff spoke with this parking consultant regarding this issue and learned the following. No city that he was aware of had adopted standard provisions for unbundling the parking costs from the rental or costs of a unit within their zoning code. In asking how this has been handled in other cities, staff was informed that only a few cities have done this and they have done it through Development Agreements. This has been used with frequency in the City of San Francisco for large residential projects. This will be further reviewed in the proposed revisions to the Trip Reduction Ordinance. The Transportation Department has recently hired a consultant to work on the Trip Reduction ordinance. As part of this review, the consultant will explore a mechanism for unbundling the parking as well as the possibility of applying the Trip Reduction Ordinance to multi-family and mixed use projects.

1. Mixed Use

Several issues have arisen about the mixed use standards in the proposed Zoning Code (17.50.160 - Page 5-21). The significant issues include: community space requirement, the depth of commercial space in a mixed use project, and the hours of operation for the commercial component. Staff reviewed the existing requirements and has contacted several cities to see what other cities are requiring. Essentially, many cities do not have standards for mixed use development. Staff made recommendations to change the requirements for the depth of the ground floor retail and hours of operation which the Planning Commission has approved. The Commission also recommended to continue the Community Space requirement.

Depth of Ground Floor Retail – The proposed draft Zoning Code requires the commercial ground floor depth to be a minimum of 30 feet. In researching other cities, it was found that most cities require about 50 feet in commercial depth. Staff contacted the firm of Hurst/Harrigan which specializes in retail shopping. They recommended that the minimum depth of retail in a mixed use project or parking structure be 50 feet. This greater depth allows for flexibility for

EXHIBIT C

retail users and allows them to have enough space for storage (in the back) as well as room for display windows.

Hours of Operation – Another issue concerning Mixed Use Projects are the proposed hours of operation. The proposed standards include hours of operation restrictions for the commercial uses. This restriction prohibits the business from operating between the hours of 10 p.m. and 7 a.m. unless a conditional use permit is approved for extended hours. Staff has consulted with the three major business districts within the City and has concluded that this requirement is too restrictive for the Central District. The City does not have hours of operation restrictions elsewhere in the Central District. Hours of operation apply only within the CG, CL, IG and CO districts when commercial/industrial uses are within 150 feet of a residential district. The recommendation is to eliminate the hours of operation restriction for mixed use projects within the Central District. Outside the Central District, the commercial component of a mixed use project will be subject to the hours of operation requirements of the CO, CL, CG and IG districts when they are within 150 feet of a residential district.

Community Space – Some concerns were raised that the Plans require Community Space in Mixed Use Projects. Community space can be interior courtyards, and up to 600 square feet for an indoor recreation room. The intent of this requirement is to ensure that such projects have a minimum of amenities for the residents of the project. This space is intended for the use of the residents and is not public open space or parkland. The proposal is to require 150 square feet of community space per unit. Staff has reviewed several mixed use projects in the downtown and found that they met this requirement.

2. Transit-Oriented Development (TOD)

This proposed section (17.50.320 page 5-47) has provisions that require through a Conditional Use Permit review of projects to determine if they promote use of the light rail. This provision limits the types of allowed uses and limits the number of parking allowed for projects within a quarter mile of light rail stations. Through the Central District Specific Plan the quarter mile radius has been replaced with a single map, Figure 3-5 – Central District Transit Oriented Area (see Attachment 3). This was created because of the overlay of stations and because the downtown area has a variety of transit options.

In addition to prohibiting vehicle washing, drive-through businesses, and service stations, the proposed change is to prohibit vehicle services – sales and leasing (except for a new use called, limited sales and leasing, which is vehicle sales located in a building and having no vehicle repair component); vehicle repair, vehicle storage, and large recycling facilities.

Nonresidential projects (including retail sales) will be required to reduce the parking by 25 percent. This reduction is consistent with similar TOD requirements adopted by other cities and the parking reduction currently utilized in Old Pasadena. Some cities have adopted TOD parking reductions of up to 50 percent. Parking will be capped at this lower ratio (see Table 1 for a comparison of parking requirements). A change that has been placed in the draft Zoning Code would allow for private developments to provide for “commercial parking” (public parking to serve the district) that would not be subject to the parking caps. This parking is intended to be for public use and would be approved through a minor conditional use permit. The intent of the caps is not to force drivers out of their cars but to encourage uses that are less auto-oriented. It is also intended to encourage centralized parking in which vehicles are parked once and shop at several locations or use the City’s Art Buses throughout the downtown. Abundant free parking encourages additional auto trips. The City’s traffic consultant determined that the use of caps in the downtown would conservatively reduce traffic by 10 percent (See Attachment 4 – Memo from Kaku Associates).

EXHIBIT C

Table 1 – Comparison of Parking Requirements

Use	Parking Requirement w/o reduction	Parking requirement w/Reduction
Office Use	3 spaces/1,000 sq. ft.	2.25 spaces/1,000 sq. ft.
Medical Office	4 spaces/1,000 sq. ft.	3 spaces/1,000 sq. ft.
Retail Sales	3 spaces/1,000 sq. ft.	2.25 spaces/1,000 sq. ft.

Parking for residential units within the TOD would remain the same as the current code except that it would be allowed to exceed the minimum as follows. Generally, staff has found that residential projects are being constructed in this range (see Attachment 5 – Survey of the Parking for Projects in the Central District). Residential parking under the TOD provisions will be:

- 1 space for units 550 square feet or less to a maximum of 1.25 spaces
- 1.5 spaces for units greater than 550 square feet to a maximum of 1.75 spaces

3. Urban Housing

Issues have been raised about the open space requirements of the proposed Urban Residential Standards (17.50.350 - Page 5-49). The current urban standards are the original multi-family standards and were developed for multi-family projects of up to 48 units per acre. They were not designed for projects of higher density although projects have been built using these standards. They were created to reduce impacts of new construction on existing low-density residential areas (i.e. areas where the character of the neighborhood was in transition). The revisions to these standards addresses issues such as location of parking, pedestrian orientation, and open space and courtyards. Staff reviewed the current standards, the City of Gardens Standards, and toured a number of projects that have been constructed under the existing standards.

