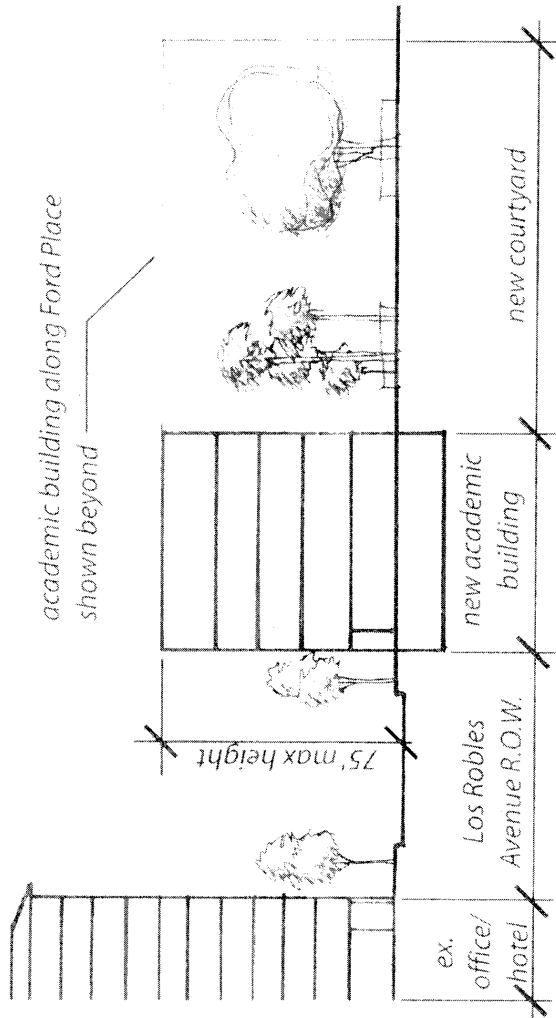
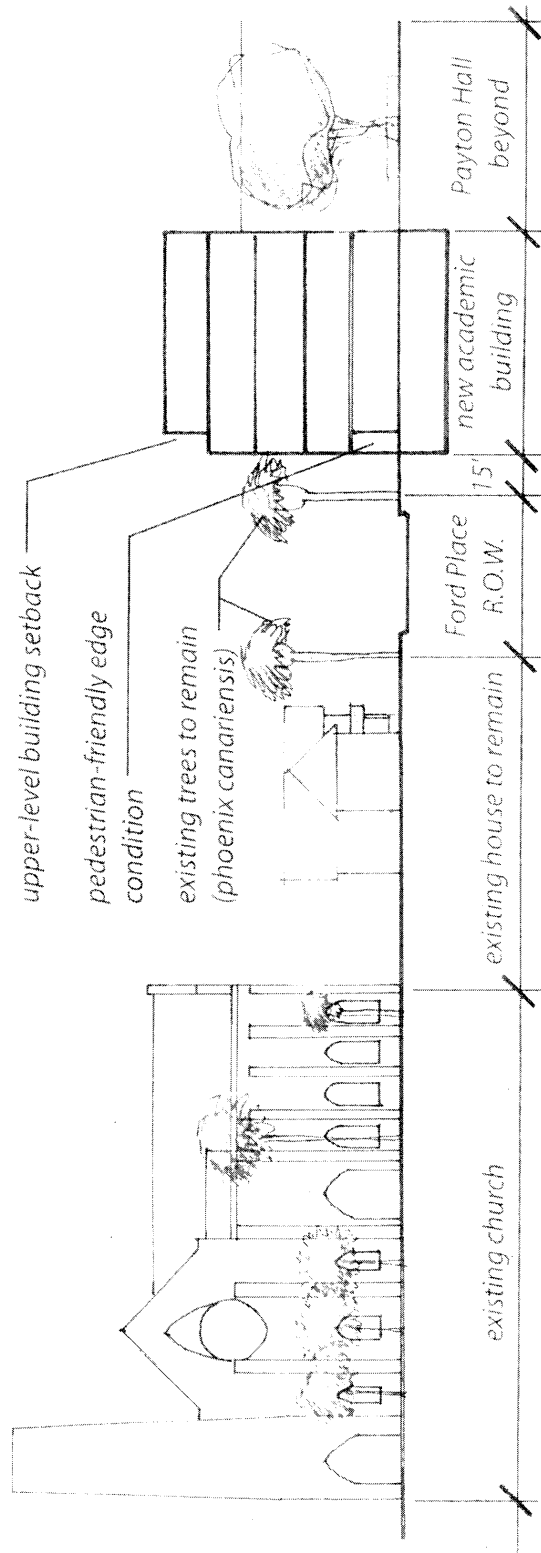


