

Agenda Report

May 16, 2016

TO: Honorable Mayor and City Council

FROM: Planning & Community Development Department

SUBJECT: PREDEVELOPMENT PLAN REVIEW FOR 3202 EAST FOOTHILL BOULEVARD MIXED USE PROJECT (SPACE BANK)

RECOMMENDATION:

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

BACKGROUND:

Pasadena Gateway LLC has submitted a Predevelopment Plan Review (PPR) application to redevelop the property located at 3202 East Foothill Boulevard, on the south side of East Foothill Boulevard near the intersection of North Kinneloa Avenue. The proposed project includes the construction of 550 market rate apartments, 12,100 square feet of commercial space, 520 above-grade parking spaces, and 549 subterranean parking spaces on a 9.27-acre site.

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. This development project proposes a total of 550 units.

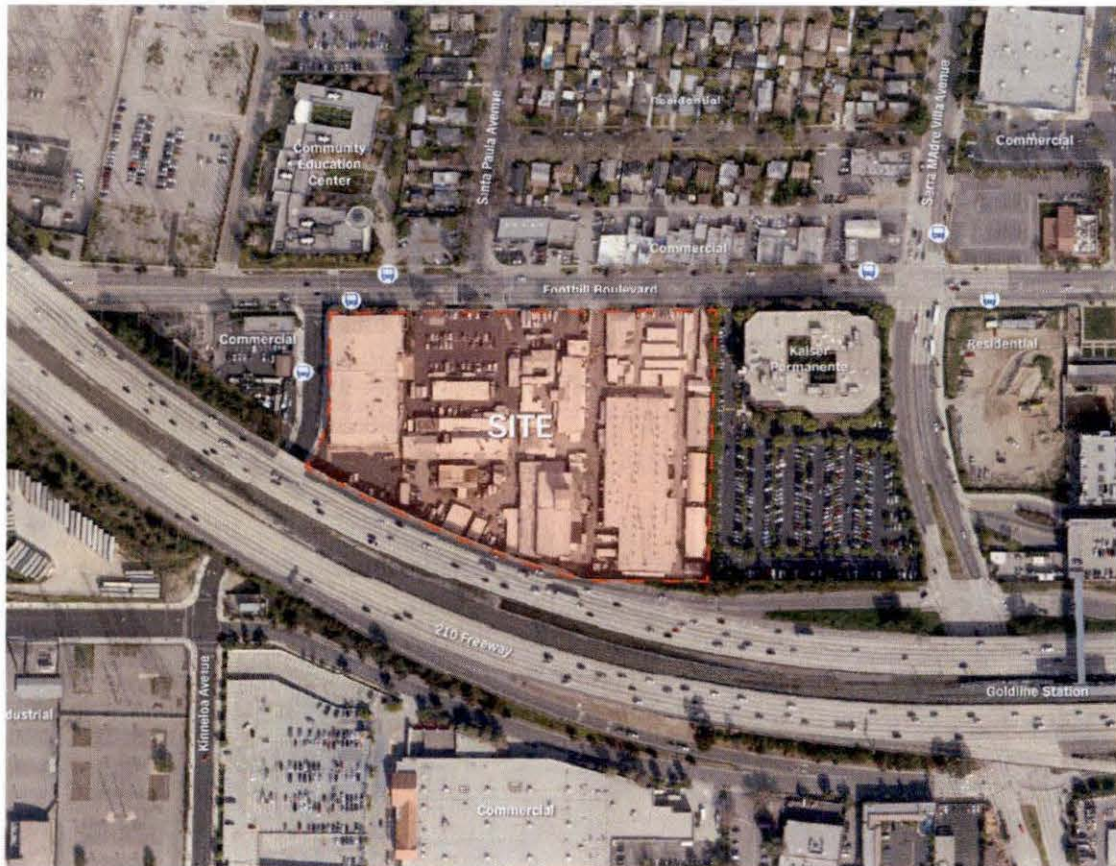
This report provides a project description, identifies the entitlement and environmental review processes, and important topic areas that staff will focus on during case processing.

