

Agenda Report

March 17, 2014

TO: Honorable Mayor and City Council
FROM: Planning & Community Development Department
SUBJECT: PREDEVELOPMENT PLAN REVIEW OF PROJECT LOCATED AT 78 NORTH MARENGO AVENUE (JULIA MORGAN BUILDING/KIMPTON HOTEL)

RECOMMENDATION:

This report is intended to provide information to the City Council, no action is required.

BACKGROUND:

The Julia Morgan Building was constructed in 1921 and was used as a YWCA until 1997, and has been vacant since that time. The property has three historic designations including individual listing in the National Register of Historic Places, contributing structure to the Pasadena Civic Center Historic District (also listed in the National Register), and designation by the City as a Historic Monument (the highest level of City designation, denoting regional, statewide or national significance). The building named after its designer, Julia Morgan, has added significance because Ms. Morgan was California's first licensed woman architect.

In April 2010, the City adopted a Resolution of Necessity related to the Julia Morgan Building in furtherance of the General Plan – Objective 6: Promote preservation of historically and architecturally significant buildings and revitalization of traditional neighborhoods and commercial areas goals and objectives of the City of Pasadena.

In April 2012, the City of Pasadena entered into a Stipulation Agreement with the former owner of the property that gave ownership of the building to the City of Pasadena. The City's primary goal for owning the building is to ensure its preservation.

In July 2012, the City of Pasadena issued a Request for Proposal (RFP) for the redevelopment of the Julia Morgan Building and for a portion of the adjacent city-owned parcel. In response to the RFP, the City received six proposals all of which contemplated the rehabilitation of the Julia Morgan Building. An advisory panel evaluated the proposals and determined that the proposal submitted by Kimpton Hotel

and Restaurants (Kimpton) was the overall best and recommended that the City begin exclusive negotiations with Kimpton.

On May 1, 2013, the City and Kimpton entered into an Exclusive Negotiation Agreement (ENA) which established a timeframe for both parties to agree to negotiate a ground-lease. Currently, negotiations are on-going and both parties are optimistic that a final lease will be completed within the ENA period, which ends March 31, 2014.

Consistent with the City's planning process, Kimpton submitted a Predevelopment Plan Review (PPR) on July 22, 2013 for general Inter-Departmental comments and direction regarding the project. The plans submitted for the PPR process were the same plans that Kimpton submitted in response to the RFP.

The project has been revised twice since it was submitted for the PPR process. The project was first revised and presented to the Design Commission on December 10, 2013. The current version of the project has been modified to reflect the Design Commission and staff's comments; however, a formal application for zoning entitlements or design review has not yet been submitted.

As part of the project, the Julia Morgan Building itself is proposed to be renovated to contain the main hotel entrance and lobby, common living room space, a restaurant/bar with supporting kitchen, two ballrooms and a pre-function space on the first floor. On the second floor, there would be nine guest rooms, a bridal suite and three meeting rooms with a common pre-function space and the third floor will have four guest rooms. The project also contemplates a six-story addition consisting of guest rooms to the eastern end of the southern wing of the Julia Morgan Building.