A summary of the Planning Commission approved changes to the Urban Residential standards are as follows:

- Reinststate the open space requirement from the previous code but change it to require thirty percent of net floor area for all buildings and count rooftop gardens and any front or corner yard setback area above the required setback; balconies to count not more than 35 percent of the allowable open space;
- Allow for three types of parking, fully subterranean, partially subterranean and parking with dwelling over; the ground floor units must have a room 12 foot in depth along a street frontage;
- Continue to require a rear and side yard setback of 10 feet; allow reduction if it results in a larger courtyard;
- Require a courtyard with a 20 foot minimum dimension; and
- Require driveway to be located near the edge of property line.

Summary of Zoning Code Amendments by Article

Article 1 – Enactment and Applicability of Zoning Code

- 17.10.030.F.3 – Exempts projects from new development standards that have an approved legislative action or discretionary entitlement. (page 1-4)

Article 2 - Zoning Districts and Allowable Land Uses

Table 2-2 (Page 2-12)

- Single-family uses in the RM-12 zone may use the RS-6 development standards. Current code does not permit. (Page 2-12, note #6)
- Temporary uses are consolidated under a single hearing rather than having multiple headings. The exception to this is tents, street fairs, filming, which have special standards. This is the same throughout all zoning districts. (Page 6-25)
- Addition of Neighborhood Gardens to residential land uses requiring a minor conditional use permit. (Page 2-13 under Services)

Table 2-5 (Page 2-34)

- Inclusion of the following new uses: Mixed use projects, Colleges – non-traditional campuses, ATM's, Business support services, Offices – accessory to primary uses, Work/live units, Convenience stores, Internet vehicle sales, Liquor stores, Restaurants, formula fast-food, Drive-through businesses – non-restaurants, Life/care facilities, Alternative fuel/recharging facilities. Some of these uses have specialized standards contained in Article 5, a definition of these uses is contained in Article 8. (Page 8-31) Removes from the CL zoning district the following uses: wholesaling and storage, small scale, vehicle storage. Requires a minor conditional use permit for the establishment of new religious facilities. Requires a conditional use permit for commercial off-street parking, hotels and motels, and vehicle repair whereas before these were permitted uses. (Pages 2-34 – 2-40)
- The use classification "Commercial Recreation" has been broken down into the following uses: Commercial Recreation – indoor, Commercial recreation – outdoor, Internet access studios, Conference centers, Stadiums and Arenas and Electronic game centers. (Pages 2-34 -2-40)

Table 2-6 (Page 2-41)

- Establishes FAR per the General Plan for all commercial districts outside of specific plan areas. Requires parking to be located to the rear of the lot except that for projects over 25,000 sq. ft. setbacks established through CUP process; continues 5 foot setback requirement but allows for some deviation of this requirement to match adjacent setbacks. Limits CL zone outside of specific plan areas to two stories but can go three stories with a floor of residential uses. (Page 2-41)
- 17.24.050 – New standards related to design and pedestrian-orientation. (Page 2-42)

Chapter 17.28

- 17.28.100 – Office Conversion Overlay District – This set of requirements is currently entitled PD-8. This was originally codified as an overlay in 1983 and then incorrectly codified as a PD in 1985. The standards do not change; it is only recodified as an overlay district. (Page 2-61)
- 17.28.110 – PK overlay (Page 2-62) The following changes in development standards:
 - Driveway to be located as close to the C or PS district boundary.
 - Front setback to be the minimum of the district; current code unclear.
 - Apply commercial standards in terms of hours of operation; no hours of operation under current code.
 - Removed provisions that allow for parking garages, only allow at-grade parking lots.

Article 3 – Specific Plan Standards

- Chapter 17.30 – Implements the Central District Specific Plan. (Page 3-3)
- Chapter 17.31 – Updates land use charts to reflect current list of allowable uses. This specific plan relied upon draft standards for specific uses (i.e. mixed use, TOD (Transit-Oriented Development), etc.). Any global change in these standards will be integrated into the standards. (Page 3-27)
- Chapter 17.32 – Current Code has separate standards for TOD requirements. New code language will supersede existing code language for TOD requirements. (Page 5-46)

Article 4 – Site Planning and General Development Regulations

- 17.40.060.C.4 – Clarifies how height is measured when a structure crosses zoning boundaries. (Page 4-11)
- 17.40.070 – Removes hours of operation exemptions for the following uses: personal services, personal improvement services, industry restricted uses, vehicle services – vehicle/equipment repair. Adds special hours for truck loading, unloading and trash pick up. (Page 4-13)

Table 4-1 (Page 4-26)

- Limits the height of a trellis in a required yard and prohibits them over driveways (Page 4-26)
- 17.40.170 – Fences (Page 4-
 - 17.40.170.A. All fence heights measured from existing grade not finished grade. (Page 4-29)
 - 17.40.170.B.2 – For residential, no spikes on walls and fences that are less than 6 feet in height; fences to be 50 percent open, have finished stucco finish. Page 4-30)
 - 17.40.170.B.3 – For Commercial fences, limit of four feet in front of a building; beyond building, height limit is 6 feet; no barb wire or concertina wire; fence must be a minimum of 50 percent open; no spikes. (Page 4-33)
- Chapter 17.44 – Landscaping (Page 4-45)
 - New chapter that consolidates all landscaping requirements; clarifies landscape plans submittals.
 - Requires landscape architects for major projects. (Page 4-46)
 - Requires street trees for new projects; not currently required. Page 4-56)

Chapter 17.46 – Parking (Page 4-57)