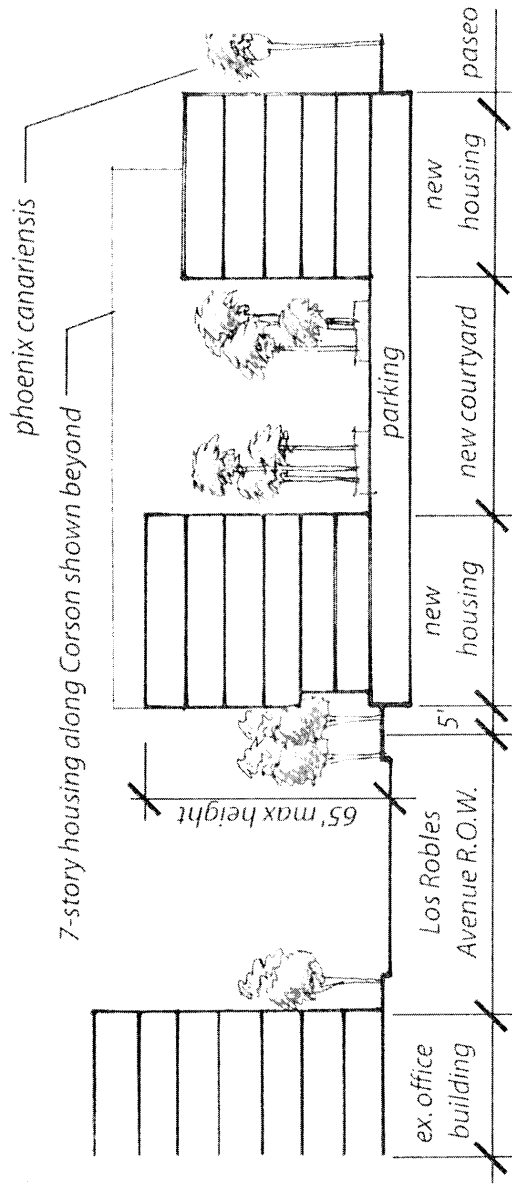
**Section C**



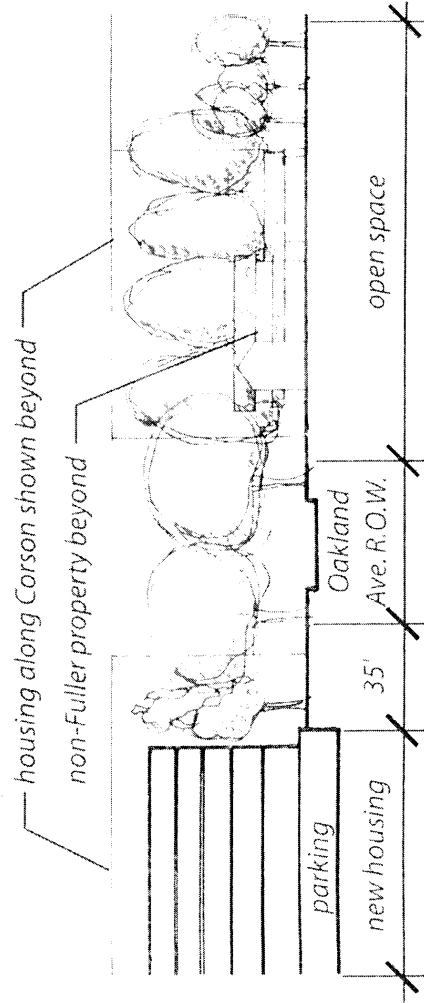
**Section D**



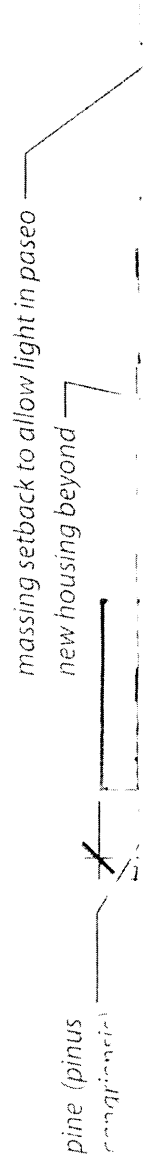
**Figure 17: Residential Sections**



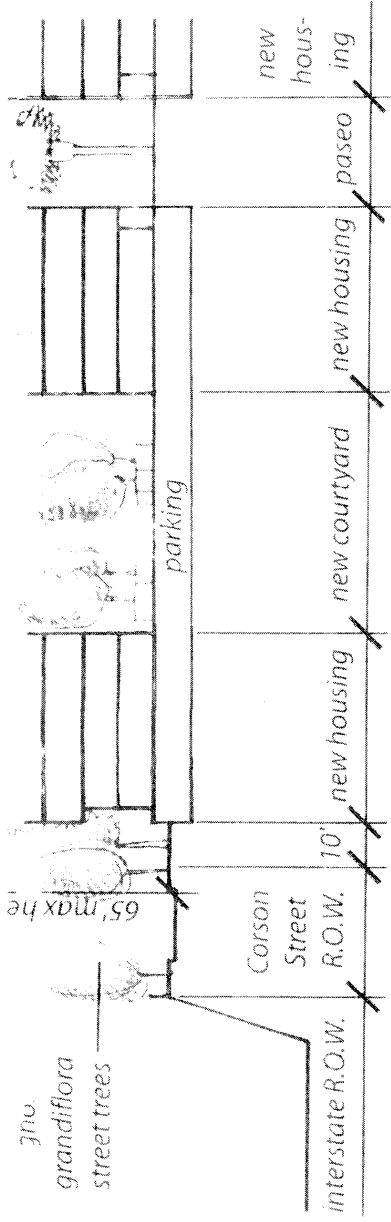
**Section E**



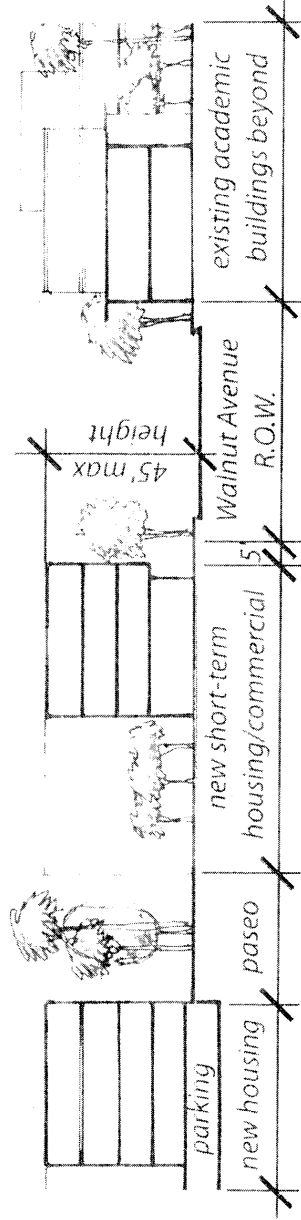
**Section F**



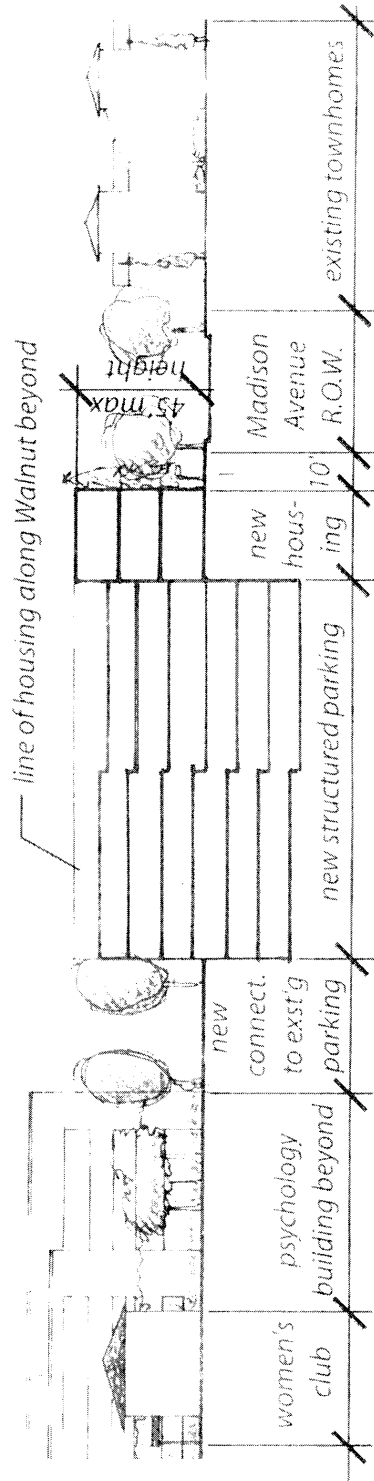
**Section G**



Section H



Section I



New student housing will be provided at three areas within the campus:

- New student housing will be constructed to the south of Corson Street, on both sides of Oakland Avenue, to replace and expand Fuller's current housing facilities.
- New student housing will be constructed as part of a new parking structure at the corner of Madison and Walnut Street.
- Short-term housing for visiting scholars and guests of Fuller will be constructed above new academic/retail facilities at the intersection of Walnut Street and Oakland Avenues.

Most new residential facilities will be four- to six-story structures, built on podiums with structured parking below. Except for site area, site width, density, maximum building height, and front-yard setbacks (which are specified herein), new facilities should conform to P.M.C. §17.24.050 (RM-48) in effect as of the date of adoption of the master plan.

**Oakland Village** The structural envelopes defined in the Oakland Avenue neighborhood allow for the development of multiple four- to seven-story structures, organized around private courtyards. To provide acoustic buffering from the adjacent highway, as well as to provide a transition from the taller buildings along Los Robles Avenue to the residential-scale neighborhoods to the east, these structures will step down in height as they move from Corson Street toward the south, and from Los Robles Avenue toward Oakland Avenue. A maximum of seven stories will exist at the corner of Corson Street and Los Robles Avenue, and a minimum of four stories will exist along Oakland Avenue. No buildings will be allowed within a 100' x 200' space measured from the Oakland Avenue curblin as shown on *Figure 7, "Overall Concept."* All structures will include subterranean parking for residents.

**Oakland Avenue** To provide easy pedestrian access to the heart of the residential campus from Los Robles Avenue, two publicly accessible, landscaped pedestrian walks will connect Oakland Avenue with Los Robles Avenue—one located midblock, and a second located just north of the existing gas station (as shown on *Figure 7*). New dormitories along Oakland Avenue will be set back from the property line a minimum of ten feet, and on average thirty-five feet, and the corresponding "front yard" will be publicly-accessible park space (*Figure 17, Section F*).

**Corson Street** Strategies along Corson Street seek to buffer the noise of the adjacent interstate freeway while providing a pleasant streetscape for pedestrians. Buildings will be set

back ten feet from the property line to align with existing Fuller housing at the corner of Corson Street and Madison Avenue to allow for landscaping (*Figure 17, Section G*). To break up the building mass along the north (and to provide easy public access to the interior of the residential campus) two publicly-accessible, landscaped pedestrian walks will occur near the center of both blocks (as shown on *Figure 7*).

