

OFFICE OF THE CITY MANAGER

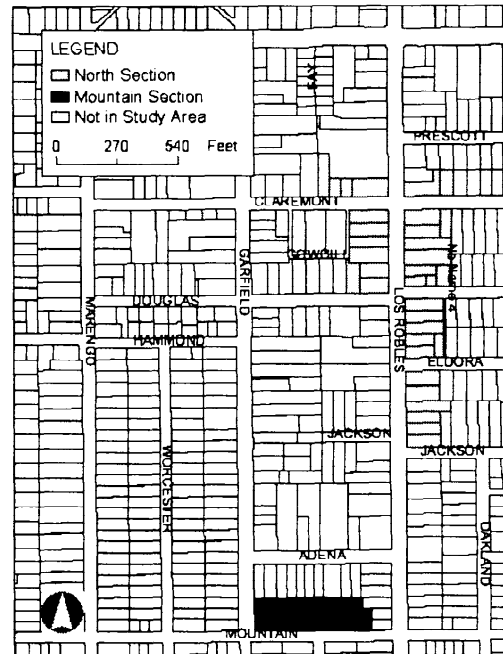
MAY 8, 2006

TO: CITY COUNCIL

FROM: CITY MANAGER

SUBJECT: PROPOSED ZONING MAP AND GENERAL PLAN AMENDMENT
FOR THE RM-12 SECTION OF THE LOS ROBLES/ADENA
STUDY AREA

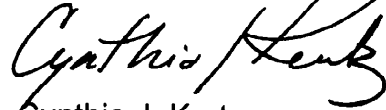
The City Council, on November 7, 2005, reviewed a staff recommendation to downzone the North Section of the study area from RM-16 to RM-12 and the Mountain Section from RM-32 to RM-12 and change the General Plan designation accordingly. The Council referred both this zone change study back to the Planning Commission to explore alternatives that would maintain the scale of existing multi-family development along Los Robles and protect historic buildings, but would allow additional development of reasonable scale even when options for density bonuses are exercised. The Council also wanted the alternative to preserve existing and provide for additional affordable and workforce housing.



To respond to these concerns staff developed an alternative which would create an overlay over the RM-16/South section of the study area. However, the alternative would keep staff and the Planning Commission's recommendation to change the zoning for the North and Mountain sections to RM-12. The

alternative is further outlined in a memo attached to the agenda report for the RM-16 area.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Cynthia J. Kurtz". The signature is fluid and cursive, with a long, sweeping underline that extends to the right.

Cynthia J. Kurtz
City Manager

**NEW CORRESPONDENCE
FOR
MAY 8, 2006 MEETING**

Rodriguez, Jane

From: Gordo, Victor
Sent: Wednesday, March 15, 2006 5:21 PM
To: Rodriguez, Jane
Subject: FW: Downzoning, public statement

Jane:
Please add this to the public record.
Thanks,
Victor

From: Laura Nawrocki [mailto:lauranawrocki@sbcglobal.net]
Sent: Wednesday, March 15, 2006 10:40 AM
To: Holden, Chris; Gordo, Victor
Cc: Mark Nawrocki
Subject: Downzoning, public statement

Mr Holden and Mr Gordo,
My name is Laura Nawrocki. I represent the interests of my husband, Mark Nawrocki and myself. We own and reside at 338 Adena Street, kitty corner to the proposed development project at 351 Adena Street.

We strongly support the downzoning proposal for the area surrounding and including 351 Adena Street for following reasons:

