

Agenda Report

TO: CITY COUNCIL

DATE: SEPTEMBER 21, 2009

FROM: CITY MANAGER

SUBJECT: LAS ENCINAS HOSPITAL MASTER PLAN AMENDMENT
ENVIRONMENTAL IMPACT REPORT
2900 EAST DEL MAR BOULEVARD

RECOMMENDATION

Following a public hearing, it is recommended that the City Council:

1. **Adopt a resolution** certifying the Final Environmental Impact Report, making environmental findings, and adopting the Mitigation Monitoring and Reporting Program;
2. **Acknowledge** that the preliminary landscape plan and urban forestry plan calls for the retention of 542 unprotected trees and 214 protected trees and the planting of 174 new trees. **Approve** Private Tree Removal Permits for the 45 protected trees based on a public benefit finding (Attachment 4).
3. **Approve** the proposed Las Encinas Hospital Master Plan Amendment subject to the conditions of approval (Attachment 2); and
4. **Direct** staff to return in 90 days with (1) a resolution for adoption of the approved master plan and (2) a master plan document revised in order to reflect the adopted conditions of approval (Attachment 2).

PLANNING COMMISSION REVIEW

The Planning Commission reviewed this item on September 9 and recommended approval of staff's recommendation with changes to the conditions of approval. The Planning Commission's suggested changes are shown by bolded and italicized text in the recommended conditions of approval.

The Commission expressed concern that the applicant would remove trees and then not provide the new hospital building, one of the stated public benefits. To address this, the Commission recommended a revision to condition 74 requiring the applicant to pay a

deposit for the full value of each protected tree proposed for removal prior to its elimination.

Staff concurs with all of the Commission's recommended changes except the proposed change to condition 74. Staff's version of condition 74 works in conjunction with condition 73 requiring the applicant to make progress toward constructing the main hospital building. The Commission would review the applicant's progress at its three, five, seven, and ten year review. If the Commission finds that the applicant is not making progress then it can levy a fee equal to the value of each tree. In addition, staff believes that the applicant is showing a strong commitment to constructing and operating a psychiatric hospital. This is demonstrated in the form of

- construction of nearly 20% of the proposed new beds in the first phase (Building 33),
- construction of a 103 car parking structure for the hospital two phases prior to construction of the main hospital building, and
- agreeing to continually operate 128 psychiatric hospital beds on campus during construction.

In addition to the commitments listed above it is important to note that the applicant is providing additional public benefits beyond the construction of the hospital building and use, most notably preservation and relocation of four historic structures previously proposed for demolition and applying for National Register status.

DESIGN AND HISTORIC PRESERVATION REVIEW

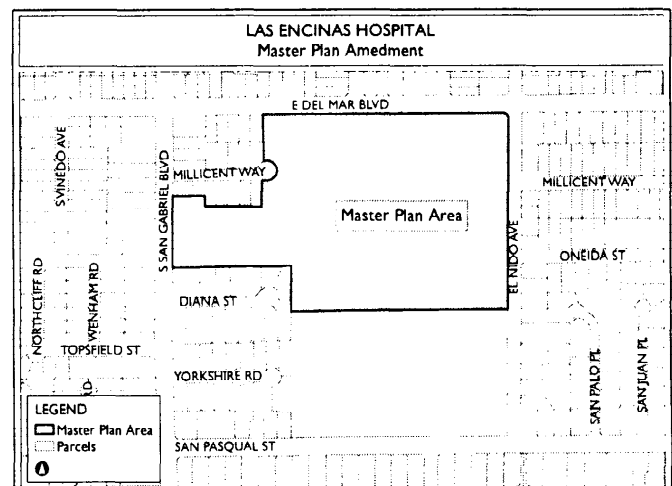
The Design and Historic Preservation Commissions reviewed the proposed master plan amendment on July 27 and August 3, 2009, respectively. The Commissions received the plan favorably and commended the applicant and staff's work. Recommendations on the project include landmarking three additional trees (two Coat Live Oaks and an Australian Tea Tree), providing the applicant and the Commissions flexibility in designing the Hospital (Building 35) and the detached independent living units (Buildings 36), and including a historic preservation architect on the design team. Staff and the applicant agree with the Commissions' recommendations and have included them as conditions 61-70. Attachment 5 includes a memorandum detailing the Commissions' recommendations.

