

Agenda Report

March 14, 2016

TO: Honorable Mayor and City Council

FROM: Planning & Community Development Department

**SUBJECT: PREDEVELOPMENT PLAN REVIEW OF OLIVEWOOD VILLAGE
MIXED USE PROJECT LOCATED AT 530, 535 E UNION ST, 95, 99, 119
N MADISON AVE, AND 585 E COLORADO BLVD**

RECOMMENDATION:

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

BACKGROUND:

Mill Creek Development has submitted a Predevelopment Plan Review (PPR) application to redevelop the property located at the northwest corner of Union Street and Oakland Avenue and the property flanking the southeast corner of Union Street and Madison Avenue, at 530, 535 E Union Street, 95, 99, 119 N Madison Avenue, and 585 E Colorado Boulevard. The request includes demolition of an existing commercial building and construction of a mixed-use project (Olivewood Village) with 186 units, including 76 age-restricted senior citizens housing units and 7,625 square feet of commercial space. A total of 315 parking spaces are proposed within the two subterranean parking areas.

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 them and the public of significant projects. The development project proposes a total of 186 units.

This report provides a project description, identifies the entitlement and environmental review processes, and important topic areas that staff will focus on during case processing.

PROJECT SUMMARY:

The site is located at the northwest corner of Union Street and Oakland Avenue and the property flanking the southeast corner of Union Street and Madison Avenue and has a total size of approximately 2.08 acres. The property at the corner of Union Street and Oakland Avenue is developed with a two-story commercial buildings and surface parking lot. The property flanking the southeast corner of Union Street and Madison Avenue is developed as two surface parking lots. The project includes:

- Demolition of the existing two-story commercial building; and
- Construction of a two new six-story mixed-use buildings and a six-story residential building containing a total of 186 units, including 76 age-restricted senior citizens housing units, over two subterranean parking areas containing a total of 315 parking spaces.

The proposed site plan is shown on the following page:



Project Statistics:

Zoning Designation:	
CD-3 & CD-4 (Central District, Walnut Housing & Central District, Pasadena Playhouse)	
General Plan Designation:	
Medium Mixed-Use and High Mixed-Use	
Lot Size:	
Minimum Required	Proposed
2 acres for Planned Development (PD)	2.08 acres
Proposed Building Size:	
195,099 sq. ft.	
Floor Area Ratio:	
Maximum Allowed by General Plan with PD	Proposed
3.0 FAR (271,344 sq. ft.)	2.11 FAR (191,197)
Residential Density:	
Maximum Allowed by General Plan with PD	Proposed
87 du/acre or 181 units, 195 with Senior Citizen Housing Density Bonus	186 units
Parking Requirement:	
Required	Proposed
1-1.25 spaces per unit <650 sq. ft.	315 Total Spaces Proposed. Additional information needed to determine compliance.
1.5-1.75 spaces per unit >650 sq. ft.	
1 guest parking for every 10 units	
10 spaces for every 1,000 sf of restaurant	
OR	
1 space per 1 bedroom unit	
2 spaces per 2 or 3 bedroom unit	
2.5 spaces per 4 or more bedroom unit	
AND/OR	
As low as .5 space per Senior-restricted unit	
Building Height :	
Maximum Permitted	Proposed
50' (65' with Height Averaging)	65'+ to top of parapet
Setbacks:	
Required	Proposed
Union Street: 5-10' setback	Unable to determine
Madison Ave : 10' Setback	Unable to determine
Oakland Ave: 5-10' setback	Unable to determine
Open Space/Community Space:	
Required	Proposed
39,117 sq. ft.	47,515 sq. ft.
<p>Note: The applicant is proposing a Planned Development, which allows establishment of development standards that are specific to the development, with the exception of building height standards in the Zoning Code and the maximum residential density established in the General Plan.</p>	