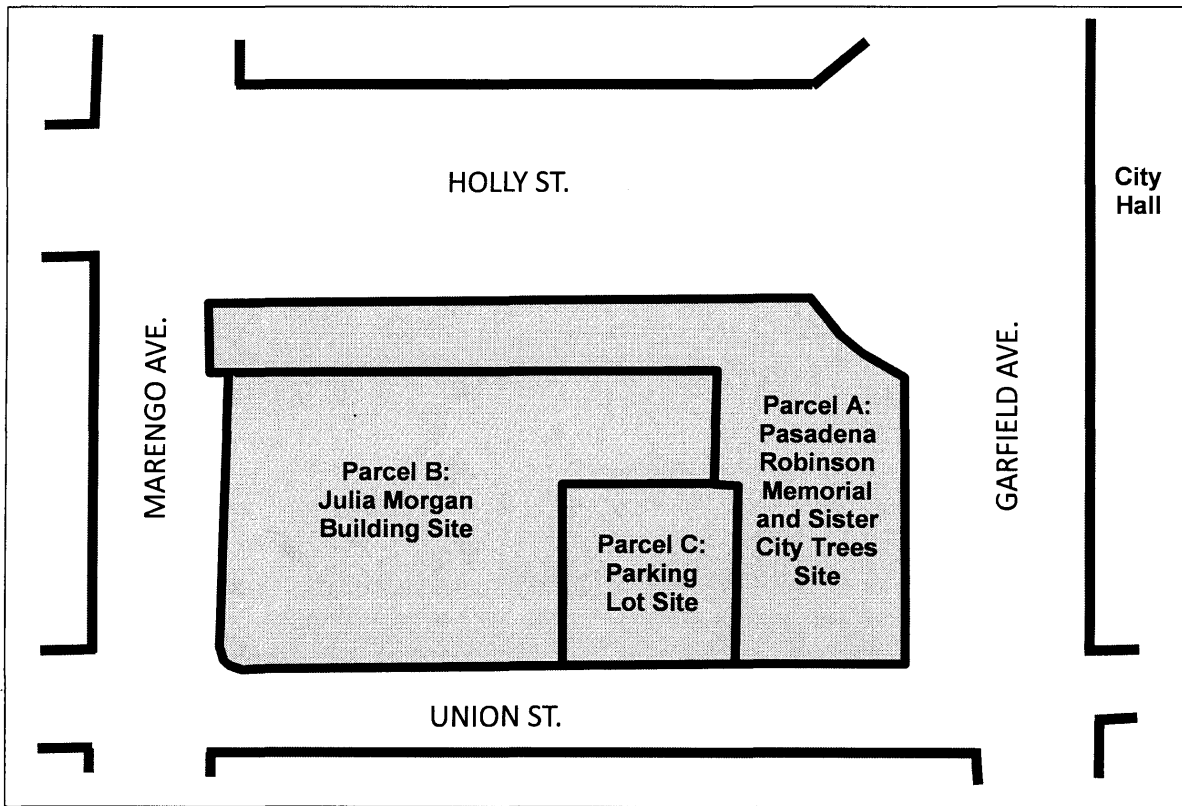
The PPR process is established in Section 17.60.040.C of the City's Zoning Code as a process by which better projects can be achieved through early consultation between City staff and applicants. The process coordinates the review of projects among City staff, familiarizes applicants with the regulations and procedures that apply to the projects, and avoids significant investment in the design of a project without preliminary input from City staff. It also helps to identify issues that may arise during application processing such as community concerns and achieving consistency with City regulations and policies.

Projects that meet the threshold of "community-wide significance" (greater than 50,000 square feet in size with at least one discretionary action, 50 or more housing units, or any project that is deemed by the Director of Planning & Community Development Department to be of major importance to the City) are presented to the City Council as a way to inform the Council and the public of significant projects. The size of the proposed hotel, including the existing historic Julia Morgan Building and the addition, totals approximately 137,000 square feet.

PROJECT SUMMARY:

This city block is bounded by Marengo Avenue to the west, Union Street to the south, Garfield Avenue to the east, and Holly Street to the north, and currently is comprised of three parcels, all owned by the City. The historic Julia Morgan Building occupies the site on the northeast corner of Marengo Avenue and Union Street. The adjacent property to the east is currently developed with a surface parking lot, and the property on the corner of Garfield Avenue and Holly Street is currently improved with landscape elements, hardscape, seating and sculptures. The hardscape, seating and sculpture makes up the Pasadena Robinson Memorial, which will not be impacted by the proposed project.