- Parking for Noncontiguous Lots – Require a covenant to be recorded when required parking is located off-site but under single ownership to ensure parking is not sold off. (Page 4-60)
- Valet Parking – Require a minor conditional use permit for valet parking. (Page 4-62)
- Guest Parking for Multifamily Projects – Require guest parking when there is a minimum of 10 units rather than 20 units. Guest parking spaces are to be marked for guests only. (Page 4-66)
- Increase in Parking for Medical Offices – Change from 3 spaces per 1,000 sq. ft. to 4 spaces per 1,000 sq. ft. (Page 4-69)
- Change Parking for Restaurants – Change calculation of parking requirement from 20 spaces per 1,000 sq. ft. to 10 spaces per 1,000 sq. ft. of gross floor area. (Page 4-69)
- Calculation of Parking Requirement – Eliminate parking requirements based on number of employees or truck counts. Eliminate parking based on the number of tables. (Page 4-66 – 4-73) The exception to this requirement is schools where parking will remain based on classrooms and number of students
- Compact Spaces – Prohibit compact spaces. (Page 4-76)
- Tandem Parking (Page 4-76)
 - Allow tandem parking for nonresidential uses up to 75% and require a minor conditional use permit; for project with a minimum of 100 spaces allow triple stacking of spaces with conditional use permit.

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- For residential projects (including mixed-use projects) allow up to 30 percent tandem parking by right, tandem spaces are assigned to single unit; projects using density bonus may have up to 50 percent of parking as tandem.
- Standardized Parking Requirements – Eliminate compact parking allowance and stall size (7½ by 16) to single stall size of (8½ by 18). (Page 4-77)
- Driveway Visibility – Allow Director of Public Works to modify the driveway visibility requirement for when buildings are required to be located at the street. (Page 4-84)
- Parking Lot Landscaping (Page 4-88)
 - Require a minimum of 5 feet width for all landscaping.
 - For 100 parking spaces or less an additional 5 percent landscaping is required.
 - For over 100 parking spaces an additional 10 percent landscaping is required.
 - One tree for every 4 parking spaces – a minimum of 15-gallon.
 - Parking lot landscaping to be brought up to code for additions to commercial buildings.
 - Eliminate requirement for bumper stops for non-angled parking.
- Driveway Width – Set maximum driveway width in single family and RM-12 districts to 10 feet for single-car driveway and 20 feet for two-car driveway. (page 4-81)
- Loading (Page 4-92)
 - Loading required for projects over 8,000 sq. ft.; except for restaurants and warehousing uses.
 - First space to be 12' by 30' by 14' vertical clearance.
 - Number of spaces varies by use.
 - Backing out prohibited except this requirement can be modified by Director of Public Works.
 - Sharing of loading spaces requires a minor conditional use permit.

Article 5 – Standards for Specific Land Uses

New Sections:

- 17.50.040 Alcohol Sales – Sets standards for the sales operation and for off-site sales. (Page 5-9)
- 17.50.060 Automated Teller Machines – Creates standards for the location of ATM's including privacy setback, trash receptacle and restoration of building when removed. (Page 5-10)
- 17.50.100 Electronic Game Arcades and Internet Access Studios – Sets distance requirements for these uses, also sets requirements for waiting area, transparent windows, monitoring of users, as well as loitering. (Page 5-13)
- 17.50.120 Life/care Facilities – Set standards for this new use which is a continuum of care. (Page 5-17)
- 17.50.140 Lodging – Hotels and Motels – Requires hotels and motels to have a minimum of 25,000 sq. ft. outside the Central District; inside the Central District, hotels and motels are required to have parking underground or in a parking structure. (Page 5-20)
- 17.50.160 Mixed Use Projects – New use set standards for retail space, parking, and community space. (Page 5-21)
- 17.50.190 Personal Services – Restricted, and Pawnshops – Sets separation requirements for pawnshops and personal services – restricted uses (i.e. tattoo parlors and check cashing businesses). (Page 5-29)
- 17.50.210 Private Residential Recreational Facilities – Allows sports courts (tennis), lights, and surrounding fence through a minor CUP. (Page 5-29)
- 17.50.340 Transit-Oriented Uses – Prohibits specific uses, sets a lower parking cap, and requires a conditional use permit for specific projects. (Page 5-46)
- 17.50.350 Urban Housing – Sets setbacks, community space, entry opening for higher density housing. (Page 5-48)

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- 17.50.370 Work/Live Units – Sets standards for minimum size, size of residential area, types of uses and parking for use. (Page 5-52)

Revised Sections:

- 17.50.070 Conversion of Residential Structures to a commercial use – Takes standards out of North Lake Specific Plan and allows for its application City-wide. (Page 5-11)
- 17.50.090 Drive-Through Businesses – Distinguishes between drive-through businesses for restaurants from drive-through businesses that serve other types of uses (i.e. pharmacies). Removes distance requirements for take-out restaurants but continues to require them for drive-through businesses with a restaurant. Limits the number of driveway cuts. (Page 5-13)
- 17.50.170 Office Uses in Designated Historic Resources – Allows for the conversion of historic buildings in multifamily district to be converted to office uses. Removes restriction that applied this only to buildings that were originally public semi-public uses. (Page 5-23)
- 17.50.180 Outdoor Display, Storage, and Seasonal Sales – Sets new standards for the outdoor display of merchandise. Prohibits the location of storage bins in a parking lot. Remainder of section unchanged. (Page 5-25)
- 17.50.190 Personal Property Sales in Residential Zones -- Allows garage sales in front yards. Remainder of section unchanged. (Page 5-28)
- 17.50.220 recycling centers – Revises existing standards to require small collection facilities to be as close to the main structure as possible, and at least 75 feet from a residential use; limits site and sign area, requires site maintenance. For large collection facilities requires such use to be located within an enclosed building and at least 100 feet from a residential use; sets standards for hours of operation and signs. (Page 5-30)
- 17.50.250 Residential Uses – Accessory Uses and Structures – Reduces overall height (from 17 ft. to 15 ft.) and top plate height (from X to 9 ft); height may be modified through a minor conditional use permit or by the Historic Preservation Commission; requires covenant for accessory structures containing air conditioning, heating, shower, and/or toilet facilities; prohibits bathtubs, fireplaces and kitchens in accessory structures; of accessory structures, requires a 2-foot setback (current code requires no setback), requires the accessory structure to have a 5 foot offset after 22 feet wall distance. (Page 5-35)
- 17.50.360 Vehicle Sales and Repair Services – Limit total floor space to not more than 40 percent of the lot area; limit hours of operation to 7 am to 7 pm, Monday through Saturday; increase parking to four spaces per 1,000 sq. ft.; workstations, service bays, or queuing lanes shall not count as parking spaces; parking on street prohibited. (Page 5-52)