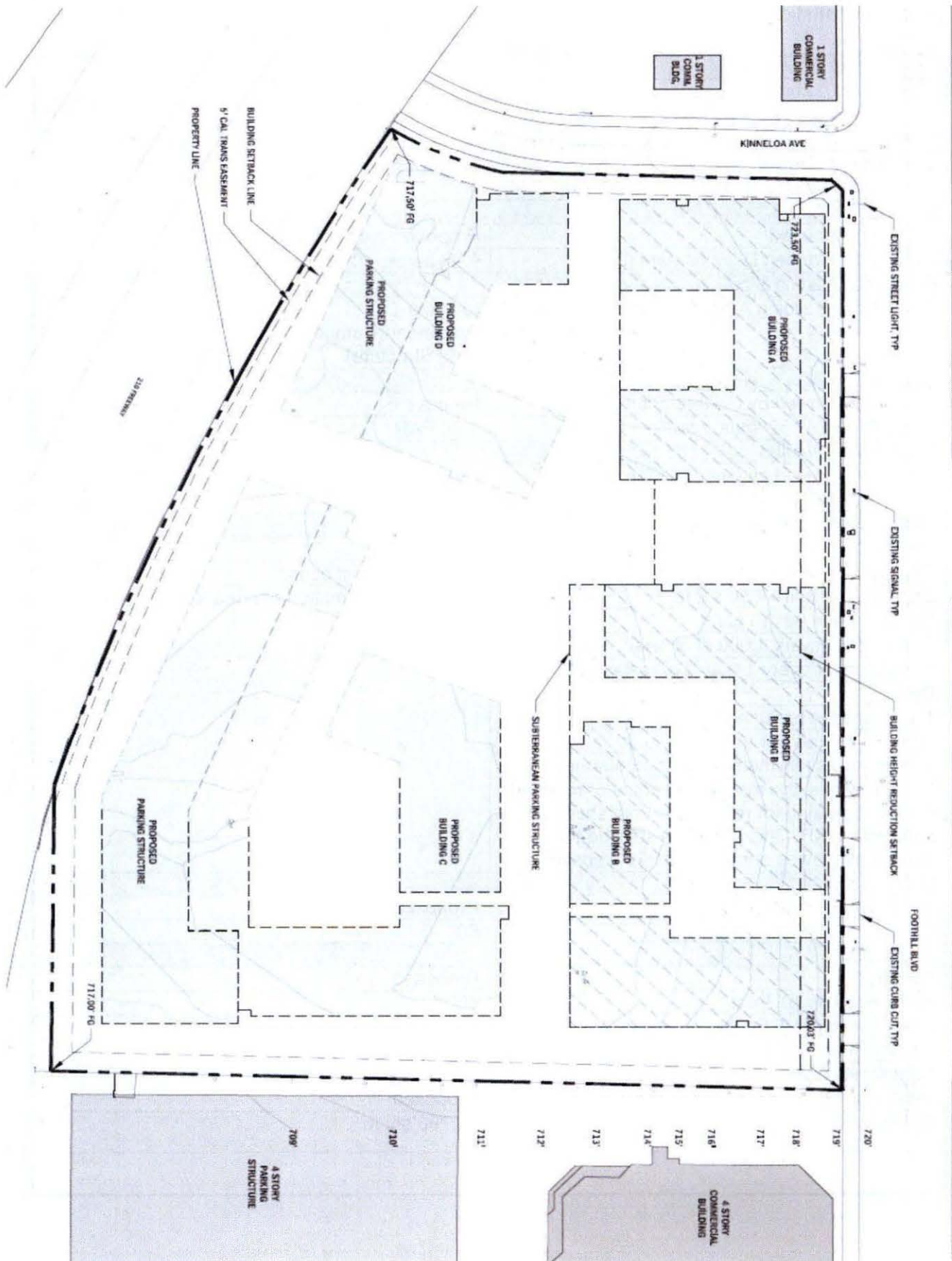
PROJECT SUMMARY:

The proposed project includes the construction of 550 market rate apartments, 12,100 square feet of commercial space, 520 above-grade parking spaces, and 549 subterranean parking spaces on a 9.27-acre site. The proposed development would be distributed throughout four building masses and would require the demolition of all existing buildings on the project site. Primary access to on-site parking is proposed to be from East Foothill Boulevard, via a continuation of Santa Paula Street, which would bisect the site. Secondary vehicle access would be provided off of a second driveway on Foothill Boulevard and also off of North Kinneloa Avenue. A series of on-site amenities would be dispersed throughout the site in the form of courtyards and park-like open space areas.

In 2006, a PPR was submitted that proposed to demolish all existing structures and develop a new 439,000 square foot office building(s) with parking and open space. However, no formal application was submitted to develop the site as proposed.