The landscaping includes five trees which make up the Sister City Trees, which will be impacted by the proposed project. Urban Forestry Division staff will assess the current health of the trees and determine their suitability for relocation. If relocation is possible, a potential location is within the 20'-0" setback area from Garfield Avenue. Past practice has been to plant Sister City Trees in this general vicinity; however, this location has not been formally designated for this purpose. If the trees are relocated, appropriate identification with monuments would be developed to establish a Sister City Tree area. If relocation of the trees is not possible due to the health of the trees, Urban Forestry Division staff will work with the Sister City Tree Committee to identify a species that will thrive in the proposed location.



Parcel Map

Project Statistics:

Zoning Designation:	
Central District Specific Plan, Civic Center/Midtown sub-area (CD-2)	
General Plan Designation:	
Central District Specific Plan	
Lot Size (according to the Los Angeles County Assessor's data):	
A: 5723-026-900 (Pasadena Robinson Memorial and Sister City's Tree)	33,170 square feet
B: 5723-026-902 (Julia Morgan Building)	40,200 square feet
C: 5723-026-903 (parking lot)	10,672 square feet
Total lot size	84,042 square feet
Building Size:	
Existing Julia Morgan Building	48,260 square feet
Proposed addition	88,740 square feet
Total building size	137,000 square feet
Floor Area Ratio (based on total lot size as described above)	
Maximum Permitted	2.25 or 189,094 square feet
Maximum Proposed	1.63 or 137,000 square feet
Parking Requirement:	
1 guest space per guest room	180 guest room: 180 parking spaces
10 spaces per 1,000 square feet of banquet, assembly, meeting or restaurant seating areas	Approximately 10,000 square feet: 100 parking spaces
Total required with 10% TOD reduction	Approximately 252 parking spaces
Proposed parking	Parking location to be determined. Project will utilize surrounding parking structures via a shared parking arrangement
Building Height (per Figure 3-8 – Central District Maximum Height):	
Maximum Permitted	60 feet
Maximum Proposed	66 feet
Setbacks (per Figure 3-7 – Central District Required Setbacks):	
Required along Marengo Avenue	Setback not required; may set back up to 5'-0" maximum
Proposed along Marengo Avenue	Existing setback by the Julia Morgan Building will be maintained
Required along Union Street	Setback not required, may set back up to 5'-0" maximum
Proposed along Union Street	No setback up to 2'-9" setback
Required along Garfield Avenue	Minimum 10'-0" setback required
Proposed along Garfield Avenue	19'-7"
Required along Holly Street	Minimum 10'-0" setback required
Proposed along Holly Street	Addition will not encroach into Pasadena Robinson Memorial