**Los Robles Avenue** In keeping with the strong urban character along Los Robles Avenue, buildings will be set back a maximum of five feet from the property line (*Section E*). To provide a sense of arrival when heading south along Los Robles Avenue, the building at the corner of Los Robles Avenue and Corson Street, in conjunction with the landscape, will complete an urban gateway to the City of Pasadena. At the street level, the building mass will break down to create a pedestrian-friendly edge condition. As outlined above in the section on Oakland Avenue, two publicly-accessible, landscaped pedestrian walks through the Oakland/Corson neighborhood will be provided off of Los Robles Avenue.

**Walnut Crossroads** The intersection of Oakland Avenue and Corson Street is the crossroads of the Fuller campus: to the north of Walnut Street is the residential campus, to the south is the academic campus. New buildings in this area will seek to unify the intersection by responding to the scale of the existing Fuller properties to the south. Thus, new buildings in this area will be four-story structures, and will be set back five feet from the property line (*Figure 17, Section H*). These structures will provide new short-term housing for visiting faculty, scholars, and guests above Fuller-related administrative and commercial facilities on the ground floor. In keeping with the emphasis on easy public access to the Fuller campus, a publicly-accessible, landscaped, pedestrian walk—located midblock on the west side of Oakland Avenue—will connect Walnut Street to Corson Street.

**Madison Area (Housing)** In response to the residential development to the east of the property, new student housing at the corner of Madison Avenue and Walnut Street will be a maximum of four stories in height, wrapping the north and east sides of a new parking facility and effectively shielding the parking structure from public view. To allow for landscape planting, while still maintaining a strong street edge, the building face will be set back 10 feet from the property line (*Figure 17, Section I*).

#### **SECTION 4: Guidelines for Parking Facilities**

Fuller's current campus has an array of parking facilities, from podium-type structured parking to surface lots. As it makes the

transition from a commuter campus to a residential one, the seminary recognizes the need to create a comprehensive parking strategy for the coming years. To accommodate the parking needs of Fuller, as well as to create a community asset by providing structured parking so close to the emerging Playhouse District, a structured parking facility is recommended at the corner of Madison Avenue and Walnut Street.

The design of all surface and structured parking facilities will be in accordance with P.M.C. §17.68.

**Madison Area (Parking)** To accommodate the needs of the housing program, the envelope for the parking facility will be approximately thirty-five feet from the property line. The structure will consist of four levels of parking above grade, and three subterranean, totaling seven levels of parking with approximately 500 parking spaces. The parking structure will have a maximum height of thirty feet, while the overall structure (including housing) will have a maximum height of forty-five feet (*Figure 16, Section I*).

## SECTION 5: Architectural Guidelines

The architecture of Fuller's south campus can be divided into two distinct groups. Those structures that were part of the original Oakland Avenue/Ford Place residential area (or built in a similar style) and later, more modern buildings ranging in style from the Gothic Revival of the original Payton Hall to the International-Style architecture of the Walnut Professional Building. The north campus has a range of architectural styles—from Mission Revival to fairly nondescript California modern stucco—with no single style dominating.

**Academic Facilities.** On the south campus, new structures will respect the character and scale of the existing buildings (e.g., the Oakland Avenue/Ford Place bungalows) without needing to replicate their form or expression. Though there is a desire for a coherent campus experience, the south campus is a mixture of architectural styles, scales, programs, and building types prohibiting a single standard for architectural character. Instead, a varied architectural language can serve to "repair" the urban fabric by knitting together these disparate elements. Thus, in the Los Robles Area, buildings will be compatible with the massing, scale, materials, and architectural treatment of the surrounding context. In contrast, the program for and location of the chapel on Union Street suggests a "signature" architectural style that will convey the chapel's importance for the Fuller community.

**Residential Facilities** Given the proximity of the north campus to residential neighborhoods, new structures in the Oakland

Neighborhood, as well as the Madison Area, will seek compatibility in massing, scale, and materials with the surrounding context, while still maintaining a strong identity as a part of the Fuller campus.

**Guiding Principles for Buildings** In addition to the massing guidelines outlined above, the following set of qualitative design principles may be considered in the development of all new buildings (both academic and residential) on campus. While not binding, these principles do set out Fuller’s intentions for future buildings:

- **Incorporate flexibility into design.** Designing “loose fit” buildings allows them to adapt to changing needs over time, prolonging useful life.
- **“Waste equals food”:** Use cradle-to-cradle design strategies. Consideration of the eventual disassembly of structures enables choosing materials that return safely to the soil or to industry at the same level of quality.
- **Create durable buildings of long-term value.** Designing structures that endure over time optimizes the value of the materials and time spent in their construction, and provides Fuller with the best possible assets.
- **Incorporate daylight and natural ventilation in the design of all spaces.** Access to the outdoor world can create uplifting environments appropriate to Fuller’s mission, as well as enhance building energy performance.
- **Use lighting strategies that preserve views of the night sky and provide for safety and security.** Lighting the campus at night can be discreet, secure and yet sensitive to preservation of the night sky.
- **Design building massing and orientation to optimize solar access.** Harnessing the power of the sun—whether through “passive” or “active” strategies—can enhance building performance, and provide a higher quality of life for occupants.

## SECTION 6: Design Review

Design review procedures for renovations and new construction will be in compliance with the requirements set out in P.M.C. §17.80 and §17.92, in effect as of the date of the adoption of the master plan. Projects will be reviewed and evaluated at three levels of concern: the campus, the area, and the individual building.

**Renovations** The Design Review Commission will review permits for exterior alterations or additions to existing facilities visible from the public right-of-way, as specified in P.M.C. §17.92. Recognizing the significance of Fuller's older facilities—in particular, the bungalows outlined in P.M.C. §17.33.080—permit applications for exterior alterations or additions to existing academic or residential buildings more than fifty years old will be reviewed by the Cultural Heritage Commission. Interior remodeling at existing facilities will not be included in the design review process.

**New Buildings** All new academic, residential, and parking structures will follow design review procedures set out in P.M.C. §17.80 and §17.92, in effect as of the date of the adoption of the master plan.