The existing site is illustrated below. The proposed building massing is illustrated on the following page.





Project Statistics:

| | |
|---|--|
| Project Address: | |
| 3202 East Foothill Boulevard | |
| Zoning Designation: | |
| EPSP-D2-IG-B-4 (East Pasadena Specific Plan, Subarea d2, General Industrial, Parcel B-4) | |
| General Plan Designation: | |
| Medium Mixed-Use (0.0-2.25 FAR; 0-87 du/acre) | |
| Lot Size: | |
| Minimum Required | Proposed (as indicated on plans) |
| 2 acres for Planned Development (PD) | 9.27 acres (403,801 square feet) |
| Proposed Building Size: | |
| Total Gross Building Area: 526,535 square feet (Buildings A-D) | |
| 206,650 square feet (Subterranean Garage) | |
| 228,490 square feet (Parking Structure) | |
| Floor Area Ratio: | |
| Maximum Allowed by General Plan | Proposed |
| 2.25 FAR (908,552 square feet) | 1.30 FAR |
| Residential Density: | |
| Maximum Allowed by General Plan | Proposed |
| 87 du/acre (806 units) | 550 units |
| Parking Requirement: | |
| Required | Proposed |
| 1 space per unit <650 sq. ft. | 1,069 parking spaces Additional information needed to determine compliance. |
| 2 spaces per unit > 650 sq. ft. | |
| 1 guest space per 10 units | |
| 3 spaces for every 1,000 sf of retail | |
| 10 spaces for every 1,000 sf of restaurant | |
| OR | |
| 1-1.25 spaces per unit <650 sq. ft. | |
| 1.5-1.75 spaces per unit >650 sq. ft. | |
| *cap includes minimum parking requirement | |
| *in TOD areas, the minimum amount of required off-street parking for retail/restaurant shall be reduced by 10%; this reduction shall be the maximum allowed number of parking spaces. | |
| Building Height: | |
| Maximum Permitted | Proposed |
| 60' | 60' |
| Setbacks: | |
| Required | Proposed |
| Along Foothill: 10' Feet | 10' |
| Along Kinneloa: 5' Feet | 10' |
| Sides / Rear: None | 15' for both |
| Community Space: | |
| Required | Proposed |
| 82,500 sq. ft. | 83,790 sq. ft. |

Discretionary Entitlements:

Based on the information submitted to-date, the proposed project would require the following 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.

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.

PREDEVELOPMENT PLAN REVIEW SUMMARY:

Inconsistency between Zoning and General Plan:

Development of property in the City must be consistent with both the Zoning Code and the adopted General Plan. Although the City Council updated the General Plan in August of 2015, the Specific Plans and underlying zoning have not been updated to reflect the land uses and densities that have been established by the newly adopted General Plan. Because of this inconsistency between the General Plan and the Specific Plan, some projects may not be able to be developed until the Specific Plans are updated, which is anticipated to be a three year effort.

In an effort to address this inconsistency, the City Council recently amended the Planned Developments (PD) regulations to allow PD projects to move forward if they are consistent with the General Plan. The proposed project seeks to establish a Transit Oriented Development project consisting of multi-family and commercial uses, consistent with the General Plan's vision for this site and would require approval a PD by the City Council.

General Plan:

Density and Uses

The General Plan Land Use Diagram designates the subject property as Medium Mixed Use (0.0 to 2.25 FAR, 0 to 87 dwelling units per acre). The proposed project would have a FAR of approximately 1.30 FAR and a density of approximately 59.3 dwelling units per acre. The density proposed is well under the maximum prescribed for the site by the General Plan Land Use Diagram and the multi-family and commercial uses are consistent with the Medium Mixed Use designation envisioned for this site.

Development Caps

The development caps for the East Pasadena Specific Plan as adopted in August 2015 are as follows:

- 750 residential units (750 units remaining)
- 1,095,000 commercial square feet (1,095,000 square feet remaining)

The proposed project consists of 550 residential units, 12,085 square feet of residential amenity space, and 12,100 square feet of commercial lease area. Affordable units do not count toward the maximum development capacities; however, the applicant has not yet determined whether they will be providing affordable inclusionary units on site or payment of the In-Lieu Fee. Because of this, staff has assumed that all 550 units would be market-rate and count against the development caps. The proposed project's development density and non-residential square footage are within the remaining allowable development intensities of the Land Use Element of the General Plan. Furthermore, approximately 200,000 square feet of commercial square footage would be "credited" to the East Pasadena Specific Plan area resulting from the demolition of the existing structures on-site.