BACKGROUND

Las Encinas, 24.7-acres in size, is north of another institutional use – Monte Vista Grove Homes, a 13.7-acre retirement community operated for and by the Presbyterian Church. The other surrounding uses are single-family houses.

Site History

Dr. James H. McBride founded the hospital in 1904. Prior to this, the site contained buildings from the Lamanda Ranch and



Rancho period of history, most notably a water tank house constructed circa 1879 and a barn, likely constructed around 1880. Prior to this, nine important Native American villages were located in the San Gabriel Valley. The closest, Akuuronga was located near La Presa Avenue and Huntington Drive approximately .8 miles to the south of Las Encinas. No physical evidence of Native American inhabitation of this site has been found; however the EIR includes mitigation measures (CUL-F through CUL-H) requiring additional study prior to grading and the overseeing of excavation work. Since the hospital was founded in 1904, it has continually provided behavioral health care services. In the 1970's the hospital added an 85-unit life/care facility called The Oaks.

Existing Conditions

The buildings on the site are mostly located near East Del Mar Boulevard and El Nido Avenue. The existing 30 buildings total approximately 225,000 square feet and have the following uses: outpatient medical offices; a life/care facility; a psychiatric hospital, including patient rooms and administrative offices; and residences for staff members. The south portion of the site and the west portion of the site are generally devoid of buildings, except for some maintenance buildings. The west portion of the site includes single-family structures used by hospital staff. The portions of the site where most of the existing activity occurs have landscaping and an array of tree species. This is juxtaposed by the south and west portions of the site that are mostly feral, containing native and non-native species.

Existing Master Plan

The City approved the Hospital's existing master plan on October 28, 1986. The plan, which does not have a sunset clause, allows approximately 125,000 square feet of net-new development, the removal of 31% of the trees, and demolition of 12 buildings now considered historic. The only buildings that the hospital constructed as part of the 1986 Master Plan were two medical-office buildings (Buildings 18 and 23) totaling 8,800 square feet.

Proposed Master Plan

The master plan proposes approximately 50,400 square feet of demolition and the construction of approximately 346,000 square feet of floor area on the 24.7 acre (1,075,000 square foot) site. The plan proposes the following new buildings: 34,400 square feet of outpatient medical offices, a 28-bed adolescent psychiatry unit, a 120-bed psychiatric hospital (30 more beds than existing), a 52-bed assisted living facility, a 100-unit independent living facility, 32 detached independent living units, and a 105-car subterranean and surface level parking structure. The master plan projects that this construction will take place over five years.

Revisions to Plan

Throughout the process, beginning with pre-application review, the planning staff has worked with the applicant to identify and resolve a number of planning issues at the site. Many of these issues required an intricate balancing of competing requests that staff and the applicant heard at community meetings, scoping sessions, letters, petitions, phone calls, e-mails and through the environmental process. These issues included

preservation of trees, preservation of viewsheds, limiting building heights, providing generous setbacks, and preservation and relocation of historic buildings.

Through active engagement with Pasadena Heritage and staff, the applicant has agreed to staff's recommended conditions of approval that would preserve The Lodge (Building 16), Las Palmas (Building 15), and The Barn (Building 27) -- these buildings were initially proposed for demolition. The applicant also worked with staff and Monte Vista Grove to redesign the Independent Living Building (Building 34) to continue to provide viewsheds to the San Gabriel Mountains while preserving the maximum number of trees. In addition, the applicant, working with an arborist and landscape architecture firm, redesigned portions of the site (most notably the area around San Gabriel Boulevard) protecting additional trees. Staff has continued to work with the applicant and has identified 16 more protected trees that can be preserved. The applicant has agreed to condition of approval 12 which preserves these additional trees.