### 3.11 Phasing

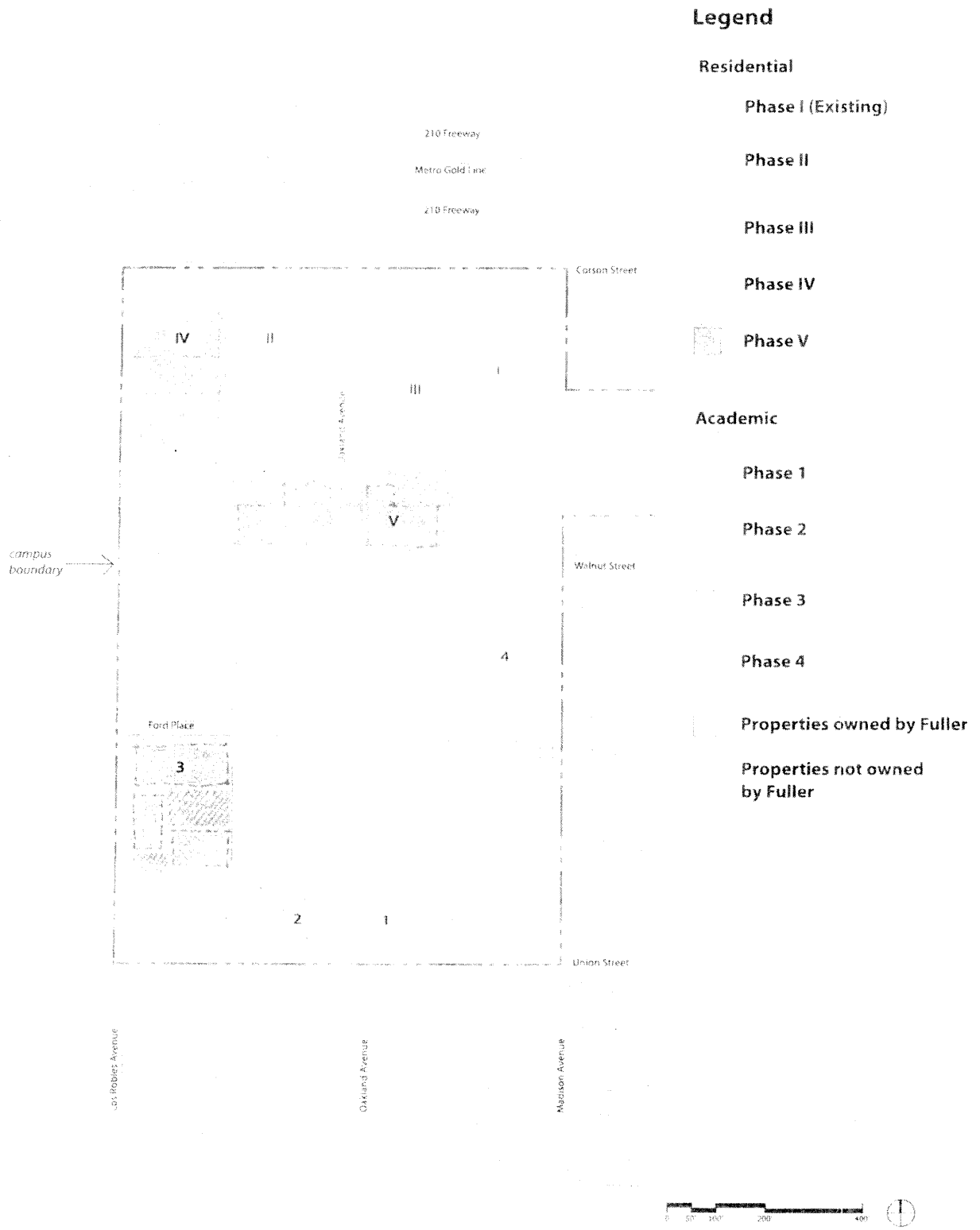
The Phasing Diagram (Figure 18) illustrates a probable phasing scenario for the residential and academic facilities. The phasing of academic facilities will be influenced by development and capital campaigns. The phasing for residential facilities will be determined in part by feasibility of land acquisition..

### 3.12 Long Range Plan

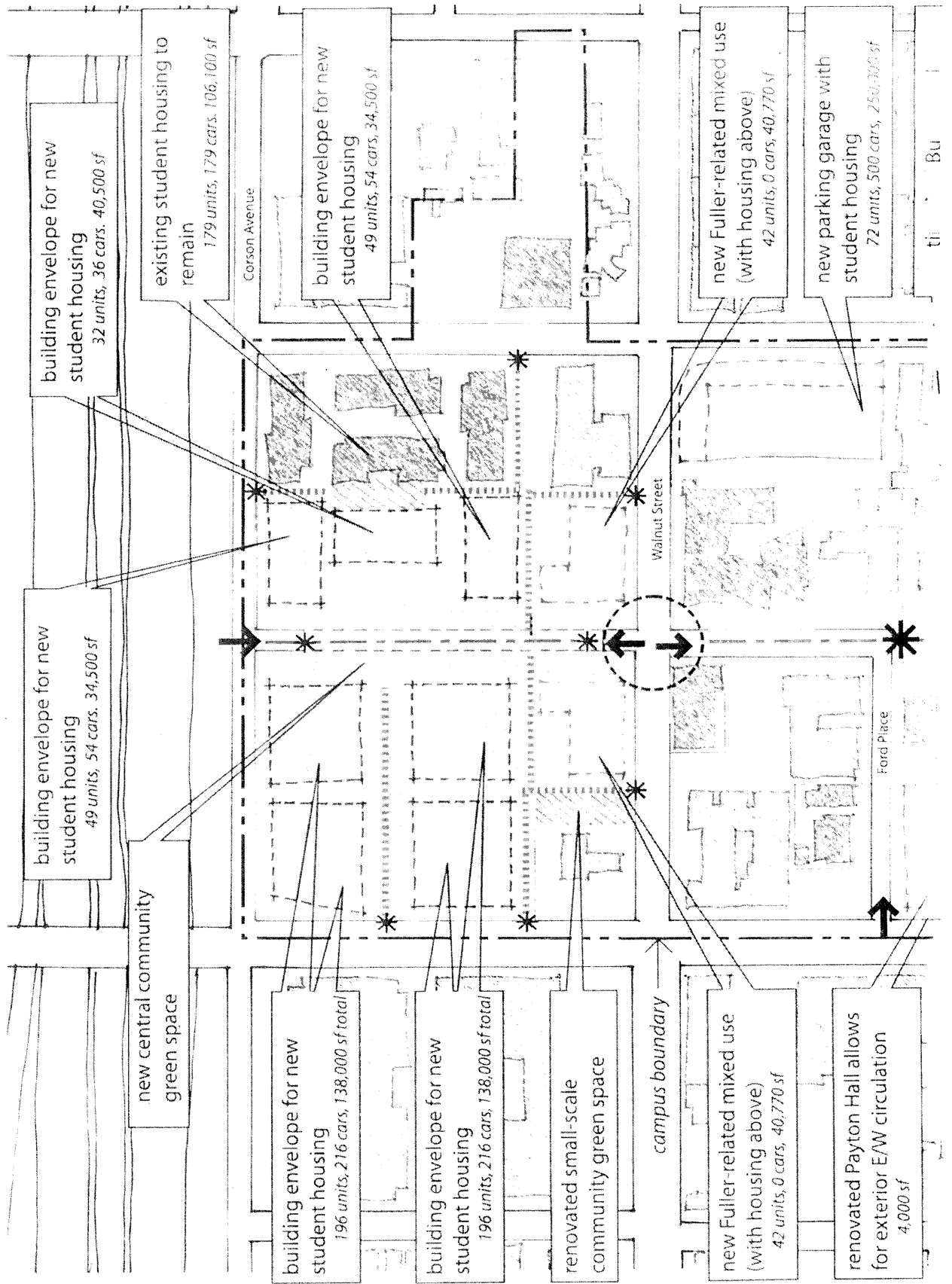
The master plan provides for Fuller's growth over the coming years. Planning for tomorrow's growth also means ensuring proposed developments do not preclude opportunities that might arise as a result of acquiring new parcels. Thus, inherent in the master plan is a vision of what the final Fuller campus might become (Figure 19: Long Range Plan). It is included here to shed light on how and why decisions were made, as well as to suggest opportunities for Fuller's further growth.