If the project is approved and building permits are issued, there would be available capacity to build 200 more residential units within the East Pasadena Specific Plan Area. Although the General Plan represents a 20-year vision, historically, the development capacities have been reviewed and adjusted every 10 years. However, given the relatively low number of residential units allowed for development compared to the high commercial square footage in this Specific Plan, the City Council may wish to consider a conversion program, similar to East Colorado, where available commercial square footage capacity is exchanged for residential units.

Land Use Element – Goals and Policies

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

Goal 29 - Transit Villages: Moderate to high density mixed-use clusters of residential and commercial uses developed in an integrated "village-like" environment with buildings clustered on common plazas and open spaces in proximity to Metro Gold Line stations capitalizing on their indeed market demands and land values, facilitating ridership, and reducing automobile use while increasing walkability.

The proposed project is located approximately a quarter mile from the Sierra Madre Villa Gold Line Station. Therefore, further consideration shall be given to ensure that the proposed project consists of design and programmatic elements that encourages pedestrian activities and encourages transit use. The design of the project will not to continue evolving to create a village like environment. Additional retail/commercial space along Foothill Boulevard and live/work units should not be permitted as they have not been shown to encourage pedestrian activity or add to a village-like environment.

Policy 2.1 – Housing Choices: Provide opportunities for a full range of housing types, densities, locations, and affordability levels to address the community's fair share of regional, senior, and workforce housing needs and provide a strong customer base sustaining the economic vitality of Pasadena's commercial land uses. The types, densities, and location of housing shall be determined by the Land Use Diagram and reflect the projected needs specified in the Housing Element.

The proposed project would include 550 new residential units, from studios to three-bedroom options, and it would be subject to the City's Inclusionary Housing requirement.

Policy 7.1 – Architectural Quality: Design each building as a high-quality, long term addition to the City's urban fabric; exterior design and buildings material shall exhibit permanence and quality, minimize maintenance concerns, and extend the life of the building.

The project's Architectural Quality will be evaluated during the processing and entitlement phase of the PD and Design Review Applications.

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

The applicant is highly encouraged to meet with the surrounding residents and the groups listed under the heading "Neighborhoods" below to address potential issues regarding design, traffic, noise, use of the site, and other impacts specifically related to the project.

Zoning Code:

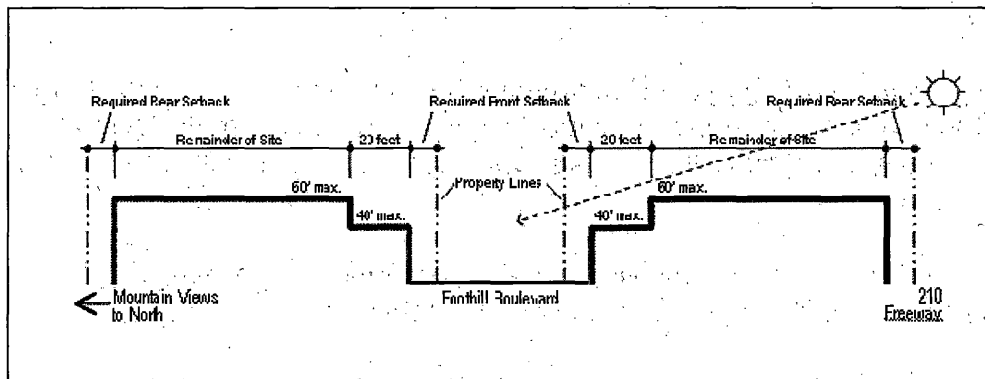
The project site is zoned EPSP-D2-IG-B-4 (East Pasadena Specific Plan, Subarea d2, General Industrial, Parcel B-4). As stated above, the Specific Plan needs to be updated because the current zoning is inconsistent with the General Plan for the project site with respect to allowed uses and residential density. The current zoning permits a maximum floor area ratio of 1.20:1 and does not allow mixed-use or multi-family housing uses. Approval of PD would allow the project to move forward, ahead of the Specific Plan update process.