ANALYSIS

Development Standards

The master plan amendment includes a series of site plans illustrating the proposed development. Buildings proposed for development must comply with this and any conditions of approval.

Building Area: The existing site contains approximately 225,000 square feet of total building area. The proposed Master Plan Amendment would allow for approximately 521,000 square feet or 295,000 net-new square feet.

TABLE 1
Comparison of Building Area Figures

	Site Coverage	FAR	Density (units/acre)
Existing Site		0.21	03.60
Proposed Master Plan	30%	0.53	09.19
Monte Vista Grove Homes	30%	0.37	10.29
Single Family (RS-6) Standards	35%	.30 + 500	06.00

Site Coverage: The size of the total development proposed by the master plan amendment is compatible with the existing and future land uses in the area. The proposed site coverage (the building footprint divided by the lot size) would be lower than the maximum allowed by single-family zoning and compatible with the recently approved master plan for Monte Vista Grove Homes.

Floor Area Ratio: The proposed FAR would be greater than that of a typical single family zone, but significantly less than that of most commercial areas. For comparison purposes, the most restrictive neighborhood commercial zone (CL) allows for a

maximum FAR of .7. The General Plan allows for a number of these zones to abut single family areas.

Density: Density is defined by the number of units/acre. The density of the proposed plan would be 1 unit/acre less than the recently approved Monte Vista Grove Homes Master Plan Amendment but 3 units/acre greater than the surrounding single-family zoning. Staff believes these to be compatible adjoining land-use densities.

Setbacks

The project applicant working closely with staff has designed a plan that strives to limit impacts on its neighbors by having appropriate setbacks. The master plan calls for a minimum 25-foot setback between new buildings and property lines. Single-family zoning would require main structures to be at least 25 feet from the rear property line. Thus, the new buildings would be at least 50 feet from single-family houses.

Building Height

The surrounding land uses are single family houses and institutions. Staff recommends condition of approval 19 which would limit heights to those listed below.

Table 2
Building Heights

	Stories	Max. Top Plate (ft)	Max. Height (ft)
Psychiatric Hospital (Bldg 35)	3	39.5	49.5
Assisted-Living (Bldg 32)	Up to 2	26	35
Independent-living (Bldg 34)	Up to 3	39.5	49.5
Adolescent Psychiatry Units (Bldg 33)	1	15	29
Medical Office Buildings (Bldg 30, 37 & 38)	1 & 2	26 (Two-story) 15 (One-story)	35 (Two-story) 29 (One-story)
Detached Independent-living Units (Bldg 36)	1 & 2	26 (Two-story) 15 (One-story)	35 (Two-story) 29 (One-story)

The applicant prepared photographic simulations to demonstrate the impact on the surrounding neighborhood (Figures 3.1-10, 3.1-11, and 3.1-12 and pages 16, 21, and 22 of the master plan). Due to the site’s southerly slope and the significant amount of perimeter landscaping, and the central location of the tallest buildings views of these tallest building will be minimal.

Tree Removal and Planting

Existing Tree Canopy: A detailed tree inventory was taken which includes the characteristics of each tree (see attachment 8) and the tree’s status under the proposed amendment. The southern portion of the site has not been built upon and is relatively un-maintained. This has allowed invasive, non-native species to mature. This has caused trees to crowd each other and impedes the growth of more significant trees. In the south and west portions of the site there are numerous Oak trees. The site’s urban

forestry plan shows that no Oaks older than 50 years of age are proposed for removal (see Attachment 6).

Number of Trees: The table below demonstrates the total number of trees at the site, the number of protected trees, and the master plan’s proposed removal. The master plan as proposed would result in a net increase in protected species.

Table 3
Tree Preservation, Removal, Relocation, and Planting

Proposed Status	Number	Protected
Existing number of trees	1035	278
Trees to be removed	-250*	-61*
Trees to be planted	+174	+ 85
Proposed total number of trees	930	299

**Does not include hazardous and relocated trees which would add 29 trees to the total number and 3 to the protected number.*

Protected Trees: After publication of the DEIR, staff worked with the applicant and the City’s Consulting Arborist to further reduce the number of protected trees proposed for removal. After many hours reviewing each of these 61 trees, staff recommends condition of approval 12 which would require design modifications to the plan to preserve the following trees: 93, 346, 359, 526, 658, 666, 774, 781, 798, 799, 830, 854, 928, 933, 939, and 946. This condition will limit the number of protected trees to be removed to 45. The table below demonstrates staff’s analysis of the 45 protected trees; staff recommends approval to remove these trees.