1. Congestion: Adena Street is a very narrow street, so narrow, that two cars cannot safely pass one another if cars are parked along the street. Additional multi-unit properties will dramatically increase the traffic and street parking on this already congested street. Street parking throughout the neighborhood is currently unsightly and as residents we oppose any project which will increase the number of cars on this or surrounding streets. With regard to this specific project, I suspect that any guest traffic, overflow parking and additional cars per household will plan to park on Adena Street or the adjacent Garfield Avenue.
2. Aesthetics: A downzoned neighborhood will keep the character of the neighborhood. We are very recent homeowners. We took possession of our home at 338 Adena Street in October 2005. We are proud of the heritage of the neighborhood, the larger lot sizes, and deep setbacks. We bought into the "brand character" that Garfield Heights exudes with its large Victorian manses juxtaposed with signature Craftsmen homes, manicured yards and the great spirit of community. We feel strongly that over developed parcels will negatively impact the value of our home.
3. Density: Similar to the parking and car congestion, overbuilt properties will simply densify this small street, this neighborhood, too dramatically. A scaled down version of currently proposed and future planned developments would certainly help matters. The current proposed 18 units at 351 Adena Street is too large, too dense for the parcel. 351 is a raised lot. We reside on the opposite side of Adena, at street level. The currently proposed site would be equivalent to building a three story building across the street.

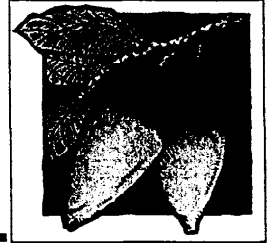
We respectfully submit this letter in strong support of the downzoning proposal and ask that the City work with developers to scale projects more in keeping with this residential neighborhood; to maintain the character of the neighborhood and preserve the safety of the area for the owners, tenants and their children.

Mark Nawrocki
Laura Nawrocki

338 Adena Street
Pasadena, CA 91104
626.345.9175

GARFIELD HEIGHTS NEIGHBORHOOD ASSOCIATION

PO Box 90322 • Pasadena • California • 91109-0322
ghna@yahoogroups.com • www.garfieldheights.org



November 3, 2005

City Council
City of Pasadena
c/o Jane Rodriguez, City Clerk
117 East Colorado, 6th Floor
Pasadena, California 91105

RECEIVED
05 NOV 14 AM 1:50
CITY CLERK
CITY OF PASADENA

Re: Magnolia Resident's zoning change proposal

Dear Councilmembers:

On behalf of the Garfield Heights Neighborhood Association, I am writing to document our support of the recommendations presented by the Magnolia Avenue residents regarding their recommendations for refinements to the existing zoning code for new development adjacent to historic neighborhoods.

There are many examples throughout Garfield Heights where high density zoning is located next to historically significant structures. The recommendations presented by the Magnolia Avenue residents provide the appropriate measures to preserve the fabric of historic neighborhoods, while continuing to allow for moderate development that is respectful of historic surroundings. Their recommendations would be a benefit to many historic neighborhoods throughout Pasadena.

Please include this letter in the agenda package of the City Council meeting when this issue is considered.

Sincerely,

A handwritten signature in black ink, appearing to read 'Mark Mortenson'.

Mark Mortenson
GARFIELD HEIGHTS NEIGHBORHOOD ASSOCIATION
2005 Chairperson

cc: Berkeley Harrison
Ron Logan

2005 Board of Directors

Mark Mortenson, Chair • Karen Van Alstine, Vice-Chair • Laura Stewart & Lauren Fox, Co-Secretary • Buddy Renzullo, Treasurer
Bernard Liddell • Curt Maranto • Dawn Allison • Holly Clearman • Nick Johnston

PLANNING COMMISSION RECOMMENDATION

The Planning Commission considered the zone changes and General Plan amendments on September 21, 2005, and recommended that the City Council approve the amendments, as recommended above.

NORTHWEST COMMISSION

On September 13, 2005 the Northwest Commission voted to disapprove the recommendation to rezone the study area. The Commission's concerns centered on whether the zone changes would be the most effective way of providing affordable housing. The Commission expressed that the most certain way of providing affordable housing was to rely on the affordable units required by the Inclusionary Housing Ordinance in new developments. Furthermore, the Commission expressed that keeping the existing zoning would provide more affordable units than the proposed zoning.