The project site is zoned CD-3 & CD-4 (Central District, Walnut Housing & Central District, Pasadena Playhouse), with a maximum residential density of 48 dwelling units per acre for a portion of the site and 60 dwelling units per acre for a portion of the site. The current zoning permits a maximum floor area ratio of 1.50 for a portion of the site and a maximum floor area ratio of 2.0 for a portion of the site. The applicant is proposing a Planned Development application to access the density and floor area ratio assigned to the site in the recently adopted General Plan Land Use Element. A portion of the site is designated Medium Mixed Use and a portion is designated High Mixed Use in the General Plan Land Use Element, both of which permit a maximum of 87 dwelling units per acre. Further, the applicant is proposing to utilize Policy 4.13 of the General Plan, which allows an increase in floor area ratio up to 3.0 for high-quality, contextual, architectural design in Planned Developments. For the subject 2.08 acre site, a total of 181 residential units are permitted under the General Plan maximum with the proposed Planned Development. Through the Density Bonus provisions under Section 17.43.040 of the City's Zoning Code, Senior Citizens' housing development projects may be granted a density bonus of up to 20 percent above the maximum density. The proposed 186 units represent a 2.8 percent increase in density. The proposed gross floor area of the new buildings is 191,197 square feet, which equates to a 2.11 floor area ratio.

Discretionary Entitlements:

Based on the information submitted to-date, the proposed project would require two discretionary entitlements:

- Planned Development to achieve the proposed residential density and floor area ratio.
- Design Review for a project that exceeds 25,000 square feet in size.
 - Height Averaging for a project that exceeds 50-feet in height.

The Planned Development would be presented to the Planning Commission for its recommendation and to the City Council for a decision, along with the appropriate environmental review documentation. The Design Commission is the review authority for Design Review and Height Averaging is considered as a part of the Design Review process.

PREDEVELOPMENT PLAN REVIEW SUMMARY:

Zoning Code:

The project site is located within the CD-3 and CD-4 (Central District, Walnut Housing & Central District, Pasadena Playhouse) zoning districts. The allowable uses and development standards are those of the Central District Specific Plan section of the Zoning Code.

The proposed project meets the minimum size for a Planned Development; however the City cannot permit the proposed site configuration where the Planned Development site

and Zoning District boundary crosses through an existing building. The southerly boundary of Site D crosses through two buildings currently utilized by Pasadena Presbyterian Church, the property owner to the south. The proposed project boundary is currently a lot tie between three lots that are tied together. The property owner can untie the lots through a County of Los Angeles process without input from the City of Pasadena. The untying of these lots and reestablishment of the property line would create Building Code issues for both structures that would be located across the newly untied lots. While the City does not have the authority to prevent the lot tie from being eliminated, the establishment of the proposed Planned District boundary along this lot line exacerbates the problematic situation that is created by the elimination of the lot tie. The applicant is advised to redesign the project to eliminate this conflict.

In addition, staff provided guidance to the applicant in the PPR comments as noted below.

Height: Per Figure 3-8 of the Zoning Code the maximum allowable building height for this site is 50 feet. No PD plan may authorize a greater height than that permitted by Figure 3-8 - Central District Maximum Height. Utilizing Section 17.30.050.B (Height Averaging) of the Zoning Code the building may be as tall as 65 feet if no more than 30 percent of the building footprint exceeds the height limit and the average height of the entire footprint does not exceed the height limit of 50 feet.

The purposes of height averaging are:

- Additional building height is counterbalanced by lower heights across or elsewhere on a development site to achieve an economically viable project that also protects view corridors and/or historically or architecturally significant building, structures, or landscapes; a visual transition in height and massing may be achieved through height averaging.
- Additional building height is counterbalanced by lower heights across or elsewhere on a development site to punctuate important intersections or other prominent locations; this will contribute to a more visually compelling skyline.

Height averaging is a discretionary approval and requires approval of the Design Commission, provided the following findings are met:

1. The additional height allows for preservation of vistas and view corridors, and/or a more sensitive transition to an adjacent historic structure, and/or provides for a more interesting skyline;
2. The additional height will not be injurious to adjacent properties or uses, or detrimental to environmental quality, quality of life, or the health, safety and welfare of the public;

3. The additional height will promote a superior design solution that enhances the property and its surroundings, without detrimental impacts on views and sight lines; and
4. The additional height is consistent with the objectives and policies of the Central District Specific Plan and the General Plan.

The Design Commission may impose additional conditions related to site planning, architectural design, as well as requiring public amenities, including public outdoor space and pedestrian paths.

The measurement of height is per Section 17.40.060.C of the Zoning Code where height is measured from the, "...lowest elevation of the existing grade at an exterior wall of the structure to the highest point of the structure."