Table 4
Analysis of Protected Trees Proposed for Removal

Protected trees to be removed by the proposed master plan	61
Additional trees staff recommends preservation of	-16
Diseased, dying, or with objective feature	-9
Overcrowded conditions	-5
Retention of tree would require design modifications that would cause loss of more trees	-3
Removal required to relocate historic structures	-8
Remaining protected trees proposed for removal	20

Given the significant challenges of balancing important view sheds, height limitations due to surrounding land uses, the City’s historic preservation goals, and General Plan Objective 6 which supports the expansion of institutions, staff believes that removal of these 20 protected trees should be allowed. Retention of these trees would require the project to be reduced to a size where the applicant’s project objectives could not be

met. Attachment 7 to this staff report is a PDF file containing a slide of each protected tree slated for removal in the proposed master plan amendment.

Proposed Tree Species: The applicant's arborist, Cy Carlberg, worked with a landscape architect with a background in habitat restoration, Armstrong and Walker, to create a list of low-value, non-native trees (see page 18 of the proposed master plan) and to define a proposed tree species list. The applicant has designed a landscape plan that replaces the "low value" trees on the southern portion of the site with native species and a few exotic species to further support the arboretum-like quality. These native species require less water, will improve the City's urban forest, and have a longer life span. One down side is that these trees often grow slower. The landscape plan calls for 174 new trees; half of which will be protected species.

Finding of Public Benefit: In order to create a long-lasting, healthier, sustainable forest the applicant has applied to use the ordinance's first finding, that there is a public benefit to the removal of the tree. Staff supports this finding and has identified eight public benefits that will result from the project (See Attachment 4 for further details on this finding).

- A sustainable and healthier urban forest of 174 new/replacement trees with more native trees and less non-native and invasive species;
- Water efficiency improvements through use of California-friendly landscaping and plumbing improvements to existing buildings;
- The provision of senior housing – 142 additional independent-living units and 72 assisted-living beds;
- The construction of a modern, safe, and secure hospital building with 120 beds;
- The provision of community meeting space (condition of approval 2b);
- The creation of additional medical offices that will expand outpatient services; and
- The long-term preservation of the hospital by placing the site in the National Register of Historic Places as a historic district (mitigation measure CUL-A); and
- Improved environmental efficiencies by constructing the psychiatric hospital (Building 35) the independent living facility (Building 34) and the assisted living facility (Building 32) to meet the requirement of LEED Silver (condition of approval 47).

Historic Preservation

The Master Plan area contains 13 buildings, one structure and four landscape features that contribute to an area eligible for listing in the National Register of Historic Places, one structure (water tank house) that is eligible for local designation, and an oak tree that qualifies for designation. The project description in the Amendment to the Master Plan proposes to relocate the water tank house at 310 South San Gabriel Boulevard and demolish four structures eligible for inclusion in the historic district. These four structures include:

- The Barn (the western portion of Building 27);
- The Lodge (Building 16);

- Las Palmas (Building 15); and
- The Men's Dormitory (Building 25).

The Final EIR found that demolition of the barn or demolition of two or more of the historic structures constitutes a significant and unavoidable impact on cultural resources. Staff recommends adopting condition of approval 55 which prohibits demolition of, but allows for relocation of the Barn, the Lodge, and Las Palmas onsite (and allows demolition of the Men's Dormitory).

Staff does not recommend retention or relocation of the Men's Dormitory (Building 25). The 3,000 square-foot building is of very simple design. The building was likely built between 1905 and 1910 in the same period as the Lodge (Building 16), the Gables (Building 7), Bungalow (Building 19) and the Villa (Building 6). With staff's recommended conditions of approval, the master plan would retain each of these structures. Placement of the Men's Dormitory elsewhere on the site would have significant costs and forfeit square feet essential to the operations of the hospital. For this reason – and the plainness of the building – staff does not recommend retention or relocation of the building.