EXECUTIVE SUMMARY

The Garfield Heights Neighborhood Association requested the City to down-zone the areas along Adena Street and North Los Robles Avenue due to concerns over the possible negative side effects of increased density and the incompatible design of new high density projects next to single family areas. In response, the Planning Commission initiated a zone change study. The study examined the issues of compatibility, the existing density levels, the presence of non-conforming lot sizes and width, and the character of Los Robles Ave. Based on the study and input from the community, staff recommends changing the zoning and General Plan designation of the North Section from Multi-Family Residential RM-16 to Multi-Family Residential RM-12 and the Mountain Section from Multi-Family Residential RM-32 to Multi-Family Residential RM-12.

BACKGROUND

In response to a written request from the Garfield Heights Neighborhood Association to down-zone areas adjacent to the Landmark District, the Planning Commission, on May 11, 2005, initiated a zone change study for the Adena Street portion of the study area. Later, on June 22, the Commission expanded the size of the study area to include three pieces: the North, South, and Mountain sections. At its July 27 meeting the Commission reviewed a preliminary recommendation from staff. After meeting with the neighborhood, staff presented their recommendations to the Northwest and Planning Commissions.

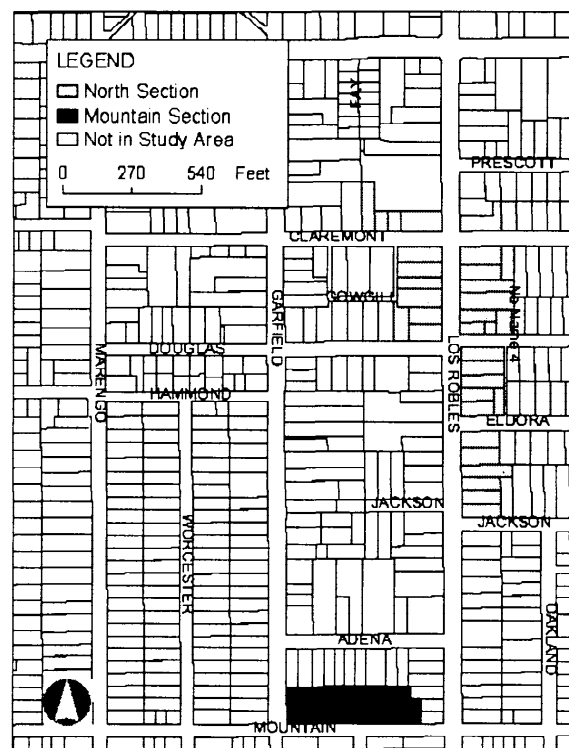


Figure 1: This map shows the study area

ANALYSIS

DESCRIPTION OF STUDY AREA: The 43 parcels which make up the study area are divided into two sections. The North Section, made up of 43 parcels, is zoned City of Gardens Multi-Family Residential RM-16, which allows 16 dwelling units per acre. The Mountain Section, made up of nine parcels, is zoned City of Gardens Multi-Family Residential RM-32, which allows 32 dwelling units per acre.

DENSITY: In the RM-16 zoned, North section, 77% of the properties have two units or less. In the RM-32 zoned, Mountain section, 60% of the properties have two units or less. Despite the fact that this area has been zoned for multi-family structures since the mid 1930s it has undergone little increase in density. The City has completed a number of down-zonings in the Northwest area. For more detailed information on the existing density of the study area see Attachments One and Three.

CHARACTER: While in general the consolidation of lots in multi-family areas makes development much more efficient, lot consolidation might not be positive for this neighborhood. This is not a typical multi-family area where large apartment/condo style buildings line the street. Nearly 80% of the buildings in the Mountain Section and 85% of the building in the North Section have a single-family character (e.g. a single-family house, a single-family house converted to multi-family housing, or a single-family house with multi-family housing in the rear). See Attachment Two for more information on the building types in the study area.

Additionally, the average (median) width of lots in the North Section is 55 feet and 69 feet for the Mountain section. If lots are consolidated in order to create multi-family development, the scale and width of the new buildings could be dramatically different than the existing. By down-zoning, the likelihood for lot consolidation will decrease and the potential for preserving the neighborhood's character will increase.