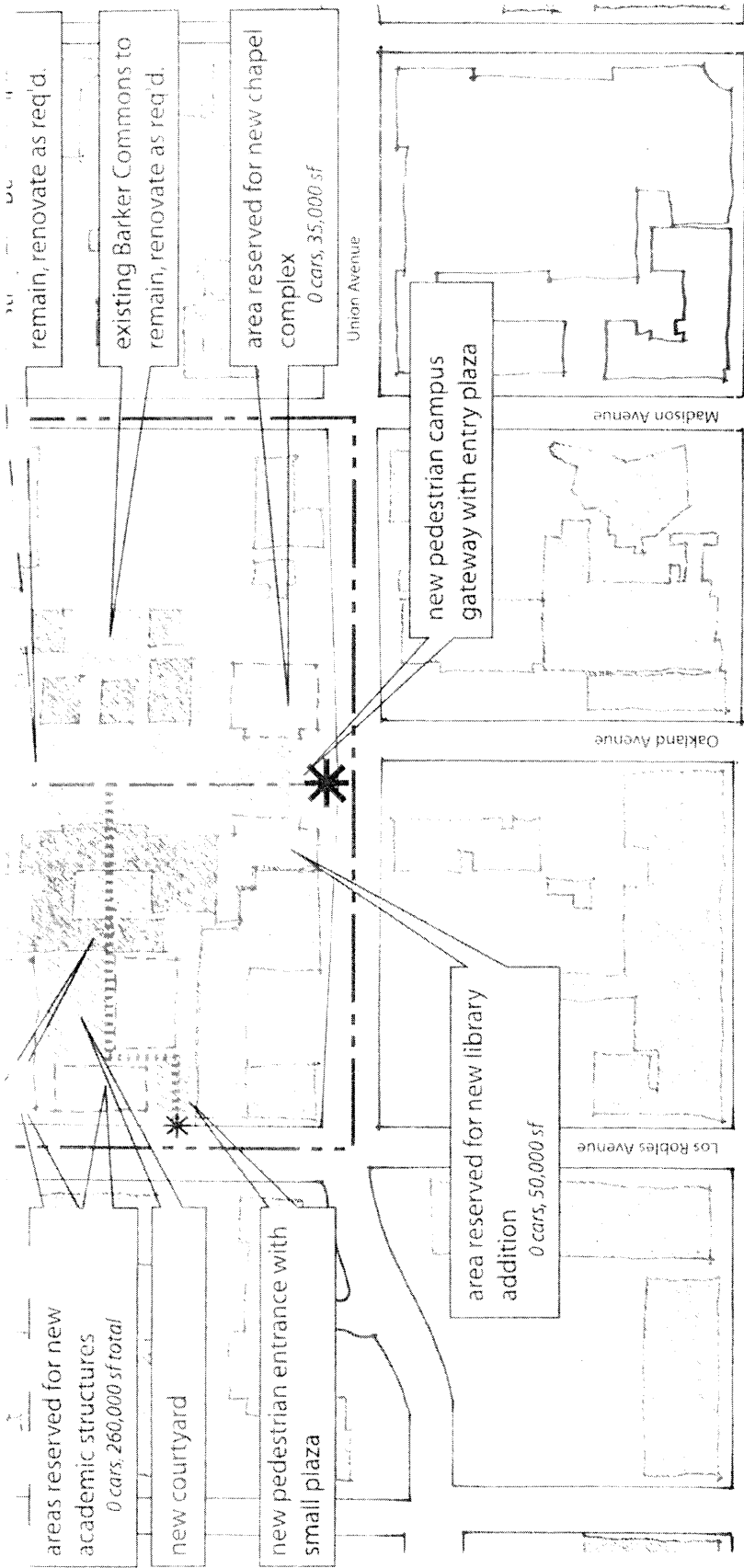


# Figure 18: Phasing



**Figure 19: Long Range Plan**





### Legend

- major pedestrian gateway
- minor pedestrian gateway
- pedestrian/auto access point
- pedestrian circulation (public)
- campus crossroads improve streetscape/intersection
- existing Fuller properties renovate as necessary
- properties not owned by FTS
- envelope for new campus buildings actual configuration to be determined
- envelope for new parking structure
- structured open space / plazas
- properties owned by FTS

## Appendix

### 4.1 Review of Planning Process History

In October of 1977, the City of Pasadena approved a comprehensive general plan that required all institutions over four acres in size to submit a master plan for approval to the Pasadena Planning Commission. Fuller Theological Seminary complied in April of 1981, requesting shortly thereafter that the "Fuller Seminary District" be expanded to include all of Fuller's campus (south *and* north of Walnut Street). This request was granted by the city and identified as District 13A. After negotiations in 1982, Fuller and city staff agreed on regulations and guidelines for development at the seminary to be incorporated directly into the Urban Design Plan, focusing in particular on:

- campus boundaries
- location and type of proposed land uses
- limits on future developments
- maximum density of future development
- open space and landscaping at the existing and future campus
- preservation of historically and/or architecturally significant structures
- automobile circulation and parking
- height limits and setbacks.

The final Central District Zone Ordinance (CDZO) reflects that agreement between the city and Fuller on the guidelines addressing development standards, with the stipulation that, "The [Urban Design Plan] will incorporate the provisions of the master plan and Fuller will not be subject to any other development guidelines." By resolution, the city declared that Fuller is exempted from all regulations and guidelines of the UDP except as specifically incorporated into the approved master plan. In 1985 all guidelines implementing the master plan were incorporated into the CDZO, and the city intended that these guidelines incorporated through the UDP into the CD Zoning operate as the "functional equivalent of a master plan" for Fuller. In the process of adopting this, the elements of the Fuller master plan underwent the processes of public hearings, environmental impact review and review, by the various city commissions and committees that would be required for a master plan.

Therefore, the board approved a functional equivalent of a master plan for Fuller, and agreed that Cultural Heritage and Design review of proposed development by Fuller is limited to evaluation for consistency with the Fuller master plan as it is reflected in the CD Zoning.

Until 2001 Fuller has been following the existing plan agreed upon by the City of Pasadena, and no other active planning process has been in play. New commitments and demands to refresh the facilities, however, have required an assessment of existing facilities and community goals. Charrettes were held with participants from within and without the Fuller community to facilitate planning the reorganization. In 2003 Fuller's board of trustees considered the outcome of the charrettes and agreed to a capital campaign with the upgrade of housing being among the most critical needs.

In March of 2003 the City of Pasadena released a revision to its code that required Fuller to resubmit its master plan.

#### **4.2 Summary of Code Issues Identified in the Predevelopment Plan Review**

Section 3 of the *Master Development Plan Report* describes both the final realization of the master plan and the intentions surrounding its design. In general, the predevelopment plan followed the guidelines set out in the *Pasadena Municipal Code Title 17 Zoning*. However, in response to specific site conditions, Fuller's programmatic needs, and other similar design factors, this master plan proposes the following changes to the code:

- **An increase in the allowable height along Union Street, between the City Hall dome view corridor and Union Street, from its current zoning of 40' commercial/60' residential to a new allowable height of 60'** for institutional uses. The increase is proposed for a number of reasons. Additional height would allow for better design solutions, given the programmatic densities needed by Fuller. Additional height would also facilitate the creation of a welcoming gateway along Union Street, in keeping with the goals of both Fuller and the city's Specific Plan currently under review. In addition to preserving views from Union Street to City Hall, a 50' maximum height would help protect the scale and character of Arol Burns Mall by allowing building massing to step down toward the historic bungalows. The increase in height to 60' is 10' higher than the allowable heights proposed in the city's draft Specific Plan (June 2003).
- **An increase in allowable height along Walnut Street between Madison Avenue and Los Robles Avenue from 40' commercial/60' residential to 45'** for a mixed-use project, with institutionally related commercial on the ground floor and three floors of housing above. This increase in height would allow Fuller to maintain the property just to the east of the Arco station as a small park, as well as allow a more generous floor-to-floor height. Additional height would also help to create a gateway to the residential campus along Walnut Street. In the

draft Specific Plan, the allowable height of this area is 50'.

- **An increase in the allowable height along Los Robles Avenue and Corson Street on the North campus from 60' to 65'.** The increase in height allows the project to step down in mass toward Oakland Avenue, while mediating between the large scale of Los Robles Avenue and Corson Street to the pedestrian-scaled residential community surrounding the new green space. Overall heights in this area would average 55'.
- **An increase in the setback along Ford Place from the average of the 2 adjacent properties to 15',** which will allow for the preservation of existing trees and will help to mediate between the scale of new construction and the existing buildings. In the draft Specific Plan, the setback proposed along Ford Place is 10'; this proposal would exceed those requirements to further ensure preservation of street character.
- **A decrease in the allowable setback along Walnut Street from the average of two adjacent properties to 5'.** The adjacent properties to the Fuller holdings along the northwest side of Walnut Street are the Arco station and the warehouse building, both of which are set back at least 20' from the street. A 5' setback will hold the street edge in anticipation of future, denser development, and will match the setbacks along the east side. Recent construction in the area has been holding this type of setback. In addition, the draft Specific Plan calls for a minimum 0', maximum 5' setback for commercial, minimum 5', maximum 10' setback for residential. This proposal would meet both of those requirements.
- **A decrease in the allowable setback along Oakland Avenue, from the average of two adjacent properties or 20', whichever is greater, to 10'.** The decreased setback would allow for the creation of a gateway to the heart of the residential campus/green space. As illustrated in the concept plan, after this gateway experience, the setbacks increase to at least 35' in order to create a public green space along Oakland Avenue. The draft Specific Plan calls for a setback of 10' in this area.