Further historic preservation will be accomplished through listing the site in the National Register of Historic Places (mitigation measure CUL-A), designating an oak tree on the site (mitigation measure CUL-E), and designating the water tank house at 310 South San Gabriel Boulevard (mitigation measure CUL-C).

Final EIR

An Environmental Impact Report found that the project would have a less than significant impact on aesthetics; operational air quality; hydrology and water quality; operational noise, and public services, utilities, and recreation. The project could have a significant impact on four areas (construction air quality, biological resources, construction noise, and transportation and traffic); however, the EIR includes mitigation measures that will reduce these impacts to a less than significant level.

Significant and Unavoidable Impacts

The project reviewed in the EIR would have a significant, unavoidable impact on cultural resources, due to the loss of four structures that contribute to the eligible National Register District and specifically The Barn. Staff's recommended condition of approval 55 would require the preservation of three of these buildings. Adopting this condition would reduce this impact to a less than significant level, and therefore no statement of overriding considerations is presented in the resolution certifying the EIR. All other impacts of this project would be mitigated to the same level.

Update on Water Supply Issues

The City is well aware of the current water shortage facing public entities throughout the state, and the EIR sets forth an as up-to-date as possible picture of this ever-changing situation as of the publication date of the Final EIR. However, even after circulation of the Draft EIR and publication of the Final EIR, the City continues to take action to

address the shortage at the local level as changing circumstances dictate. A summary of the most up-to-date water supply policies is provided as Attachment 9 to this staff report.

GENERAL PLAN CONSISTENCY

The Land Use Element of the General Plan contains objectives and polices that support institutions such as Las Encinas Hospital and their need for growth and development. The project, in conjunction with staff's recommended conditions of approval and the mitigation measures in the FEIR, is consistent with the objectives and policies of the General Plan. For detailed analysis review finding three of Attachment 3.

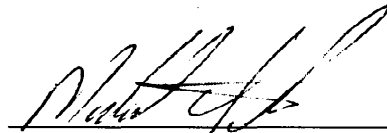
NEIGHBORHOOD MEETING

On December 13, 2005, a neighborhood meeting was conducted at The Oaks of Pasadena, the Independent-living Facility at the corner of El Nido Ave. and East Del Mar Blvd. A summary of that meeting is enclosed in the applicant's narrative of the master development plan amendment. In addition to this, the applicant has met with Pasadena Heritage, Pasadena Beautiful, Monte Vista Grove Homes, Members of the Tongva-Gabrielino Tribe, and other members of the public on numerous occasions. In response to concerns heard at these meetings the applicant modified the proposal between the Pre-Development Plan Review phase and the initial application submittal and also between the preparation of the Initial Study and the release of the Draft EIR.

FISCAL IMPACT

This master plan amendment will have no fiscal impact. The applicant will pay fees to cover the City's cost in reviewing and processing future plans and completing inspections.

Respectfully submitted,



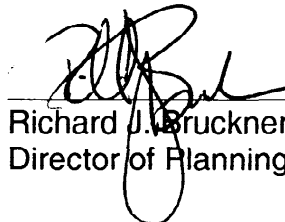
MICHAEL J. BECK
City Manager

Prepared by:



Scott Reimers
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Approved by:



Richard J. Bruckner
Director of Planning and Development

Exhibits:
Proposed Amendment to Las Encinas Hospital Master Development Plan

Attachments:

1. Final EIR
2. Draft Conditions of Approval
3. Findings for Master Development Plan
4. Findings for Private Tree Removal
5. Memorandum Regarding Design and Historic Preservation Commission's Advisory Review
6. Memo from Cy Carlberg dated 04/23/2009 Subject: Las Encinas Oak Trees
7. Slides of the 61 Trees Proposed for Removal (see CD)
8. Urban Forestry Plan (see CD)
9. Update on Water