Article 6 – Planning Permit Procedures

- 17.60.030 - Allows for concurrent processing; current code does not permit. (Page 6-3)
- 17.60.040.C - Predevelopment Plan Review is now called Pre-application review. (Page 6-5)
- 17.60.060 – Adds provision for expiration of any applications deemed incomplete in subsection A.4; current code has none. (Page 6-10)
- 17.61.040 - Temporary Use Permits. Groups almost all temporary uses under this section. Exempts temporary uses that have been authorized by the Director of Public Works or have a special event permit from the City. Maintains current process otherwise. (Page 6-25)
- 17.61.050.D – Allows the Zoning Hearing Officer to defer decisions to the Board of Zoning Appeals or the Zoning Administrator to defer the decision to the Zoning Hearing Officer. (Page 6-31)
- 17.61.070 Adjustment Permits – allows for adjustment of development standards to preserve historic buildings or provide open space. (page 6-39)
- 17.61.080 – Table 6-4 Expands use of minor variance process. (Page 6-50)

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- 17.61.080.H – Variances for Historic Buildings – Allow variances to the development standards for historic buildings being relocated or being adaptively reused. Does not use standard variance findings, uses new findings. (Page 6-50)
- 17.64.020 - Withdrawal or failure of an appeal or Call for Review – Clarifies that when an appeal is withdrawn or call for review fails or is withdrawn that the remaining time period on the appeal has to run out before the decision is effective. (Page 6-85)
- 17.64.030 - Performance Guarantees – Adds this section where there is none in the current code. Allows City to require performance guarantees. (Page 6-86)
- 17.74.050 – Minor Changes – Establishes criteria for when staff can consider a change a minor change. No such language in current code. (Page 6-88)

Article 7 – Zoning Code Administration

- 17.71.060.B – A nonconforming use will be terminated if vacant for a period of at least 12 months (Current code is 90 days). (Page 7-7)
- 17.71.070.B – A nonconforming nonresidential use or structure that is damaged by an act of God to be rebuilt to the extent of 75 percent or less of the building is destroyed. (Current code is 50 percent). (Page 7-11)
- 17.71.070.B.4 – 100 percent rebuilt of nonconforming buildings within the Central District (Current code is 50 percent). (Page 7-12)
- 17.72.040 – Appeal of CEQA decisions allows the appeal of decisions that include an EIR or IS to the Council, will include any entitlement. Current code does not allow this. (Page 7-18)
- 17.74.030 – Clarifies who can initiate zoning map, zoning code, and general plan amendments. Allows the City Manager to initiate a Code Amendment. (Page 7-25)
- 17.76.020.B – Requires variances and use permits to be noticed at a 500 foot radius. Require on-site posting of sign 12 square feet in size. (Page 7-32)

Article 8 – Glossary

- 17.80.020 – Definitions of Technical Terms and Phrases (Page 8-3)
- Alley – Modify definition so that it is consistent with Public Works definition. (Page 8-5)
 - Basement - Add new definition as current has no such definition. (Page 8-7)
 - Dwelling Units – Clarify that the rooms in a dwelling unit must have its rooms accessible on the interior. (Page 8-10)
 - Lot, Corner – Clarify definition that such that a corner lot is one that is not crossed by the same street; clarify how the angle of calculation is made. (Page 8-20)
 - Double Frontage Lot – Clarify that a lot with frontage on a private easement is a double-frontage lot even if the lot does not have access across the easement. (Page 8-20)
 - Pedestrian Orientation – Add new definition of what constitutes pedestrian-orientation. (Page 8-24)
 - Remodeling – Define what is a remodeling and that when more than 50 percent of an exterior of a building's walls are removed that that requires the building to meet all current development standards. (Page 8-25)
 - Single Housekeeping Unit – Defines this term as Current code uses term but does not define. Clarify that this does not include a boarding house. Page 8-26)
- 17.80.030 - Definition of Land Uses (Page 8-31)
- Alternative Fuels and Recharging Facilities - Defines this new use. (Page 8-32)
 - Automated Teller Machines – Treats as separate use; specific standards are in Article 5. (Page 8-32)