In addition, the highest point of the structure is its highest ridge or parapet. Section 17.40.060.D of the Zoning Code permits appurtenances to exceed the maximum allowable height by up to 15 feet, provided the amount of roof area covered by such appurtenances does not exceed 25 percent. An appurtenance is defined in the Zoning Code as:

A tower, spire, cupola, chimney, penthouse, water tank, flagpole, theater scenery loft, radio or television antenna, transmission tower, fire equipment, or other similar structure that is attached to a structure and not intended for human occupancy.

On the submitted plans, the parapets of multiple structures exceed the 65-foot maximum height with height averaging. Roof parapets are included in the calculation of building height. In future submittals the height of the building must be reduced to comply with the maximum height, or a variance or concession must be requested to address the exceedance of height requirements.

Setbacks: Per Figure 3-7 (Central District Required Setbacks) of the Zoning Code the minimum required building setbacks are as follows:

Union Street (Setback Type 2): Minimum 5 feet. Maximum 10 feet.

Madison Ave. (Setback Type 3): Minimum 10 feet.

Oakland Ave. (Setback Type 2): Minimum 5 feet. Maximum 10 feet.

In addition, a minimum setback of ten feet is required per the Urban Housing Section (17.50.350) of the Zoning Code for the rear and interior sides of the site. However, through the Design Review process these rear and interior side setbacks can be reduced if the reduction results in a larger courtyard.

Sidewalk Width: Per Figure 3-10 (Central District Sidewalk Width Requirements), this segment of Union Street is identified as having a requirement for a minimum sidewalk

width of 10 feet. Section 17.30.050.D requires that where an existing sidewalk width does not meet the minimum width requirement, new projects shall be set back in order to provide for the required sidewalk width. An allowed exception to this requirement can be considered in order to maintain an existing consistent pattern of setbacks along a block, in particular in order to establish continuity with historic structures. This exception is subject to review and approval of the Director of Public Works.

Based on the plans submitted it is not clear if the existing sidewalk width satisfies the 10-foot requirement or if the proposed building will need to be set back in order to accommodate a width-compliant sidewalk. This will need to be addressed in future submittals.

Vehicle Parking: Number: Permitted off-street parking is pursuant to Sections 17.46.040 (Parking and Loading), 17.46.070 (Reduced Parking in Senior Citizen Housing Developments), 17.43.090 (Alternative Parking Standards, Density Bonus) and 17.50.340 (Transit-Oriented Development) of the Zoning Code. The number of required parking spaces is based on the size of the office space and the number of dwelling units and their size. In addition, because the project site is located within the Central District Transit Oriented Development Area (as shown in Figure 3-5 of Section 17.30.030 of the Zoning Code) the parking requirements from 17.46.040 have mandatory reductions as explained below.

For the proposed Senior Citizen Housing, Section 17.46.070, a reduction in required parking can be approved to no less than 0.5 stalls per dwelling unit with approval of a Minor Conditional Use Permit.

Section 17.43.090 allows Density Bonus projects to utilize alternative parking standards. The alternative standards require one parking stall for studio and one bedroom units, two parking stalls for units with two or three bedrooms, and 2.5 stalls for units with 4 or more bedrooms.

For each residential unit less than 650 square feet in size the parking requirement ranges from 1.0 to 1.25 spaces. For units 650 square feet or more in size the parking requirement ranges from 1.5 to 1.75 spaces. Guest parking is one space for every ten units.

The submitted plans do not break down the proposed calculation for the provision of residential parking spaces and do not include unit size numbers. This information is required in future submittals.

Tandem parking: Per Section 17.46.080 of the Zoning Code, up to 30 percent of parking provided for multi-family residential units may be in tandem configuration where the stalls are at least 9'-0" feet by 34 feet in size. Additionally, the tandem spaces shall be assigned to the same unit.

Bicycle parking: Bicycle parking standards are addressed in Section 17.46.320 of the Zoning Code. The residential requirement is one bicycle space for every six units, or 31 spaces for this project. Per Table 4-17, all of these spaces must be Class 1, for which there are three options: 1) a fully enclosed lockable space accessible only to the owner/operator of the bicycle; 2) attendant parking with a check-in system in which bicycles are accessible only to the attendant; or 3) a locked room or office inside a structure designated for the sole purpose of securing the bicycles.