Setbacks: The minimum required building setbacks are as follows:

- Front (Foothill Boulevard): Ten feet
- Front and corner side (Kinneloa Avenue): Five feet
- Interior Side or Rear (elsewhere on site): 15 feet and shall not project into the encroachment plane when adjacent to an RS or RM zone unless the adjacent lot is a PK overlay which is used for parking; none required otherwise except 10 feet for the CO zone.

Based on the information submitted by the applicant, the proposed project meets the minimum setback requirements.

Height: Per Figure 3-12 of the Zoning Code, the maximum allowable building height for this site is 60 feet. In addition, properties adjacent to Foothill Boulevard must comply with additional building stepbacks shown in Figure 3-11 of the Zoning Code that effectively limit the maximum height within the first 20' of building mass, as illustrated below. Based on the information submitted by the applicant, the proposed project meets the height requirements.



Vehicle Parking: Number: As indicated in the PPR application, a total of 948 residential parking spaces and 121 commercial parking spaces will be provided, for a total of 1,069 parking spaces. A five-level, aboveground parking structure would accommodate 520 parking spaces (for residential uses) and two-levels of subterranean parking would accommodate 549 parking spaces (for commercial and residential uses). Based on the information provided, the parking provided would be in excess of Zoning Code requirements. This will be confirmed as part of future submittals.

Permitted off-street parking is determined pursuant to Sections 17.46.040 (Parking and Loading) and 17.50.340 (Transit-Oriented Development) of the Zoning Code. The number of required parking spaces is based on the size of the commercial space and the number of dwelling units and their size. In addition, because the project site is located within a Transit Oriented Development (TOD) Area, the parking requirements from 17.46.040 have mandatory reductions as explained below.

For development subject to TOD requirements, the parking requirement for each residential unit less than 650 square feet in size 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. Additionally, for non-residential uses, the minimum amount of required off-street parking is reduced by 10 percent and this reduction shall be the maximum allowed number of parking spaces.

Bicycle parking: Bicycle parking standards are addressed in Section 17.46.320 of the Zoning Code. Non-residential uses less than 15,000 square feet require four bicycle spaces. The residential requirement is one bicycle space for every six units, or 92

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. The provision of bicycle parking will be verified in future submittals.

Community Space: The applicant has indicated the provision of 83,790 square feet of community space, including four courtyards totaling 44,754 square feet, a 5,061 square foot dog park, a 11,568 square foot central paseo, and a 22,407 square foot central park. The plans also indicate a 2,950 square foot fitness area. However, based on the plans submitted, it is not clear whether the project meets the community space requirement as described above. Full dimensions will be required on all future submittals that demonstrate compliance with community space requirements.

Per Section 17.50.160 (Mixed-Use Projects) includes requirements for community space in mixed-use projects. The minimum requirement for community space is 150 square feet of area per dwelling unit, which may not include required front and/or corner side setbacks. For this 500-unit project, this results in a minimum total requirement of 82,500 square feet of community space.

Design Review:

Design Review: Design Review is required, per Section 17.61.030 of the Zoning Code, as the project exceeds 25,000 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. Closely study the connection between interior open spaces, building frontages, pedestrian pathways and the public realm to ensure that the project appropriately engages with the street and responds to the collective form of surrounding neighborhoods. Consider orienting buildings to provide more common access to open space and build a greater sense of connection between residents and the public realm.
2. Study the interaction between pedestrian and vehicular access within the site and the possibility of relocating the proposed primary vehicular access to the site to North Kinneloa Avenue. Consider minimizing the width and visual prominence of the continuation of Santa Paula Avenue through the middle of the site to enhance and encourage additional pedestrian flow at that location and maintain a greater sense of

connection between the portion of the development at the northwest corner of the site and the rest of the project site.