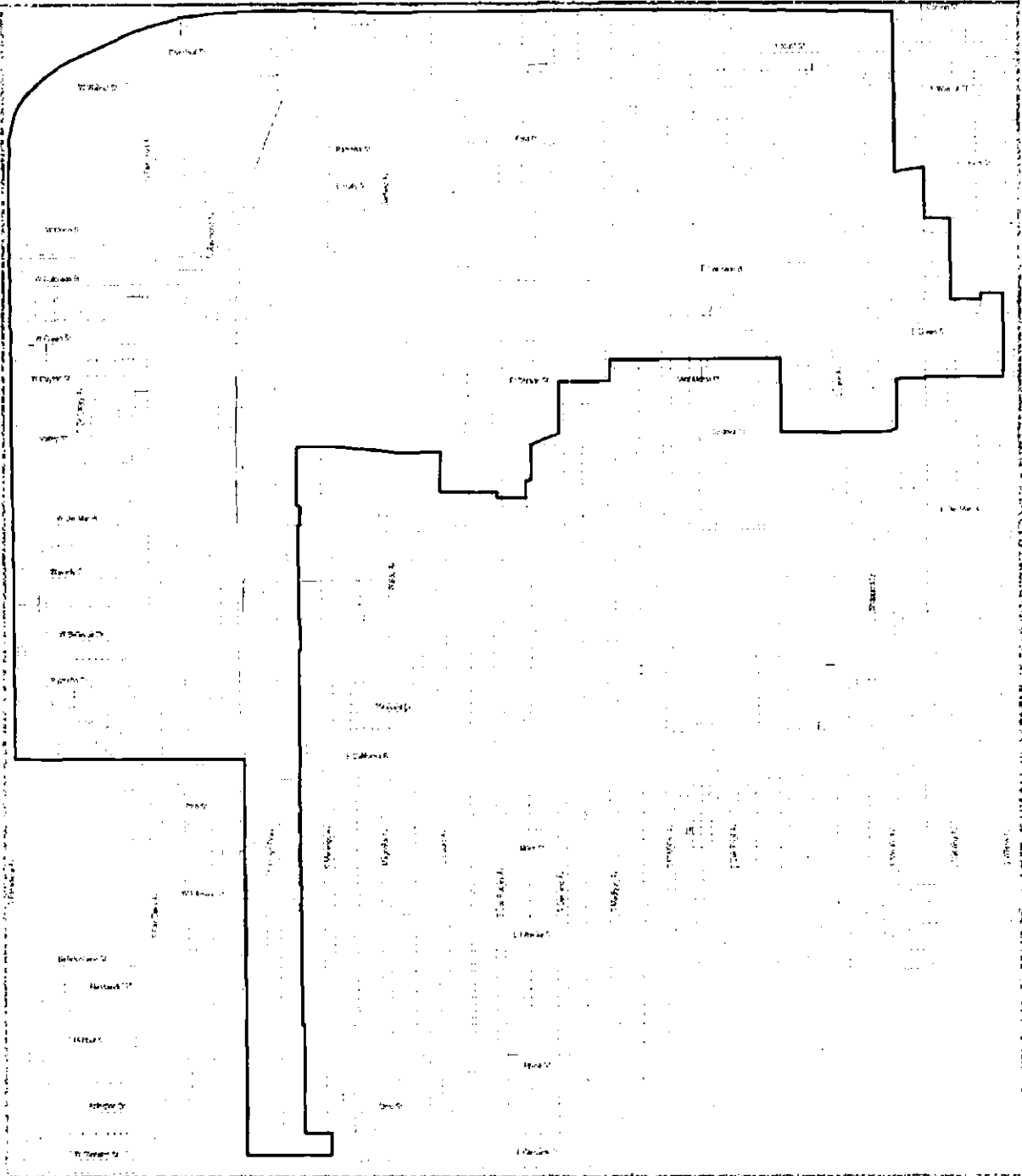
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- Boarding Houses – Redefines this such that it is clear that serving meals are not necessary, but that only one kitchen is permitted; residents are not a single-housekeeping unit. (Page 8-33)
- Business Support Services – New use classification which came under several different uses under previous code. Includes such uses as: mail box services, film processing, etc. (Page 8-34)
- Colleges – Non-traditional campus setting – Codification of BZA interpretation for such uses as Phoenix University which is treated as an office type use. (Page 8-35)
- Conference Center – Formerly part of Commercial Recreation. Conditionally permitted in the Central District and in the PS district. (Page 8-36)
- Convenience Store – New definition (Page 8-36)
- Drive-through Businesses, Non-Restaurants – Distinguishes between drive-through restaurants and drive-through banks and pharmacies. Non-restaurant drive-through businesses not subject to distance requirements under Article 5. (Page 8-37)
- Electronic Game Center – Formerly part of Commercial Recreation. Conditionally permitted in commercial zones. New standards contained in Article 5. (Page 8-38)
- Life/care Facilities – Continuum of care use, usually has residential units, residential care facilities and Alzheimer's care. (Page 8-40)
- Liquor Stores – New definition (Page 8-40)
- Mixed Use Project – New definition; standards contained in Article 5. (Page 8-41)
- Neighborhood or Community Garden – Codification of interpretation regarding that neighborhood gardens can be allowed in residential districts subject to MCUP. (Page 8-41)
- Pedestrian Oriented Use – New use. This use will be used primarily in the Central District where it requires ground floor uses to be pedestrian oriented. CD land use charts show which uses are pedestrian oriented. (Page 8-42)
- Personal Services – Restricted – New use classification includes check cashing and tattoo parlors. Subject to distance requirements under Article 5. (Page 8-43)
- Restaurant – Formula Fast Food – New use which is a chain-restaurant with standardized uniforms, etc. (Page 8-45)
- Stadiums and Arenas – New use as a result of splitting Commercial Recreation. Only conditionally permitted in the OS District. (Page 8-46)
- Transit Oriented Development – New definition. See Article 5 for standards. (Page 8-48)
- Urban Housing – Housing that has a density greater than 48 units per acre and is subject to the Urban Standards for Housing under Article 5. (Page 8-49)
- Vehicle Services – Sales and Leasing – Limited is a use in which only the sale of vehicles occur; no repair (Page 8-50)
- Work/Live Unit – A new use which is a commercial use with an accessory residential component. See Article 5 for standards. (Page 8-50).