BUFFERING AND COMPATIBILITY: The existing zoning allows for the construction of multi-family structures directly adjacent to single-family districts. In some cases in the existing Code, buildings could be built to the property line. This limited amount of separation may seem too small to owners of adjacent single-family homes. Partially due to the concern of how building height and setbacks affect adjacent single-family zones, the City is proposing to revise portions of the City of Gardens ordinance.

AFFORDABLE HOUSING: Based on the current zoning, if all the lots were built to their maximum capacity, the City's Inclusionary Housing Ordinance would not apply. None of the lots are currently large enough to build ten units – the point at which compliance with the Ordinance is required. However if lots are consolidated, larger developments with affordable housing components is feasible.

In this discussion of affordable housing one key figure is unknown - the percentage of housing that is currently offered at an affordable rate. The reason why this is important is that if 30% of the units in the area are currently offered at an affordable rate and new developments is not required to provide any affordable housing, then keeping the existing development would more likely keep affordable housing.

HOUSING SUPPLY: One of the effects of down-zoning an area is the reduction in the potential housing supply. If the Council changes the zoning as staff recommends, there

is a theoretical loss of 43 new units. If the existing zoning were maintained, an additional 39 units could be created in the North Section and 25 units in the Mountain Section. By adopting staff's recommendation, an additional 19 housing units could be built in the North Section and 2 units in Mountain Section. These numbers could be misconstrued for the same three reasons described earlier in the Affordable Housing section of this report.

CONSISTENCY WITH GENERAL PLAN

Staff is recommending to change the General Plan designations on the Land Use Diagram. Even so, these changes are consistent with the objectives and policies found in the General Plan.

Land Use Element

Objective 1 – TARGETED DEVELOPMENT: Direct higher-density development away from Pasadena's residential neighborhoods and into targeted areas, creating an exciting urban core with diverse economic, housing, cultural and entertainment opportunities.

Policy 1.9 – Other Geographical Areas: Limit development outside targeted development areas.

The proposed re-zoning will not reduce the density of development in areas earmarked for higher densities. The areas designated for higher densities (referred to in the above objective and policy as "targeted areas" and "targeted development area") are the specific plan areas.

Objective 5 – CHARACTER AND SCALE OF PASADENA: Preservation of Pasadena's character and scale, including its traditional urban design form and historic character, shall be given highest priority in the consideration of future development.

Policy 5.4 – Neighborhood Character and Identity: Urban design programs, including principles and guidelines, shall recognize, maintain and enhance the character and identity of existing residential and commercial neighborhoods.

Policy 5.9 – Contextual and Compatible Design: Urban design programs shall ensure that new development shall respect Pasadena's heritage by requiring that new development respond to its context and be compatible with the traditions and character of Pasadena, and shall promote orderly development which is compatible with its surrounding scale and which protects the privacy, and access to light and air of surrounding properties.

The proposed re-zoning will assist in assuring that new developments preserve Pasadena's character and scale. By changing the zoning, different development regulations will be applied to new construction, which will allow for more generous setbacks and lower heights.

Housing Element

Policy 1.1 – Preserve the character, scale, and quality of established residential neighborhoods.

See discussion under Policy 5.9 of the Land Use Element

Policy 1.10 – Promote the preservation of the existing affordable housing stock.

The affect of this down-zoning on affordable housing can not be known with certainty. New development is more likely to occur under the existing zoning. Of those new developments none will need to comply with the City's Inclusionary Housing Ordinance, unless lot consolidation occurs. In addition, new development will likely displace more renters.

Policy 2.1 – Encourage the production of housing appropriate to all economic segments of the population, including lower-, moderate- and upper-income housing, to maintain a balance community.

See the discussion under Policy 1.10

CONSISTENCY WITH THE ZONING CODE

An amendment to the General Plan's diagram and the Official Zoning Map may be approved only after first finding that:

§17.74.070 (A) (1) *The proposed amendment is in conformance with the goals, policies, and objectives of the General Plan; and*

See the discussion of General Plan consistency above.