Table A.3 provides a summary of the design standards requested in the *Predevelopment Plan* in comparison to the standards in the existing P.M.C., and those proposed for the *CDSP*.

## Appendix 3: Code Comparison

Maximum Heights		Fuller Master Plan	Current P.M.C.	Specific Plan	Reason for Request
Los Robles Area	Los Robles:	75'	75'	50'	Conforms
	Ford Place:	75' (w/ setback above 60')		50'	
Union Gateway	Union:	60' b/t Union + view corridor, remainder at 50'	40' comm., 60' res. w/ 50' at view corridor	50'	Allows needed programmatic density, responds to scale of Los Robles and Union, and allows better design solutions while preserving views to City Hall and preserving scale of Arol Burns Mall.
	Oakland:	60' b/t Union + view corridor, remainder at 50'	40' comm., 60' res. w/ 50' at view corridor	50'	
Madison Area	Madison:	45' (30' parking)	50' (30' parking)	50'	Conforms
	Walnut:	45' (30' parking)	50' (30' parking)	50'	Conforms
Walnut Crossroads	Walnut:	45'	40' comm., 50' res.	50'	45' allows better floor-to-floor heights while giving Fuller the needed density to offset the park on Walnut
	Oakland:	45'	40' comm., 60' res.	50'	
Oakland Village	Oakland:	max 65', average 45'	60'	60'	65' feet at the edge provides both a buffer and a transition in scale from Corson/Los Robles, while allowing a lower scale toward the center and to the east. The housing averages at 55'.
	Corson:	65' (75' at Los Robles)	60' (85' at Los Robles)	60'	
	Los Robles:	65' (75' at Corson)	60' (85' at Los Robles)	60'	
<b>Minimum Setbacks</b>					
Los Robles Area	Los Robles:	Non-Res: 0'; Res: 5'	not required	Non-Res: 0' min, max 5'; Res: 5', max 10'	Conforms
	Ford Place:	15'	avg. of 2 adj. properties	10'	More than req'd; better preserves scale of Ford place, existing trees
Union Gateway	Union:	to match adjacent structures (approx 20')	not required	Non-Res: 0' min, max 5'; Res: 5', max 10'	Conforms with current code; the intent is to maintain street edge
	Oakland:	0'	not required	N/A	Conforms
Madison Area	Madison:	5'	avg. of 2 adj. properties	10'	Conforms
	Walnut:	5'	avg. of 2 adj. properties	Non-Res: 0' min, max 5'; Res: 5', max 10'	Conforms
Walnut Crossroads	Walnut:	5'	avg. of 2 adj. properties	Non-Res: 0' min, max 5'; Res: 5', max 10'	Adjacent properties have large setbacks (Arco station, warehouse for bookstore); 5' setback holds street edge in anticipation of future development.
	Oakland:	10'	avg. of 2 adj. properties or 20', whichever greater	10'	10' setbacks at the far north and far south of the block create gateways to the central green space/heart of the residential campus.
	Oakland:	min 10', average 35'	avg. of 2 adj. properties or 20', whichever greater	10'	
Oakland Village	Corson:	10'	not required	10'	Conforms
	Los Robles:	5'	not required	Non-Res: 0' min, max 5'; Res: 5', max 10'	Conforms
<b>Density</b>					
F.A.R.		1.59 to Corson/Oakland, then 1.5 proposed	N/A	1.5 to Corson/Oakland, then 2.25	Conforms
Residential Density		87 DU/acre	87 DU/acre	N/A	Conforms
Total SF allowable		1,183,975 proposed	1,426,000 sf	N/A	Conforms

## Appendix 4: DUs/ACRE Calculations area within 87 du/acre zone

DU's per Acre Calculations		Overall Concept		Long Range Concept	
Parcels	Description	Land/SF	du's	Land/SF	du's
<b>Parcels Owned by Fuller</b>					
1, 2, 3, 4, 5, 6	Phase I	65,904	179	65,904	179
34, 35	East side Oakland	20,371	441	20,371	441
30, 31	open space parcel	20,982	included above	20,982	
9,10,11	NW corner at Los Robles	29,865	included above	29,865	
1	Los Robles	41,915	included above	41,915	
7,14,15,16,17,18,19	West side of Oakland	72,827	included above	72,827	
10	open space parcel	7,510		7,510	
<b>Parcels to be Aquired</b>					
32, 33	East side Oakland			21,181	32
28, 29	East side Oakland			20,983	49
8	Open space outparcel at Los Robles			9,308	
Portion of "D"	55' from LA DWP	10,991		10,991	
Planting strip	Strip fronting on Oakland			725	
	<b>Subtotal</b>	<b>259,374</b>	<b>620</b>	<b>322,562</b>	<b>701</b>
	area in acres	5.95		7.41	
	du's/acres	104.1		94.7	
	allowable du's/ ac (7.41 ac x 87 du/ac)		518	644	
	allowable du's/ac with 10% open space bonus (7.41 ac x 87 du's x 1.1)		570	709	

## area within 48 du/acre zone

<b>Parcels Owned by Fuller</b>					
25,27	North side - Walnut corridor	13,995	21	13,995	42
6	North side - Walnut corridor	6,985	21	6,985	42
7	North side - Walnut corridor	7,010		7,010	
5	Walnut street open space	7,025		7,025	
9	North side - Walnut corridor	6,968		6,968	
	Wanut/Madison Housing/Hotel	10,150	72	10,150	72
	Housing Parking Garage Footprint	31,963		31,963	
	South Campus Open Space (Arol				
	Burns, Barker Commons, Library Quad	48,800		48,800	
	New Open Space @ Academic Cluster			6,800	
<b>Parcels to be Aquired</b>					
26	East side of Walnut			13,930	
8	West Side of Walnut (Bookstore)			7,002	
	<b>Subtotal</b>	<b>132,896</b>	<b>114</b>	<b>160,628</b>	<b>156</b>
	area in acres	3.05		3.69	
	du's/acres	37.4		42.3	
	allowable du's/ ac (1.44 ac x 48 du/ac)		146	177	
	allowable du's/ac with 10% open space bonus (1.44 ac x 48 du's x 1.1)		161	195	
	<b>Total du's</b>		<b>620</b>		<b>701</b>
	<b>Total allowable du's</b>		<b>731</b>		<b>903</b>



## **PROJECT TEAM**

### **Master Planning, Architecture (Academic)**

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700 East Jefferson St.  
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### **Architecture (Residential)**

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Old Pasadena, CA 91105

### **Landscape Architecture**

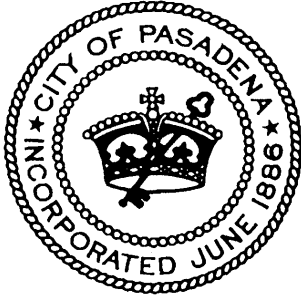
EPT DESIGN  
1214 East Green St.  
Pasadena, CA 91106

### **Traffic, Transportation, and Parking**

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### **Construction Management**

ADIBOSS CONSTRUCTION MANAGEMENT  
12 Morning Sun  
Irvine, CA 92612



# Agenda Report

**TO:** CITY COUNCIL

**DATE:** NOVEMBER 20, 2006

**FROM:** CITY MANAGER

**SUBJECT:** FULLER THEOLOGICAL SEMINARY  
MASTER DEVELOPMENT PLAN, FINAL ENVIRONMENTAL IMPACT  
REPORT, AND DEVELOPMENT AGREEMENT

---

## **RECOMMENDATION**

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

1. Adopt a Resolution to certify the Final Environmental Impact Report and adopt the Mitigation Monitoring Reporting Program;
2. Adopt by Resolution the Findings of Fact and Statement of Overriding Considerations;
3. Adopt by Resolution the Specific Findings for the Master Development Plan and approve the proposed Master Development Plan with Conditions
4. Adopt the Findings and approve the Development Agreement;
5. Direct the City Attorney to prepare an Ordinance to adopt the Development Agreement;
6. Approve the De Minimis Impact Finding on the State Fish and Wildlife Habitat;
7. Direct the City Clerk to file a Notice of Determination and Certificate of Fee Exemption for the California Department of Fish and Game with the Los Angeles County Recorder.