Design and Format Changes of the New Zoning Code

- Use of single column format with double spaces between paragraphs for a more readable document; current code is double columned and more difficult to read;
- Consistent format in terms of organization by chapter and paragraph; use of bold titles so that information can be located quickly;
- Reorganization of Chapters such that similar requirements are grouped together so that there are less references and so that information is readily accessible;
- Because of the single-column format, graphics can now be located within the text to illustrate a requirement; previous code incorporated graphics at the end;
- The revised Zoning code has a comprehensive page of contents at the beginning of the Code and for each article, current code has a page of contents of two pages, new code will have a page of contents of thirteen pages.
- The new code is divided into eight articles and each article has its own pagination. Thus page 4-37 means 4th Article – page 37. This allows for easy repagination when the code is amended. This new numbering system avoids the complex and confusing numbering system that currently occurs when the code is amended (i.e. 720-136b.21 for example);
- The revised Zoning Code is organized by similar topic. For example, all specific plans are contained under Article 3, General Development Regulations are contained in Article 4 and Standards for Specific Land Uses are contained in Article 4; and
- The revised Code consolidates zoning definitions (currently they are located in several chapters). Definitions are located at the back of the code rather than at the front. The new Code has two chapters, one for technical terms, and the other for land uses. The Planning Commission has asked that the two chapters be combined into a single chapter for ease of use. This will occur in the final ordinance.

Figure 3-5 – Central District Transit Oriented Area



ATTACHMENT 4**MEMORANDUM**

TO: Joyce Amerson
Laura Dahl
Eric Shen

FROM: Pat Gibson

SUBJECT: Effects of Parking Cap on Central District Traffic Levels

DATE: September 21, 2004

REF: 1180

In January 2003 Kaku Associates prepared a memo summarizing the effects of the proposed zoning parking cap on Central District automobile traffic levels. We have reviewed the findings and conclusions of that memo and they remain valid today. Because the material may be pertinent to the upcoming discussion of parking caps, we have repeated that memo in the following paragraphs.

JANUARY 2003 MEMO

As requested, Kaku Associates has tested the effects of removing the proposed parking cap. We have measured the increased traffic levels and the resulting increases in volume/capacity ratios that would occur on each street segment in the City.

TRAFFIC INCREASES

At a meeting a few weeks ago, we presented data that showed that controlling parking in an urban area resulted in a traffic decrease of up to 20% in some central business districts. We decided at that meeting to use a conservative estimate of a 10% increase in downtown traffic as a result of "lifting" the parking cap. The locations discussed in that meeting include:

- a. The classic examples of "parking caps" influencing/reducing the amount of automobile traffic include San Francisco, Portland, Boston, and Seattle. Transit increases in these three cities over the 20-year history of the parking caps are in the 20-40% range. All have parking caps much more aggressive than those proposed for Pasadena. It should be noted that all three of these cities are dominant core cities that effectively control the development levels in their "competing" business districts. Therefore, they have the ability to enforce the parking cap on a regional basis.

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- b. Parking caps that are more in line with the levels proposed by Pasadena have been effective in Bellevue, Washington and Hartford, Connecticut. These cities have experienced traffic reductions in the 15-20% range with the reduction attributed to the limitation of long-term parking in their central districts or their major development projects.

Since the Mobility Element model assumed that the parking cap would be in place (as part of the recommended Central District Specific Plan), the new model run we completed increased the afternoon peak hour trip generation for Central District land uses by 10%.

The results of that model run are shown in the attached computer plot (Figure 1). The plot summarizes the difference between the model run of the Recommended Plan as compared to the Recommended Plan without the Central District Parking Cap. Increases in traffic flow indicate the amount of traffic that would be added to the street segment (by direction of traffic flow) as a result of lifting the parking cap.

The Central District land uses generate 16,700 outbound trips and 8,660 inbound trips in the afternoon peak hour. Thus, the elimination of the parking cap would add 2,540 trips to the Pasadena street system during the afternoon peak hour. From a trip generation standpoint, this is approximately equivalent to adding another Pasadena City College to the Central District – in other words, not an insignificant increase in Central District trips.

The results indicate that, as expected, the increased traffic levels are felt the most within the Central District itself. Colorado Boulevard would see an additional westbound 107-158 trips/hour between Marengo and Lake. Directional flows in the area of 100 trips/hour also occur on sections of Arroyo Parkway, SR 134, Green, Fair Oaks, Raymond, and Lake. Increases of 75-100 directional trips/hour are projected for Walnut, Cordova, and California. Virtually every other downtown corridor would experience increases of 25-75 trips/hour – including those streets that the community would like to see de-emphasized.

Interestingly enough, the corridors that accommodate significant amounts of through traffic (i.e., non-Pasadena traffic) experience a lower increase in new trips as a result of the parking cap removal. This is likely because these corridors are already "full" and even the new local trips tend to avoid them (e.g., Pasadena, St. John, and segments of Maple and Corson).

While the effects of the parking cap removal are primarily concentrated in the Central District, the effects of the additional traffic do not stop at the Central District boundaries. The east-west portions of Orange Grove north of the Central District increase across the entire City. Likewise, the San Gabriel, Rosemead, Foothill, and Washington corridors all experience a measurable and noticeable increase in traffic.

LEVEL OF SERVICE IMPACT

While many of the numeric increases in traffic levels discussed above do not seem excessive, it must be remembered that according to the City of Pasadena significant impact criteria, a street or intersection experiences a significant impact if the volume/capacity ratio increases by as little as 1 or 2% at the busier locations. The "capacity" of one lane of traffic through a signalized intersection is 1,600 vehicles per hour of green time. Thus, an increase of only 16 vehicles per lane per hour can increase the volume/capacity ratio of an intersection by 0.01 (or 1% of the intersection's capacity). An increase of only 32 trips in the peak direction can result in a significant impact on a four-lane street. Thus, the volume increases discussed above are clearly in the range that would result in a significant impact at many of the Central District intersections.

Figure 2 shows a summary of the increases in volume/capacity ratios that would result from the lifting of the parking cap. Given the existing Level of Service of most of the Central District intersections, an increase of 0.020 or more on the Primary Multimodal Corridors or 0.030 or more on the minor arterial streets would almost certainly result in a significant traffic impact at key Central District intersections. As can be seen on Figure 2, these levels are met or exceeded along Orange Grove, Fair Oaks, Raymond, Arroyo Parkway, Marengo, Lake, Maple, Walnut, Colorado, Cordova, Del Mar, and California. The effects are significant and widespread.