§17.74.070 (A) (2) *The proposed amendment would not be detrimental to the public interest, health, safety, convenience, or general welfare of the City.*

Since these zone changes and General Plan amendments are consistent with the General Plan, as written above, and the General Plan is the statement of the public interest; therefore it will not be detrimental to the public interest. Reducing the allowed density will not cause any harm to the health, safety, or welfare of the City. Further, any project proposed under the new zoning would require City approvals (ranging from building permits to design review) which allow for the review of these projects' affect on the health, safety, and welfare of the surrounding community.

§17.74.070 (A) (3). *For General Plan diagram amendments only, the site is physically suitable (including absence of physical constraints, access, compatibility with adjoining land uses, and provision or utilities) for the requested/anticipated land uses/developments.*

By changing the zoning categories more lots will be in conformance with the lot size and width requirements set by the code. This allows for future construction to occur on lots that are closer in size and width of the ideal lot size, thus allowing for the type of development envisioned by the Code.

FINDINGS FOR STATE LAW

Since 2003, local jurisdictions are required to assess any reduction in potential density on a parcel to determine whether it will affect the jurisdiction's capacity for its share of the regional housing need (i.e., RHNA). If adequate capacity remains then the jurisdiction may approve the reduction but only with two written findings: (1) that the reduction is consistent with the general plan, including the housing element; and, (2) that the remaining sites are adequate for the jurisdiction's share of regional housing need. For the zone changes that are proposed in the study area, the two findings should be made.

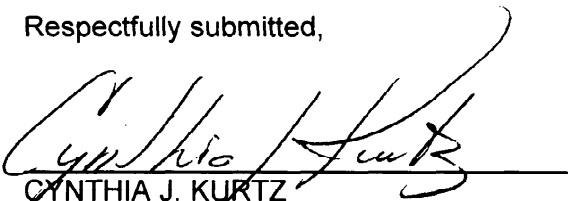
The zone changes are consistent with the City's General Plan, according to the analysis above in this report. The City's remaining sites are adequate for development of the City's share of regional housing need. The 2000-2005 Housing Element analyzed sites both in multifamily residential districts and also in districts that allow both residential and commercial uses, including the seven specific plan areas. Within the residential districts alone, the element established a remaining capacity of 2,899 units. The proposed zone changes would reduce this capacity within the city's residential districts by a maximum of 43 units, from 64 to 21 within the study area itself. According to the Element, the remaining capacity of 2,856 units, not including the potential within the specific plan areas and other commercially zoned districts, is adequate to meet the city's RHNA of 1,777 for the period through 2005.

FISCAL IMPACT

The immediate fiscal impact resulting from this zone change and General Plan amendment is staff time. No fees were paid in order to process this request.

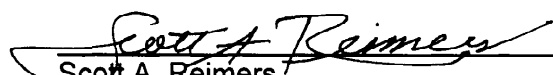
The long term fiscal impacts are unknown. If implemented, the development potential for this area will decline. This could mean a reduction in property value and a loss in permit fees. However there appears to be a phenomenon of converting multi-family units back to single-family homes. It could be argued that by helping to retain the character and scale of the neighborhood and by assisting in historic preservation property values, and thus revenues, could rise.

Respectfully submitted,




CYNTHIA J. KURTZ
City Manager

Prepared by:



Scott A. Reimers
Associate Planner

Approved by:

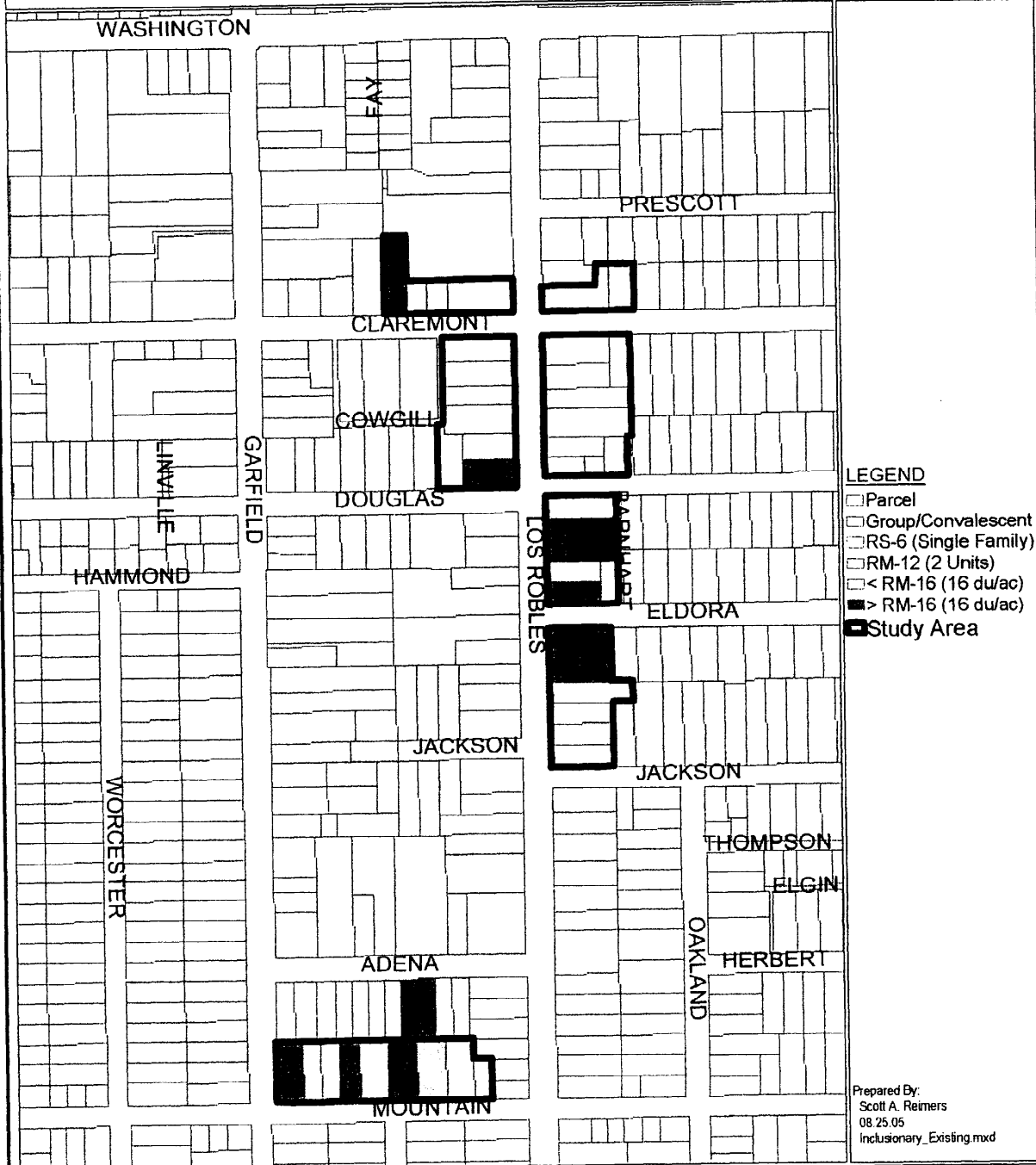


Richard J. Bruckner
Director of Planning and Development

Attachments:

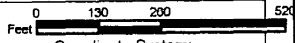
- 1. Density Level Map**
- 2. Building Type Map**
- 3. Density Levels and Average Lot Sizes**
- 4. Negative Declaration and Environmental Initial Study**
- 5. Certificate of Fee Exemption: De Minimis Impact Finding**
- 6. Notice of Determination**

City of Pasadena Garfield Heights Zone Change Study - Density Levels



- LEGEND**
- Parcel
 - Group/Convaescent
 - RS-6 (Single Family)
 - RM-12 (2 Units)
 - < RM-16 (16 du/ac)
 - > RM-16 (16 du/ac)
 - Study Area