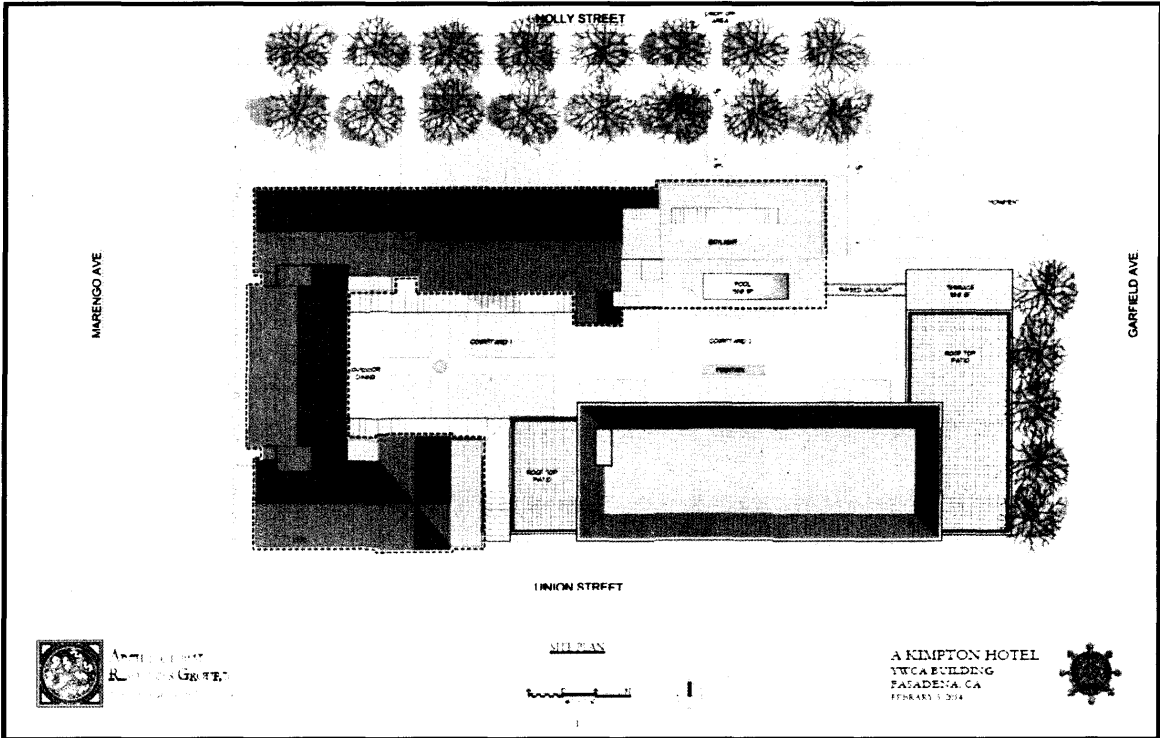
The design submitted for the RFP and PPR process originally incorporated a five-story 89,120 square foot addition with 150 hotel rooms, directly attached to the eastern end of the southerly wing of the YWCA. Subsequent to the initial project submittal, on November 4, 2013, the following project description was submitted to the Design Commission for Preliminary Consultation:

- Construction of a six-story, 96,000 square foot addition for a total of 192 guest rooms;
- The addition was revised so it was no longer directly attached to the YWCA building, but maintained only a small one-story connection between the original building and the new addition;
- The addition further encroached into the existing landscaped area to the east of the addition and was closer to City Hall;
- The six-story addition was designed with a flat roof with an overall height of 60'-0"; and;
- The subterranean parking and the loading area that was proposed adjacent to the YWCA building were removed.

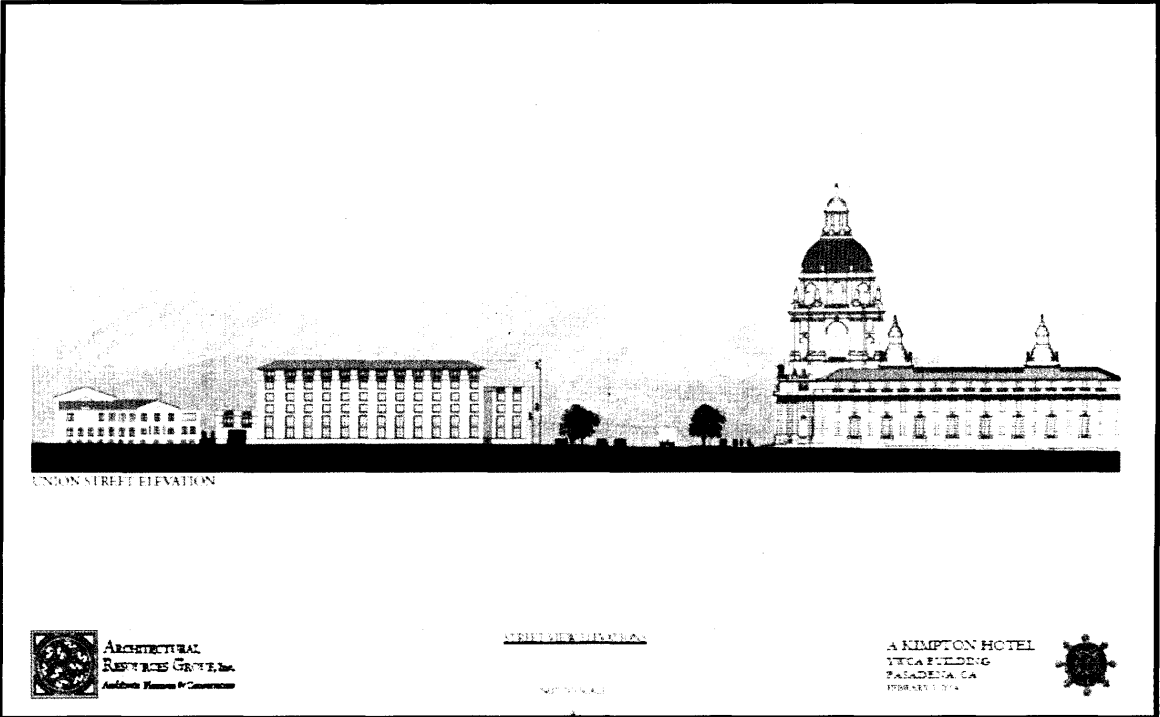
In response to the Design Commission Comments on this project, the applicant has revised the project as follows:

- Construction of a four-to-six-story, 88,740 square foot addition with a total of 180 guest rooms;
- The addition has been revised to be completely detached from the YWCA building, except for a one-story canopy covering a walkway proposed between the YWCA building and the proposed addition;
- The addition's east end returns along Garfield Avenue, partially enclosing the internal courtyard from Garfield Avenue street view. A walkway on the third floor connects the northern end of this portion of the addition to the existing YWCA's northeast portion, where a pool is proposed on the rooftop;
- The addition is currently proposed to be setback 19'-7" from the Garfield Avenue property line. This setback is equivalent to that of the George Hale Building, which is located north of the site at the northwest corner of Garfield Avenue and Thurgood Marshal Street.
- A mansard roof is proposed, which results in an overall height greater than 60'-0", exceeding the maximum permitted height limit for the property; and
- A loading dock is proposed along the Union Street façade.
- The swimming pool which was originally located within the courtyard (at grade) of the Julia Morgan building has been relocated to the roof of the northerly wing of the building.

The current site plan and elevation for the proposed project are shown on the next page. The complete plans are included as Attachment A.



Current Submittal Site Plan



Current Submittal Elevation Plan

Project Approvals:

Based on the information submitted as part of the revised design, the proposed project would require the following discretionary entitlements and approvals:

- Certification of an Environmental Impact Report;
- Approval of a ground lease to allow the use of City owned property, subject to City Council approval;
- Conditional Use Permit to establish a Lodging – Hotels & Motels land use within the CD-2 (Central District Specific Plan, Civic Center/Midtown sub-area) zoning district;
- Conditional Use Permit for new construction of a nonresidential project exceeding 25,000 square feet of gross floor area;
- Minor Conditional Use Permit for a proposed commercial development with over 15,000 square feet of gross floor area within the Transit Oriented Development Area;
- Minor Conditional Use Permit to allow shared parking;
- Variance to deviate from the required loading spaces; and
- Variance to exceed the height limit of 60'-0".

Because the project is greater than 75,000 square feet, the Conditional Use Permit would be presented to the Planning Commission for consideration. The Design Commission is the review authority for Design Review, with the Historic Preservation Commission acting as a recommending body to the Design Commission. Any request to remove a public and/or street tree, which includes trees located within city-owned property, must be reviewed by the Urban Forestry Division in the Public Works Department.

PREDEVELOPMENT PLAN REVIEW SUMMARY:

On September 30, 2013, a meeting was held to discuss the PPR comments with the applicant team and staff from City departments/divisions, including Community Planning, Zoning, Design & Historic Preservation, Building and Safety Division, Economic Development Department, City Manager's Office, Fire Department, Public Works Department, and Department of Transportation. The applicant team asked a number of specific questions to clarify some of the PPR comments, as well as the processes for entitlements and building permits.