CONCLUSIONS

The proposed parking zoning code reductions have the potential to reduce downtown employment and residential automobile trips by 10%. In the Year 2015, this represents the reduction of slightly over 2,500 automobile trips to/from the Central District in the afternoon peak hour. This trip generation reduction is the equivalent of more than 1.5 million square feet of office buildings.

Two points of caution are appropriate here. First, there is a fairly narrow range in which a parking cap can be effective. Reducing the parking supply by 10-20% may result in a 10% reduction in automobile trips, but a 50-60% parking reduction is not likely to result in a proportional reduction in trips. At some point, market forces will take over and the supply of parking (or lack of it) will influence locational choices. "Artificial" zoning code restrictions that stray too far from the prevailing market will force decision-makers to avoid the over-regulated location and seek to live or open commercial businesses elsewhere. Centre City San Diego is a prime example. Years ago planners tightened down allowable office parking levels so much that offices went elsewhere in the region. There has been virtually no new office space built in downtown San Diego in years and now planners are considering "raising the office parking cap" downtown as a means to lure office space back to the Centre City. This market force consideration is especially sensitive for the Pasadena Central District because of the proximity of competing locations such as downtown Glendale, Burbank, and Los Angeles. An over-

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regulated Pasadena environment could send desirable development to these alternate locations.

Secondly, realize that the "parking cap" is not the only means available to control all-day employee parking demand – the stated goal of the strategy in Pasadena. Parking pricing can be a much more flexible strategy that can be effective at discouraging single-occupant, all-day employee parking. The City of Pasadena controls enough parking in the Central District to influence the overall cost of the parking supply. High costs for monthly employee parking or discounts for carpools, early arrivals, late departures, etc. are financial strategies that the City could implement and the private sector would likely follow suit.

The Pasadena Mobility Element model was run with an additional 10% automobile trips generated by the Central District land uses, and it was found that the additional traffic would increase the afternoon peak hour traffic by over 100 vehicles per hour in the peak direction along Colorado, Fair Oaks, Arroyo Parkway, Green, Raymond and Lake. These increases are high enough to create a significant impact along these and most of the other key corridors in the Central District.

The revision of the zoning code to impose parking caps does indeed have the potential to make a difference in the performance of the Central District street system. The current proposal appears to be within the effective market range that will influence travel mode choice without discouraging new residents and businesses from selecting Pasadena as their desired location.