Prepared By:
Scott A. Reimers
08.25.05
Inclusionary_Existing.mxd



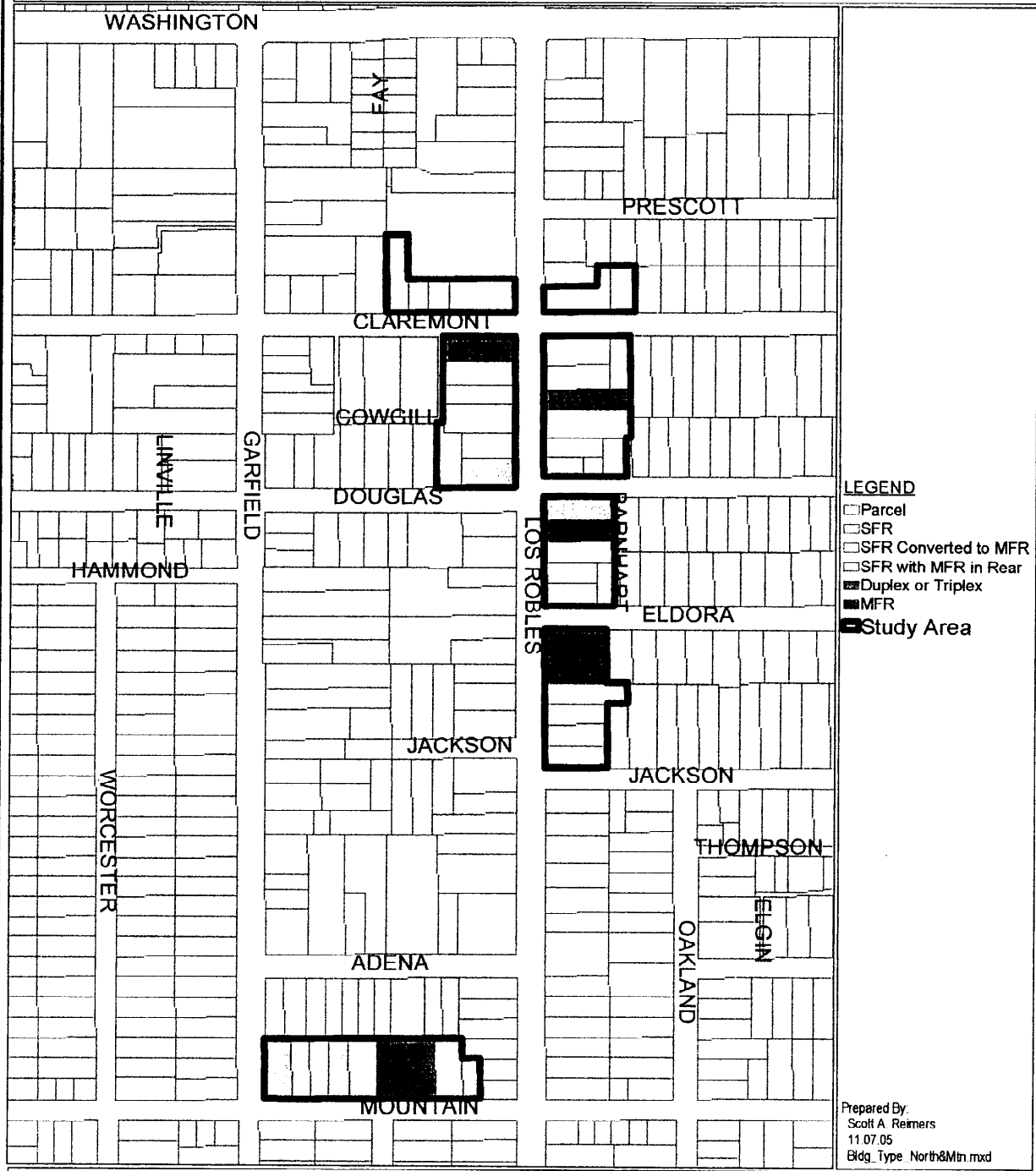
Coordinate System:
State Plane California Zone V
FIPS 405 (Feet), NAD 1983

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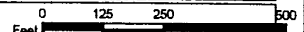
City of Pasadena

Garfield Heights Zone Change Study - Building Type



- LEGEND**
- Parcel
 - SFR
 - SFR Converted to MFR
 - SFR with MFR in Rear
 - Duplex or Triplex
 - MFR
 - Study Area