Courtyard: Per Section 17.50.350.F (Urban Housing) of the Zoning Code a ground-floor landscaped courtyard is required for Site C. The courtyard must be at least 20 feet in every dimension. Balconies may project up to four feet into the courtyard area. Section 17.50.350.G lists the courtyard opening requirements as described below.

As the proposed buildings have street frontages that are 75 feet or greater in size, there must be an openings to the courtyard from the street. Please note that for projects such as this, with multiple street frontages, it is through the Design Review process that the frontages required to have openings will be determined.

For covered openings, the minimum required height is 50 percent of the overall height of the structure, but not more than 25 feet. The minimum required width is ten feet and if the depth of the opening leading to the courtyard is greater than 30 feet, the ten-foot width shall be increased by one foot for every three feet of depth more than 30 feet. Any gate that is placed across the courtyard opening must be at least 50 percent open. Finally, all courtyard opening requirements of Section 17.50.350.G can be modified through the Design Review process.

Based on the plans submitted is not clear whether the project meets the courtyard requirement as described above as the courtyard opening height and courtyard dimensions are not fully dimensioned. Full dimensions will be required on all future submittals to demonstrate compliance with the courtyard and courtyard opening requirements.

Design and Historic Preservation:

Design Review: Design Review is required, per Section 17.61.030 of the Zoning Code, as the project exceeds 10,000 square feet in size, with the Design Commission as the review authority.

The project has been reviewed by the Design Commission through the Preliminary Consultation process. The Commission provided the comments below on the preliminary design:

Comments:

1. The project represents a thoughtful explanation of the proposed massing and a good example of place making. The design team should study the

walkability of the project overall to create an appropriate urban gesture. Furthermore, the interconnectedness of the courtyard spaces should continue to be studied to create important linkages.

2. Study how the prayer garden adjacent to the building to the north, along Union Street, co-exists and this relationship should be clearly understood.
3. The project appears to be a strong addition to the area and light and shadow studies should be conducted and provided for future reviews.
4. There is a great deal of architectural eclecticism developing in this area and the project should work to achieve an urban cohesiveness to help unify the overall urban architectural style.

General Plan:

The proposed project site consists of several parcels. The parcels north of East Union Street (Sites B and C on the plans) are designated Medium Mixed Use (0 – 2.25 FAR) and the parcels south of East Union Street (Sites A and D) are designated High Mixed Use (0 - 3.0 FAR) in the Land Use Element adopted in August 2015. However, the associated FARs are not implemented until the City's Specific Plans are amended to align with the new FARs. Therefore, the maximum allowable FAR in the Central District Specific Plan (CDSP) shall control.

Based on the FAR project summary submitted by the applicant:

- Site A would be developed with 2.9 FAR, which exceeds the maximum 2.0 FAR maximum allowed on this parcel per the CDSP.
- Sites B would be developed with 2.56 FAR, which exceeds the maximum 2.0 FAR maximum allowed on this parcel per the CDSP.
- Site C proposes 2.16 FAR where 3.0 FAR max is allowed
- Although no new development is proposed for Site D, please provide the existing FAR on Site C as part of your formal application. This would allow staff to determine whether the request will create a nonconforming condition.

All parcels are located within the Central District Specific Plan. The development caps for the Central District Specific Plan as adopted in August 2015 are as follows:

- 4,272 residential units (4,270 units remaining)
- 2,112,000 commercial square feet (2,085,711 remaining)

The proposed project consists of 186 residential units, 7,625 square feet of residential amenity space, and 4,498 square feet of commercial lease area. Of the 186 residential units, 15 units would be affordable units. Affordable units do not count toward the maximum development capacities in the Central District Specific Plan, therefore, the proposed project's development density of 171 residential units and 12,123 square feet

of non-residential square footage are within the remaining allowable development intensities of the Land Use Element of the General Plan.

As the project progresses through the development review process, the General Plan provides the following policies that are relevant.

Land Use Element:

1.2 Targeted Growth. Target growth and new construction in infill areas and away from Pasadena's residential neighborhoods and open spaces by redeveloping underutilized commercial and industrial properties, especially within the Central District, Transit Villages, Neighborhood Villages, and along selected corridors.

The project site consists of several parking lots and one building that is proposed to be demolished and redeveloped as a mixed-use development within the Central District Specific Plan. The project site is located away from Pasadena's residential neighborhoods and open space and sites mixed-use development in an area designated for it per the General Plan Land Use Map.