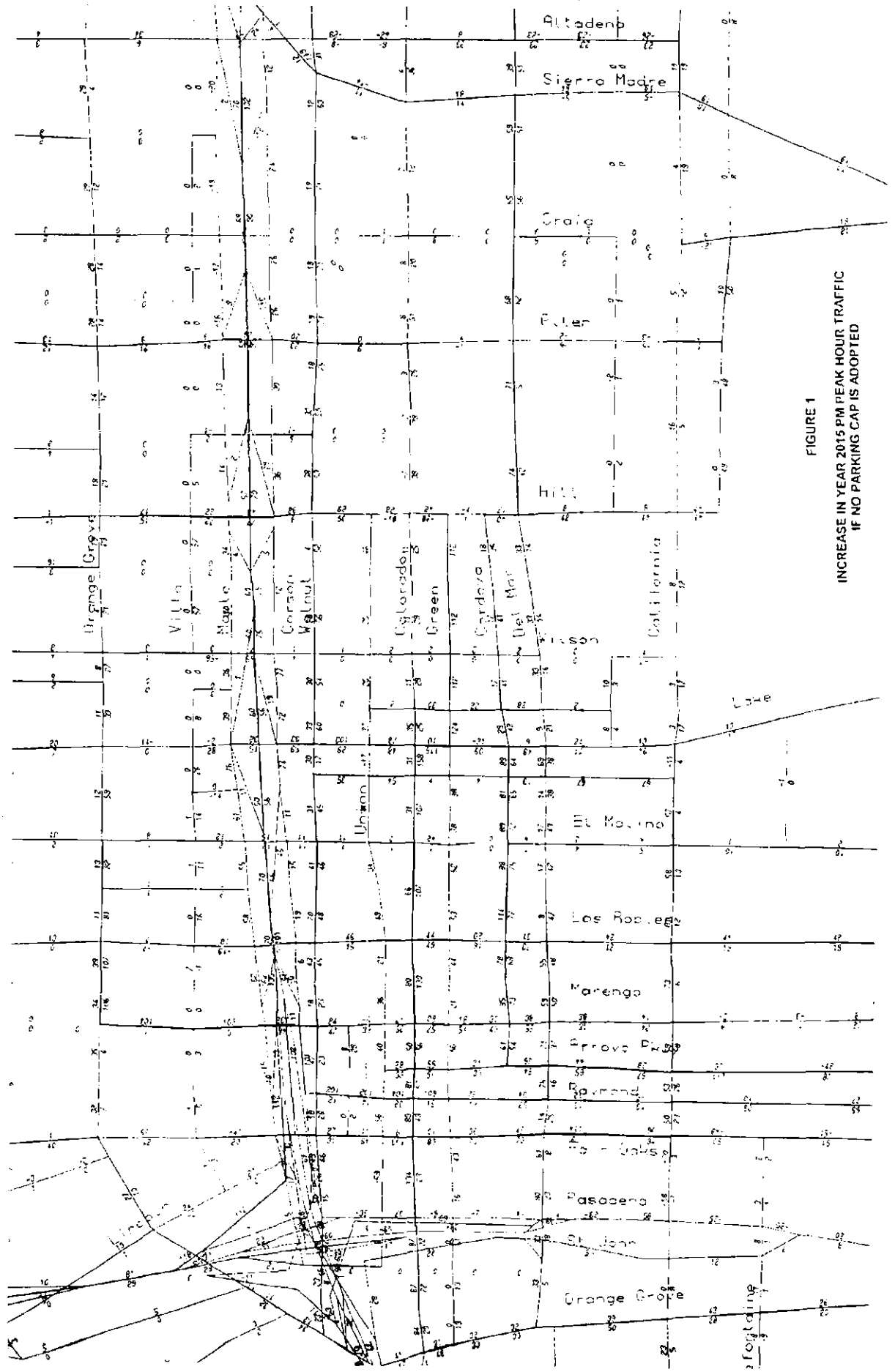


FIGURE 1
 INCREASE IN YEAR 2015 PM PEAK HOUR TRAFFIC
 IF NO PARKING CAP IS ADOPTED

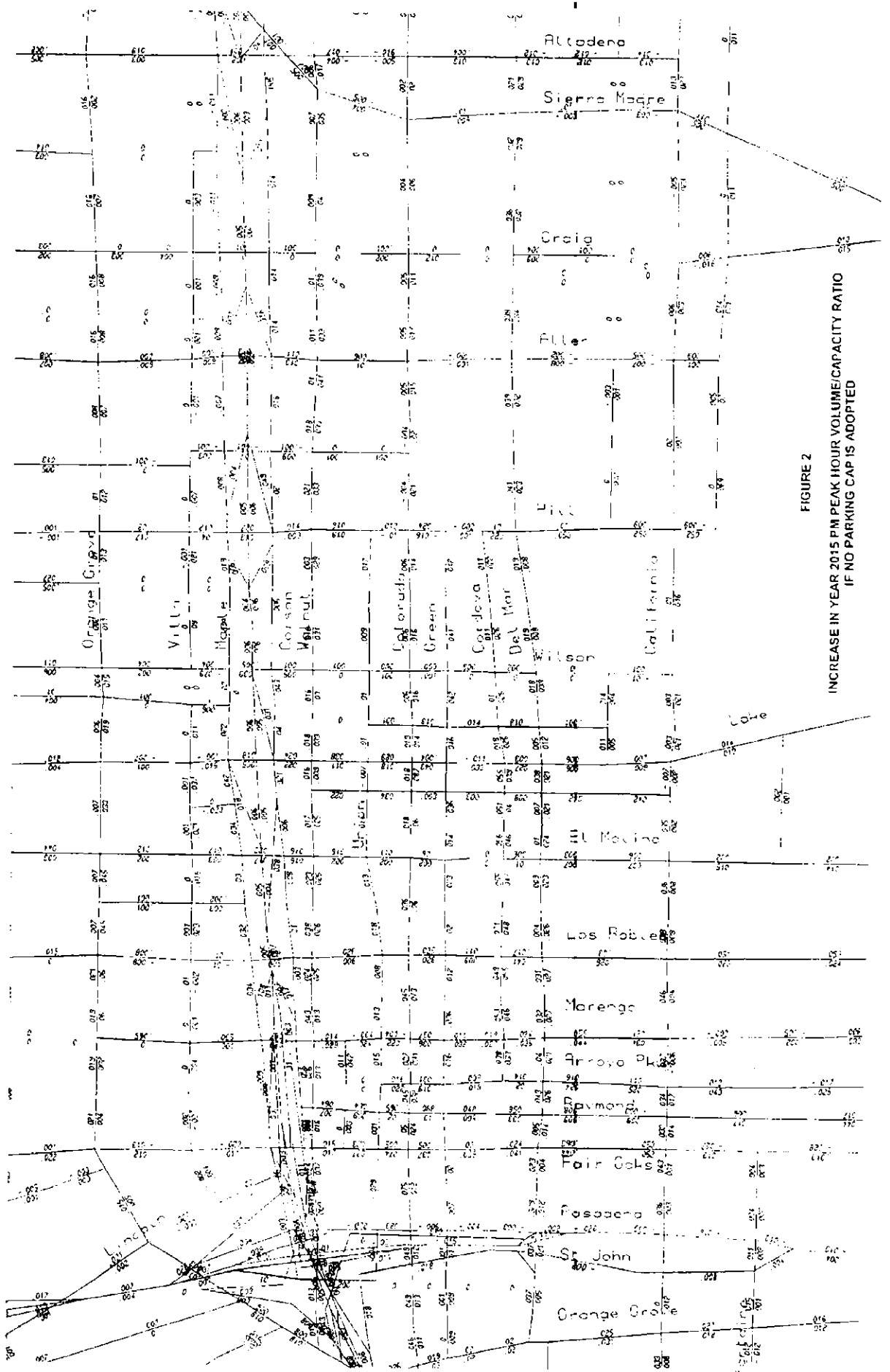


FIGURE 2
 INCREASE IN YEAR 2015 PM PEAK HOUR VOLUME/CAPACITY RATIO
 IF NO PARKING CAP IS ADOPTED

Survey of the Parking for Projects in the Central District

Project	# of units	Commercial	# of parking spaces	Parking Ratio for Residential
Arpeggio – 325 E. Cordova	135	1,000 sq. ft.	218	1.5 spaces per unit
Acapella – 160 E. Corson	143	1,000 sq. ft.	224	1.5 spaces per unit
Operating Engineers – 290 No. Hudson	140	None	230	1.5 spaces per unit plus guest parking
Bob Champion Project – 175 Sol Lake; 160 So. Hudson	72	2,000 sq. ft.	112	1.5 spaces per unit
Trio Project – 621 E. Colorado	304	14,600 sq. ft.	876	1.5 spaces per unit
Archstone – 25 So. Oak Knoll	120	8,000 sq. ft.	221	1.5 spaces per unit
Alexan – 801 E. Walnut	214	None	372	1.7 spaces per unit
Paseo Colorado – 278 E. Colorado	387	Lots!	581	1.5 spaces per unit
840 E. Green	103	27,000 sq. ft.	214	1.55 spaces per unit
Dayton Street Townhomes – 46-56 W. Dayton	17	3,920	43	1.5 spaces per unit