Prepared By:
 Scott A. Reimers
 11.07.05
 Bldg_Type_North&Mtn.mxd



Coordinate System:
 State Plane California Zone V
 FIPS 405 (Feet), NAD 1983

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AUG 22 2005

LOS ANGELES, COUNTY CLERK



City of Pasadena
Planning Division
175 N. Garfield Avenue
Pasadena, California 91101-1704

NEGATIVE DECLARATION

PROJECT TITLE: Garfield Heights Zone Change Area

PROJECT APPLICANT: City of Pasadena – Planning Division

PROJECT CONTACT PERSON: Scott Andrew Reimers, Associate Planner

ADDRESS: 175 N. Garfield Ave.; Pasadena, CA 91101

TELEPHONE: (626) 744-6710

PROJECT LOCATION: The Multi-Family Residential, City of Gardens RM-32 and Multi-Family Residential, City of Gardens RM-16 properties along N. Los Robles Ave. between Claremont St. and Mountain St.; and the north side of Mountain St. between N. Los Robles Ave. and N. Garfield Ave. See the map on page two of the initial study.

PROJECT DESCRIPTION: The proposed project is to change the zoning and General Plan Land Use designation for an area along North Los Robles Avenue between East Claremont Street and East Mountain Street. To the right is a diagram of the study area and its three sections. If the City Council approves the zone change and general plan amendment, the zoning for the northern section of N. Los Robles Ave. would change from Multi-Family Residential, City of Gardens RM-16 to Multi-Family Residential, Two Units Per Lot, RM-12 and the General Plan designation would change from Medium Density Residential to Low-Medium Density residential. The southern section of N. Los Robles Avenue – which currently has a zoning designation of Multi-Family Residential, City of Gardens RM-32 and a General Plan designation of Medium-High Density Residential – would be re-zoned to Multi-Family Residential, City of Gardens RM-16 with a General Plan Designation of Medium Density Residential. The Multi-Family Residential, City of Gardens RM-32 zoned area known as the Mountain section would be re-zoned to Multi-Family Residential, Two Units Per Lot RM-12. In conjunction, the Land Use Designation for this area would change from Medium-High Density Residential to Low-Medium Density Residential.

GARFIELD HEIGHTS ZONING STUDY AREA
Density Levels Compared to Proposed Zoning

Section of Study Area	% Lots with Densities at or Below Proposed Zoning	% Lots with Densities Above Proposed Zoning	(%) Single Family	(%) Two Units (RM-12)	(%) > RM-12 < RM-16*	(%) > RM-16*	(%) Group Home
North Los Robles <i>RM-16 to RM-12</i> <i>34 parcels</i>	77	21	56	21	0	21	3
Mountain Section <i>RM-32 to RM-12</i> <i>10 parcels</i>	60	40	30	30	10	30	0

GARFIELD HEIGHTS ZONING STUDY AREA
Average Lot Sizes Compared to Zoning Requirements

Portion of Study Area	Median Lot Size	Minimum Lot Size Requirement	
		Existing Zoning	Proposed Zoning
North Los Robles <i>(RM-16 to RM-12)</i>	8,058 sq ft	7,200 sq ft	7,200 sq ft
Mountain <i>(RM-16 to RM-12)</i>	8,276 sq ft	7,200 sq ft	7,200 sq ft

FINDING

On the basis of the initial study on file in the Current Planning Office:

The proposed project COULD NOT have a significant effect on the environment.

The proposed project COULD have a significant effect on the environment, however there will not be a significant effect in this case because the mitigation measures described in the Mitigation Monitoring Program on file in the Planning Division Office were adopted to reduce the potential impacts to a level of insignificance.

The proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

Completed by: Scott Andrew Reimers
Title: Associate Planner
Date: 08.22.05

Determination Approved:
Title:
Date:

PUBLIC REVIEW PERIOD:

COMMENTS RECEIVED ON DRAFT: Yes No

INITIAL STUDY REVISED: Yes No