## **COMMISSION RECOMMENDATIONS**

The Planning Commission considered the Master Development Plan (MDP) on October 25, 2006 and November 1, 2006. The Planning Commission concurred with staff's recommendation to approve the Master Plan by a 4-3 vote. The Planning Commission recommended denial of the Development Agreement by a 5-1-1 vote.

On January 13, 2006, the Transportation Advisory Commission (TAC) provided comments on the Draft Environmental Impact Report (Draft EIR), and unanimously supported the project. On January 23, 2006, the Design Commission and Historic Preservation Commission provided comments on the Draft EIR and the proposed

MDP. The Design and Historic Preservation Commissions jointly recommended that the Final EIR describe the preservation of properties in more detail and that the applicant work with Pasadena Heritage to develop project alternatives to preserve more of the existing buildings. As a result, the Final EIR includes a Preservation Alternative.

### **EXECUTIVE SUMMARY**

Fuller Theological Seminary (Fuller) is proposing a 20-year Master Development Plan (MDP) (Attachment K) and Development Agreement (DA) (Attachment E) for development of its Central District campus. The campus generally encompasses the Fuller landholdings in a four-square block area from Corson to Union Streets and Los Robles to Madison Avenues. The MDP boundaries include a through-lot from Madison to El Molino Avenue (former Montgomery Engineering Building).

The MDP proposes four phases of residential construction and four phases of academic construction. In addition to continuing to preserve eight properties that contribute to the potential Ford Place Landmark District, Fuller has indicated that a ninth contributing property, consisting of three buildings designed by Sylvanus Marston would also remain. The residential phases consist of 514 new units and renovation of a 92-unit apartment complex. The academic phases include construction of a 500-seat chapel, a 50,000 square-foot library expansion, construction of 180,000 square feet of academic use area, and a 450-space parking structure as indicated in Exhibit A. The long-range plan envisions a "community green space" in place of a portion of Oakland Avenue, which requires acquisition of additional properties and the approval of a street vacation.

The Fuller campus is within the Central District Specific Plan (CDSP). The CDSP acknowledges the prominence of Fuller Seminary within the Walnut Housing Sub-district and provides flexibility for campus development. The MDP complies with the CDSP standards for overall building intensity (floor area ratio) and residential density. The MDP proposes maximum allowable heights throughout the campus and incorporates the use of height averaging for residential building phases. Building design is subject to review and approval by the Design Commission.

An Environmental Impact Report (Final EIR) prepared for the project analyzes the potential significant impacts on Air Quality, Cultural Resources, Traffic/Transportation, and Utilities/Service Systems. Mitigation measures have been identified to reduce potential impacts for Traffic/Transportation and Utilities/Services Systems. The project would result in significant air quality impacts because construction activities would exceed regional emissions thresholds. Two potential landmark properties are proposed to be removed. Thus, the cultural resource impacts are significant. Approval of the MDP as conditioned would require adoption of a Statement of Overriding Considerations for both air quality impacts and the potential removal of a property eligible for individual landmark status, the Herkimer Arms Building.

### **BACKGROUND**

The applicant has requested approval of a 20-year MDP to accommodate necessary expansion of seminary facilities and approval of a Development Agreement to secure

the provisions of the existing zoning code and the development standards as conditioned for the MDP.

#### Project Site

Fuller Theological Seminary is located primarily within a four square block area east of the Civic Center District and in the north part of the Playhouse District. The site is bisected by Walnut Street, which runs east-west, and Oakland Avenue which runs north-south. At build out, the Fuller MDP would incorporate approximately 18 acres, of which Fuller currently owns approximately 16 acres.

General Plan/Zoning Designations: The project site has a General Plan designation of Specific Plan and is zoned accordingly, Central District Specific Plan (CDSP). The site is within an area designated as the Ford Place/Fuller Seminary Precinct of the Walnut Housing sub-district (CD-3) and incorporates a portion of Planned Development District 21, Montgomery Engineering (PD-21).

The properties in the immediate area are zoned as Central District Specific Plan (CDSP). Land use designations to the north of the 210 freeway include Low-Medium Density to High Density Residential and Neighborhood Commercial. Surrounding zoning designations are shown on the Vicinity and Zoning Map (Attachment F).

#### Previous Zoning Cases

Throughout the 1970's and 1980's, Fuller constructed several buildings and developed surface parking lots via the conditional use permit process. The MDP will supersede these previously approved Conditional Use Permits.

#### **PROJECT DESCRIPTION:**

The MDP presents a 20-year planning framework for development of the Fuller Theological Seminary Campus. Fuller intends to increase affordable student housing, maintain properties that are deemed as historical resources, expand the academic facilities, improve parking efficiency, increase student enrollment from approximately 1,900 to 2,014 students, and provide additional open space within the campus. The Development Agreement is proposed by the applicant to ensure that the existing policies, rules, and development standards will be applicable throughout the horizon for the MDP. The project includes four phases of residential development consisting of a total of 514 units (304 net new), and construction of a library expansion and chapel building. As a result of input at the Commission hearings, Fuller revised the MDP to reduce the area of the academic building(s) to 180,000 square feet and the size of the parking structure to exclude the Women's City Club parking lot. The parking garage would house 450 spaces and not include the 72-unit student hotel. As part of the MDP, Fuller would also be renovating an existing 92-unit apartment complex.

#### Public Open Space

Contingent on Fuller acquiring additional properties on both sides of the Oakland Avenue, Fuller would submit a request to vacate a portion of Oakland Avenue between Walnut and Corson Streets. The vacated portion would be developed as a public open space, visually linking the north and south portions of the campus. Applications for

street vacations are subject to review by the Planning Commission and approval by City Council.

## **ANALYSIS**

**Master Development Plan:** The CDSP included a special provision allowing the MDP to set the standards applicable to future development on the Fuller Campus, so long as the overall development conforms to the underlying average building intensity (floor area ratio), residential density, and height standards. The MDP complies with the CDSP standards for overall building intensity (floor area ratio), residential density, minimum parking, and tree removal requirements. The maximum height limits for the Fuller Campus will be established by the MDP as conditioned.

The MDP will establish the development standards for the properties within the MDP boundaries owned by Fuller Seminary. Since Fuller presently does not own all of the properties envisioned by the long range plan, development on those properties could occur subject to the underlying development standards of the CDSP. Only as properties are acquired by Fuller Seminary will they become subject to the standards proposed in the MDP.

The campus layout was conceived as having five distinct areas. From north to south these areas are: the Oakland Village, Walnut Crossroads, Madison Area, Los Robles Quad, and the Union Gateway. Residential development is focused on the north portion of the campus, the Oakland Village. The larger academic buildings are placed at the Los Robles Quad.

**Parking:** A specific parking ratio was established for Fuller in 1984 and incorporated in the zoning code. The current parking requirement is based on non-resident students, employees, units provided, and retail square footage. Under this formula, a total of 1,353 parking spaces are required. Fuller will be required to provide no more than the minimum number of spaces required because the project is located within the Central District area which is identified as a transit oriented district. Since parking demand is greatest during the early afternoon, it is recommended that parking be managed to provide supplemental parking for the Playhouse District during other times.

**Floor Area Ratio (FAR):** Development according to the MDP would comply with the underlying average floor area ratios called for in the CDSP. The Fuller campus is treated as one project site and the various floor area ratios are averaged across the campus. The total area proposed under the MDP is approximately 240,000 square feet less than the maximum permitted. This unrealized potential provides an opportunity for the floor area of surrounding properties to be increased as recommended by the City Council on April 4, 2005.