Since the project has been revised since the initial meeting, staff from Design and Historic Preservation Section, Zoning Section, Department of Public Works, and the Department of Transportation have reviewed and provided additional comments regarding the current design. Comments from other Divisions and Departments remain unchanged from the current project proposal to the revised project. Below are comments which will be addressed as the project moves forward.

Design and Historic Preservation Section Comments:

Overall the project is responsive to both Design and Historic Preservation (DHP) Section staff's and the Design Commission's concerns. Specifically, the site design of the new construction is consistent with the Central District Specific Plan and the spirit of the Bennett Plan and complements the site layout of the historic resources. The stepped massing as well as the generous building frontage along Garfield Avenue is a positive step in relating to the existing context of the Civic Center historic district. Upon review of the new design, DHP staff provided the following comments to the design team (Design Commission review will be conducted at a later date):

1. Further study is needed regarding the treatment of the ground floor (especially along Union Street) to ensure that the pedestrian character of the district is maintained. Solutions could include but are not limited to some form of landscape area or pedestrian/building interface.
2. The connection between the new addition and the historic Julia Morgan building respects the height of the Julia Morgan building but the glazed exterior needs to be further resolved to ensure that the design respects the historic resource.
3. The fenestration of the new addition has been further developed to reflect some of the fenestration patterns of the surrounding civic buildings. Specifically the first and second floor windows appear to be connected with spandrel glass to give the appearance of a taller first floor as exhibited in the surrounding buildings such as City Hall, YMCA, the Police Building and the Hale Building. Further study of this design solution is warranted to ensure that the windows do not appear too contemporary. In addition, the depth and design of the windows will be critical to ensure that the building projects a sense of quality and permanence exhibited in the surrounding buildings.
4. The mansard roof will hide the mechanical equipment, however, the mansard roof also increases the overall height of the addition. The mansard portion of the roof exceeds the 60 foot height limit. Further study should be completed to see if the equipment can be consolidated and located in the center area of the roof, possibly eliminating the need for the mansard which would lower the height of the building.

Current Planning Section Comments:

Maximum Height: The maximum permitted height is 60'-0", which is measured from the lowest elevation of existing grade at an exterior wall of the structure to the highest point of the structure. The highest point of the structure is considered its highest ridge or parapet. For commercial and industrial structures, appurtenances covering not more than 25 percent of the roof area may exceed the height established by the applicable zoning district by a maximum of 15 feet.

The proposed addition is 66'-0" in height, as measured to the highest point on the roof, which exceeds the maximum height permitted for the subject sites. Additional information is required to ensure that no more than 25 percent of the roof area is

covered by appurtenances, in order for this area to exceed the maximum permitted height limit.

The minimum height of the ground floor of all non-residential buildings is 15'-0". This height is measured from the floor of the first story to the floor of the second story. Additional information is required to verify if the project complies with this requirement.

Sidewalk width: Per Figure 3-9 of the Zoning Code, the sidewalk requirement along Marengo Avenue, Union Street, Garfield Avenue and Holly Street is ten feet. Existing sidewalks in excess of the minimums noted above should not be reduced. The existing sidewalk along Union Street is currently 8'-0" wide. The proposed addition will be set back 0 to 2'-9" along Union Street. While most of the sidewalk along Union Street will be at least 10 feet wide after the addition, the portions of the sidewalk adjacent to the existing historic building will remain unchanged. The addition shall incorporate a two-foot easement along Union Street. This two-foot area may be landscaped.

Loading: Nonresidential uses of 20,001 square feet or greater are required to provide one loading space for every 20,000 square feet or fraction thereof, with a maximum of six. For the proposed 137,000 square foot hotel, a total of six loading spaces are required. The submitted plans indicate one loading space along Union Street. Loading spaces are required to comply with Section 17.46.260 of the City's Zoning code. Specifically, any loading space visible from the street shall be screened on three sides by a fence, hedge, or wall a minimum of six feet in height. Additionally, all loading spaces shall be designed and maintained so that vehicles do not back in from, or onto, a public street. Loading spaces are also required to comply with the minimum size and turning radius as described in Section 17.46.260 of the City's Zoning Code.