2.5 Mixed Use. Create opportunities for development projects that mix housing with commercial uses to enable Pasadena's residents to live close to businesses and employment, increasing non-auto travel, and interact socially.

The proposed project would site a mixed-use property in an area designated for mixed-use development in a centralized location near transit.

4.13 Planned Developments. Incentivize high-quality, contextual, architectural design in Planned Developments through a discretionary process by allowing for an increase in the allowable Floor Area Ratio for a project, not to exceed a total of 3.0.

As proposed project includes a Planned Development request, the applicant is advised to review Pasadena Zoning Code Section 17.26.020. This section includes regulations that pertain specially to PDs in the Central District, such as adoption of a PD zoning district and accompanying PD plan.

20.1 Neighborhood Meetings. Encourage broad representation and community participation at all steps of the planning process.

Before submitting a formal application the applicant is highly encouraged to meet with the surrounding residents and the groups listed under the heading "Neighborhoods," below.

21.1 Adequate and Affordable Housing. Provide a variety of housing types (i.e. small subdivisions, row housing, and condominiums), styles, densities, and affordability levels that are accessible to and meet preferences for different neighborhood types (e.g.,

mixed use pedestrian environments and traditional suburban neighborhoods), physical abilities and income levels, pursuant to the Housing Element.

The proposed project would add 15 affordable units in a variety of sizes (studios, one-, two-, and three-bedroom floor plans) to the rental market within the City.

Public Works Department:

In addition to various infrastructure improvements such as installing new sidewalks and drive approaches to meet current City standards, Public Works informed the applicant of a number of other topics related to the proposed project, several of which are detailed below.

Dedication for Street Purposes: Union Street along the frontage of the subject property has a substandard parkway width of 8 feet. In order to provide for a standard 10 feet wide parkway, the applicant shall dedicate to the City a 2-foot strip of land along the subject frontage for street purposes, for both north and south sides, and construct a 10-ft wide sidewalk. Construction of new curb and gutter along the Union Street frontage is required.

Street Trees: The proposed public improvements, such as, but not limited to loading area cut-out, drive approaches, are in conflict with the existing street trees. Approval for tree removal is reviewed from the City Manager by way of the Urban Forestry Advisory Committee (UFAC). The applicant shall revise the development design prior to the plans submittal for a building permit.

All drive approaches shall be at least seven feet clear of existing street trees. All public trees shall be protected and fenced with a posting on the fences advising of the tree protection.

Transportation/Traffic:

The thresholds identified in the City's Traffic Impact Review Guidelines require that a Traffic Impact Study be conducted for the project. The Study will be considered as part of the environmental review of the project.

Driveway Configuration: It is recommended that the driveway access be designed to have a minimum width of 20-feet along the entire length of the ramp to accommodate 2-way traffic on the ramp. Also, the driveway apron shall match the width of the ramp. To improve the safety of pedestrians crossing the driveway, the design plans shall indicate a slope of 2 percent or less from the property line to 20-feet east into the property to improve vehicular sight distance, or include the installation of an exit arm.

Environmental Review:

At this time it is expected that that project will not be exempt from environmental review per the California Environmental Quality Act (CEQA) and an Initial Environmental Study will be required. Depending on the conclusions of the Initial Environmental Study the project may result in impacts that can be mitigated, or if not, an Environmental Impact Report (EIR) would be required. It is expected that a traffic study will be required by the Department of Transportation. Additional environmental studies (e.g. air quality) may also be required.

NEXT STEPS:

Public hearings before the Hearing Officer and Design Commission are necessary in order to carry out the proposed project. In addition, an environmental review will occur consistent with the requirements of CEQA. The following identifies the steps in the review process:

- Environmental Review;
- Planning Commission Recommendation to City Council regarding adoption of the environmental review and approval of the establishment of the Planned Development;
- City Council hearing to consider adoption of the environmental review and approval of the of the establishment of the Planned Development; and
- Design Commission reviews (Concept and Final).

FISCAL IMPACT:

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

Respectfully submitted,



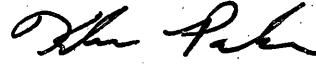
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Attachment:

Attachment A – Predevelopment Plan Review Plans