3. Study the possibility of including additional distinctive pedestrian-oriented commercial frontage space along the entire site facing East Foothill Boulevard, to ensure the primary street frontage site maintains visual continuity and encourages and enhances pedestrian activity.
4. Study the possibility of using a greater variation in building height between the southern edge of the site, adjacent to the Foothill Freeway and the northern edge adjacent to East Foothill Boulevard, to respond to the lower level commercial development on the north side of East Foothill Boulevard and the single family residential beyond.
5. Study the relationship between the site and adjacent or nearby transit opportunities and determine if additional measures, such as additional pedestrian site access points, can be integrated into the design to encourage access to transit facilities.
6. Study the balance of sunlight and shade in the long, narrow courtyard of Building B. Consider increasing the distance between the two components of Building B to create a more engaging, pedestrian-oriented space.
7. Study the secondary building frontage along Kinneloa Avenue and consider additional frontage treatments such as additional fenestration or building entrances to ensure that all sides of the building present engaging facades that promote the pedestrian experience.
8. Study the appearance of the above ground parking structure as visible from the pedestrian vantage point. The parking garage will be a prominent site feature; the design should be complementary to the design of the other buildings.
9. Consider additional east/west pedestrian access and pedestrian penetration of the site; draw upon the history of public and private space, courtyards and alleyways in Pasadena for inspiration.
10. Consider including a termination, amenity, event, or significant feature at the ends of the east/west pedestrian spines.
11. The pedestrian environment in the vicinity of the project site is uninviting. The project location is alienating to the pedestrian and bicyclist and a balance needs to be achieved between the vision of a pedestrian-oriented project and reality. Consider incorporating design or landscape features to create enhanced pedestrian pathways to the nearby Metro station and coordinate with the Department of Transportation about signalization options to enhance pedestrian access.

12. The façade of the parking garage adjacent to the freeway should be carefully treated to ensure a complementary design to the rest of the project.
13. Discuss design features that will address the impact of air pollution on human health and indoor air quality. Explain how the above grade parking structure will buffer freeway pollution from residents.
14. Explore a more fine-grained design and review the possibility of breaking down the building massing through the use of additional smaller buildings rather than fewer larger buildings. Increasing the number of buildings may create additional opportunities for more pedestrian pathways and site permeability, which would further contribute to a village like feel at the site.
15. The Santa Paula Street extension should be more pedestrian focused. Look to traditional pedestrian and vehicle travel paths in Europe for examples of how to slow cars down. Consider a cobblestone swale in the middle of the road, additional landscaping, or other "road diet" treatments intended to slow vehicular traffic in this area.
16. Incorporate more publicly accessible retail along the courtyards.
17. Reconsider the live/work design configuration and the relationship between these units and the sidewalk adjacent to East Foothill Boulevard. Live/work will most likely end up just being residential. A distinct separation with retail or commercial on the first floor and residential above is preferred. Additional or more distinct façade treatments are needed to distinguish the building base and create a more inviting pedestrian space along the public right-of-way.
18. Consider how the interior-facing building facades will frame the privately maintained but publicly accessible park/event space. Discuss how this area can be treated to facilitate events.
19. Special attention should be paid to the entry lobbies to all buildings. These entrances have the potential to distinctly mark the paseos and can bring additional architectural rhythm to the site.
20. Consider the circulation pattern for residents of Building C and their access to the parking areas and explore ways to ensure that their path of travel can be a more inviting and activated pedestrian experience.
21. Look to the new mixed use development around the MacArthur Bart Station in North Oakland for additional design inspiration.
22. The architectural style should be a benchmark for future development in East Pasadena with superior, high quality design and materials. Draw from local history and the natural environment but also understand the surrounding context.

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: Kinneloa Avenue along the frontage of the subject property has a substandard parkway width of 8.5 feet. In order to provide for a standard 10 feet wide parkway, the applicant shall dedicate to the City a 1.5-foot strip of land along the subject frontage for street purposes and construct a sidewalk in the dedicated areas. Construction of new curb and gutter along the Kinneloa Avenue frontage is required.

Public Improvements: The applicant will be required to construct public improvements along both East Foothill Boulevard and Kinneloa Avenue in accordance with the East Pasadena Specific Plan. The improvements include planting street trees and landscaping. In addition, the applicant will be required to install street furnishings such as bus benches, pedestrian lighting, and trash receptacles along the Foothill Boulevard frontage of the subject property in accordance with the specific plan. The Public Works Department noted that the applicant was proactive in completing some of the pedestrian lighting in advance. This will be confirmed as part of the formal submittal.

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 either a 40-foot flat area beyond the property line to improve vehicular sight distance without a gate entrance, or a 60-foot reservoir space from the property line with a gate entrance.

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. The thresholds identified in the City's Traffic Impact Review Guidelines require that a Traffic Impact Study be conducted for the project. Additional environmental studies (e.g. air quality) may also be required.

NEXT STEPS:

Public hearings before the Planning Commission, City Council, 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,



DAVID M. REYES
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Development

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Concurred by:



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Approved by:



STEVE MERMELL
Interim City Manager

Attachment:

Attachment A – Predevelopment Plan Review Plans