Although the MDP calls for the Los Robles Quad to be developed with a total building area of 180,000 square feet, staff is recommending the preservation of the apartment complex designed by Sylvanus Marston (144 Los Robles Avenue, 450-452 Ford Place, and 454-456 Ford Place), the "Marston apartment complex". The preserved buildings reduce the area left for development of the academic buildings. Staff is recommending

relocating some of the development intended for the Los Robles Quad elsewhere on campus, specifically the former Montgomery Engineering site.

Heights: The maximum building envelopes would be established by the MDP, using the CDSP provision that allows for a comprehensive assessment of building layout across the Fuller Campus. On the north portion of the campus, the various building phases would be subject to review by the Design Commission. Tall buildings would be placed along Los Robles Avenue and Corson Street to provide emphasis and create a sense of entry into the Central District from and along the freeway.

At the Los Robles Quad, a maximum building envelope would be established that is counterbalanced by the lower heights of preserved buildings at the center of the campus. The MDP proposes two 75-foot tall buildings at the southeast corner of Los Robles Avenue and Ford Place (Los Robles Quad). While the Los Robles Quad presents an opportunity for development of academic buildings, the CDSP height limit in this area is set at 50 feet. Staff recommends a maximum building height of 65 feet with the use of height averaging as permitted in the CDSP. The additional height for the Los Robles Quad is justified because the taller buildings would be of similar scale to those across Los Robles and provide emphasis along a major arterial. The Union Gateway and Los Robles Quad work together to protect the City Hall dome view corridor and shift development away from the central portion of the main campus that includes a number of low-scale, historically significant buildings.

Historic Preservation: Fuller is committed to preserve nine buildings that contribute to the potential Ford Place landmark district and has indicated a willingness to relocate the Professor Hammond House (110 N. Los Robles Avenue) which is eligible as an individual landmark property. Fuller is proposing the demolition of the Herkimer Arms Building (527 E. Union Street) that is also eligible for individual landmark designation and demolition of the Boadway Apartments (91 N. Oakland Avenue), another contributing property to the potential Ford Place landmark district. Fuller has agreed to preserve the Marston apartment complex that was originally slated for demolition.

Staff is including a condition requiring the applicant to proceed with the nomination of the district centered on Ford Place in the National Register of Historic Places. The Professor Hammond House will be required to be relocated either within the campus or off-site within the City and preserved prior to issuance of building permits for replacement buildings at the Los Robles Quad area. Fuller is required to offer the Herkimer Arms building for relocation for no less than 180 days following approval of the MDP and provide a minimum of \$100,000 for relocation efforts. If the offer to relocate this building is unsuccessful, Fuller Seminary will be allowed to demolish the building.

The Herkimer Arms Apartment House consists of two wings; the one facing Union Street is the only multi-family building designed by the firm of Greene & Greene and attributed primarily to Henry Greene. The property retains a high level of architecture integrity despite several major alterations. The property could be moved to a new location and retain its historic integrity. The architectural integrity of the Herkimer Arms building has diminished somewhat over time from the loss of the two porches (noted

above), the loss of the original front doorway, and the gunite coating of the original exterior in an outer layer of cement plaster.

The 1986 ordinance protecting works of Greene & Greene only authorized a 180-day delay for demolition, an exterior alteration, or removal of an interior fixture. At the end of the 180 days, a second and final 180-day delay could be imposed, after which the City was required to issue a certificate of appropriateness. The revised preservation ordinance, adopted in 2002, elevated works of Greene & Greene to landmark status and strengthened protections for these resources. The Historic Preservation Commission (or Design Commission) may now approve or deny alterations, demolitions, and/or removals of interior fixtures on all of these properties. With a master development plan, the City Council has the final discretion to approve, approve with conditions, or to deny requests to demolish, alter, or remove interior fixtures from a work of Greene & Greene. The Historic Preservation Commission and Design Commission present advisory comments to the City Council on the request, but they are not the decision-making bodies.

#### **DEVELOPMENT AGREEMENT**

The 20-year Development Agreement provides a reasonable assurance that the development anticipated under the MDP would not be affected by changes to the General Plan and Zoning Ordinance. The Development Agreement incorporates the MDP as an exhibit which dictates the permitted uses and development standards for the Fuller Campus. The Development Agreement does not limit the City's ability to collect development fees and applies only to Fuller-owned properties. The Development Agreement further assures that affordable student housing will be provided, the provision of a publicly accessible community open space will be pursued, and that excess parking will be available for other uses in the Playhouse District. The provision of affordable units enables further development opportunities elsewhere in the Central District and makes market rate units available that are currently rented by Fuller students. Development Agreement approval Findings are attached.

#### **FINAL ENVIRONMENTAL IMPACT REPORT**

In accordance with the California Environmental Quality Act (CEQA) Guidelines, an Environmental Impact Report (FEIR) was prepared (Attachment J & J.1. Errata Sheet). The Final EIR finds that potential traffic and utility service system impacts could be eliminated or mitigated to less than significant levels. Impacts on air quality and cultural resources are significant and unavoidable and a Statement of Overriding Considerations is required if the project, as conditioned, is approved.

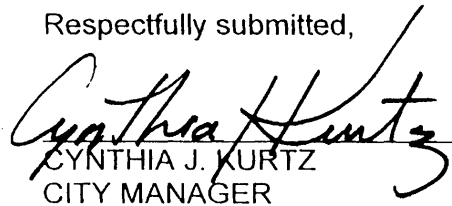
Four alternatives were described in the Draft EIR in an effort to reduce project impacts. In response to comments from the Commissions, a fifth alternative and a modified fifth alternative were included in the Final EIR. Of the five alternatives, only the No Project Alternative was identified as able to reduce the air quality impacts to less than significant. Beside the No-Project alternative, both the Reduced Intensity and Historic Preservation Alternatives were identified as environmentally superior to the project. However, the Alternatives do not achieve the project objectives.

The staff recommendation is a modification of the Historic Preservation Alternative, included in the Final EIR as Alternative 5A. Under this alternative, the Herkimer Arms building would be offered for relocation, but would be subject to demolition after a 180-day advertisement period. The Professor Hammond House would be retained within the Fuller Campus, or relocation elsewhere within the City. The Boadway Apartments would be subject to demolition. The Marston apartment complex would be retained on site. Approval of Alternative 5A requires a Statement of Overriding Considerations for demolition of the Herkimer Arms building.

**FISCAL IMPACT**

There will not be a fiscal impact as a result of the proposed Master Development Plan. The applicant will be responsible for all costs associated with condition monitoring and with meeting all the conditions of approval. Permitting fees will be collected for future development projects to cover costs incurred from staff time required for project review.

Respectfully submitted,

  
CYNTHIA J. KURTZ  
CITY MANAGER

Prepared by:

  
Antonio Gardea  
Associate Planner

Approved by:

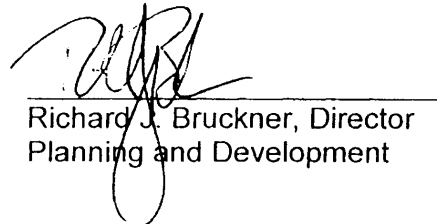
  
Richard J. Bruckner, Director  
Planning and Development

Exhibit A: Revised Long Range Plan

Attachments:

- A. Draft Resolution Certifying the Final EIR
- B. Draft Resolution Adopting a Statement of Overriding Considerations
- C. Draft Resolution Approving the Master Development Plan with General Plan and Zoning Code Consistency Findings
- D. Conditions of Approval
- E. Development Agreement
- F. Vicinity / Zoning Map
- G. Mitigation Monitoring Program
- H. Public Correspondence submitted to Planning Commission
- I. De Minimis Impact Finding, Notice of Determination, & Certificate of Fee Exemption
- J. Final Environmental Impact Report Volume I and Volume II (Under Separate Cover)
- J.1. Errata Sheet for Final Environmental Impact Report
- K. Fuller Theological Seminary Master Development Plan (Under Separate Cover)
- L. Development Agreement Findings



**ATTACHMENTS  
TO THIS  
AGENDA REPORT  
ARE FILED WITH  
RESOLUTION NO. 8676**