Public Works Department Comments:

1. Union Street has an existing substandard eight-foot wide sidewalk. In order to provide for a standard ten-foot wide sidewalk per Section 17.50.030.D of the Pasadena Municipal Code, a two-foot wide strip of land along the Union Street frontage of the subject property shall be dedicated for public sidewalk easement purposes, except for where it is not feasible due to the existing historical structure. The applicant shall be responsible for all the costs required to complete the dedication. Although the property is owned by the City, a dedication document shall be submitted to the Public Works Department to establish the easement area for sidewalk purposes prior to the issuance of any permits. The dedication document shall be executed and recorded prior to the issuance of the Certificate of Occupancy.
2. Future submitted plans shall include the followings:
 - a. Onsite refuse or trash location
 - b. ADA compliant ramp to the development and handicap parking on Marengo Avenue or Holly Street

Department of Transportation Comments:

Service Vehicle Loading: Pasadena Department of Transportation has concerns regarding the proposed operation of the loading dock on Union Street requiring service vehicles to back-in or back-out of the loading area. Alternate loading areas should be considered for the project.

Options for loading included a dedicated area along Holly Street (similar to the loading for the YMCA building) as well as an option along Garfield Avenue, during non-peak hours. The issue of loading will be explored further as the applicant team finalizes their entitlement application.

Environmental Review:

Pursuant to the requirements of the California Environmental Quality Act (CEQA), an environmental review of the project will occur in order to analyze the project's potential to result in significant impacts, as identified by State and local environmental guidelines.

On December 9, 2013, the City Council approved a contract with CDM Smith Inc., which will provide the environmental consulting services for the Julia Morgan Building/Kimpton Project. A project kick-off meeting was held on February 11, 2014 between key City staff and the consultant team.

NEXT STEPS/PROCESS:

In order for the project to be approved, the City Council must approve a ground lease with the applicant. In addition, public hearings before the Planning Commission to consider the approval of the Conditional Use Permit and related zoning entitlements, and before the Design Commission to consider the design review for the project will be required. The approval of the lease is a necessary first step for this project to ensure that agreement is mutually agreeable to the City and the applicant. However, the lease, in this instance, has the potential to set forth a project description that could lead to impacts to the environment and is therefore subject to CEQA. As a result, the City Council may not approve a lease without first certifying an EIR for this project. Staff has identified the following process for this project:


- Second Preliminary Consultation before the Design Commission has been scheduled for March 27, 2014 to review the revised Design;
- Urban Forestry Advisory Committee meeting to review removal of public trees for a recommendation to the City Manager;
- EIR Public Scoping Session – one community meeting and one hosted by the Planning Commission;
- Draft EIR Public Comment Meetings (within 45 day public review period) – hosted by the Planning Commission, Design Commission, and Historic Preservation Commission to receive public comment regarding the adequacy of the document;
- City Council Meeting to consider certification of EIR and approval of lease;
- Planning Commission Public Hearing to consider approval of the Conditional Use Permit and related zoning entitlements;

- Historic Preservation Commission for recommendation to Design Commission; and
- Design Commission reviews (Concept and Final Design Review).

FISCAL IMPACT:

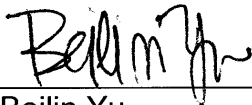
This report is for information only and will not result in any fiscal impact.

Respectfully submitted,



VINCENT P. BERTONI, AICP
Director of Planning & Community
Development Department

Prepared by:



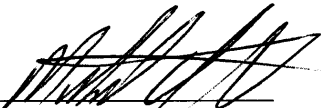
Beilin Yu
Planner

Concurred by:



Kelvin Parker
Principal Planner

Approved by:



MICHAEL J. BECK
City Manager

Concurred by:



David Klug
Senior Project Manager

Attachment:

Attachment A – Current Submittal Plans