



Planning & Community Development Department

Colorado Hill Hotel Planned Development

1347-1355 East Colorado Boulevard and 39
North Hill Avenue; 1336 East Colorado Boulevard
(PLN2013-00072)

City Council
September 12, 2016





Presentation

Planning & Community Development Department

- Existing Conditions
- Proposed Project
- Entitlements Needed
- CEQA Review
- Consistency Analysis
- Staff Recommendation
- Planning Commission Consideration
- City Council Action



Location Map

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Existing Conditions – Project Site

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- Site previously used by Pasadena Ford
- Vacant since 2008
- Temporary Uses:
 - > Vehicle Storage / Sale of pre-owned vehicles
 - > Pumpkin Sales
 - > Christmas Trees
- Showroom area (north parcel) for automotive display still present
- Existing development on (Holliston and Colorado)



Existing Conditions – Project Site

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Existing Conditions – Project Site

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Existing Conditions – Project Site

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Existing Conditions – Project Site

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Existing Conditions – Project Site

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Proposed Project (North Parcel)

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- **Full Service Hotel**
 - > Approximately 350,000 square feet
 - > Up to 375 guest rooms (311,300 square feet)
 - Spa
 - Gym
 - Restaurant
 - Pool on lower levels / rooftop pool and bar
 - > Ballroom (12,500 square feet)
 - > Conference Rooms (8,890 square feet)
 - > Ground Floor Commercial (16,400 square feet)
- **Incorporate existing showroom into design**



Proposed Project (North Parcel)

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- **Height:**
 - > Tiered approach to height distribution
 - > 85% of building would be 5 stories or less
 - > Two-five stories along roadway frontages
 - > Up to seven stories in interior
 - > Very small portion of roof would have architectural features, pool, etc. (max. 90 feet)
- **Access to site and/or parking:**
 - > Driveway along Hill and Holliston (north property line)
 - > Along Colorado Blvd. (valet, pick-up / drop-off)
- **Two levels of subterranean parking**

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Proposed Project (South Parcel)

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- **Boutique Hotel**
 - > Approximately 90,000 square feet
 - > Up to 150 guest rooms
 - > Ground Floor Commercial
- **Maximum height**
 - > Four Stories = 48 feet
- **Access to site and/or parking:**
 - > Existing alley located at the rear of the property
- **Two levels of subterranean parking**



Project Summary (Combined)

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- Two hotels and ground-floor commercial uses:
 - > Up to 525 guest rooms
 - > 26,400 square feet of commercial uses
 - Retail
 - Restaurant
 - Other retail and service uses permitted in this area of the East Colorado Specific Plan
- Total: 440,000 square feet of non-residential development
- Existing automobile showrooms would be preserved



Perspectives

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Perspectives

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Perspectives

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Perspectives

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Perspectives

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Project Entitlements

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1. **Certification of the Final EIR**
 - > Adopt Mitigation Monitoring and Reporting Program
2. **Zone Map Amendment**
 - > To change the zoning designation of the project site to Planned Development
3. **Planned Development Plan**
 - > Specifies allowable uses, development standards, establishes conditions of approval
4. **Design Review (prior to issuance of Building Permit)**



California Environmental Quality Act

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- Purpose of CEQA:
 - » To inform public agency decision-makers and the public of the potentially significant environmental effects of a project
- Applies to discretionary projects
- Identifies potential impacts on the environment and ways to avoid or reduce potential impacts through mitigation measures or alternatives



Preparing the EIR

Planning & Community Development Department

- **Initial Study/Notice of Preparation/Scoping**
 - > Public Review: October 18, 2013 – November 18, 2013
 - > Scoping Meeting: November 7, 2013
 - Hill Avenue Branch Library
 - > Scoping Meeting: November 13, 2013
 - Planning Commission
 - > Comment letters incorporated into Draft EIR



Preparing the EIR

Planning & Community Development Department

- **Release Draft EIR for Public and Agency Review**
 - > Public Review: October 13, 2015 – November 30, 2015
 - > Public Hearing with Planning Commission:
 - November 11, 2015
 - > Public Review Period extended to December 18, 2015
- **Draft EIR Availability**
 - > Central Library and Hill Avenue Branch Library
 - > Permit Center (Hale Building)
 - > Available for download online



Planning Commission Review of EIR

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- Planning Commission recommendation on certification of the EIR (5 meetings):
 - > Scoping Meeting (November 13, 2013)
 - > Update on preparing to Draft EIR (August 12, 2015)
 - > Public Hearing on Draft EIR (November 11, 2015)
 - > Review of Final EIR (April 21, 2016)
 - > Recommendation to Council on certification of Final EIR (July 27, 2016)



EIR Study Areas

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- Air Quality
- Cultural Resources
- Greenhouse Gases
- Hazards and Hazardous Materials
- Hydrology and Water Quality
- Land Use and Planning
- Noise and Vibration
- Public Services (Fire)
- Transportation and Traffic
- Utilities and Service Systems
- Alternatives and Cumulative Impacts



EIR Conclusions

Planning & Community Development Department

- All impacts could be reduced to less than significant levels with mitigation
- A total of 24 mitigation measures have been included in the MMRP (Attachment D)
- No impact or less than significant impact (no mitigation required)
 - > Greenhouse Gases
 - > Hydrology & Water Quality
 - > Land Use and Planning
 - > Public Services (Fire)
 - > Utilities and Service Systems



EIR Conclusions

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Impacts Requiring Mitigation:

> Air Quality

- The project will result in construction-related emissions that would exceed regional significance thresholds. (NO_x)
- The project will result in construction-related emissions that would exceed localized significance thresholds. (No_x, PM10, PM2.5)
- Two mitigation measures required
- Tier 3 Emission Standards for off-road diesel engines during construction
- Use of Diesel Particulate Filters for off-road diesel engines during construction



EIR Conclusions

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Impacts Requiring Mitigation:

> Cultural Resources

- Automobile showrooms
 - » Determined to be eligible for listing in the National Register
 - » Project would preserve showrooms, but demolish accessory buildings
- Impact resulting from demolition of accessory buildings on north parcel (showroom could no longer convey historic significance)
- Potential for damage resulting from vibration to nearby properties during excavation



EIR Conclusions

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Impacts Requiring Mitigation:

> Cultural Resources (cont.)

- Six mitigation measures required
- Preservation of showroom and relocation (on-site) and restoration of “Welcome” sign
 - » Documentation of site (written data, drawings, photographs, etc.)
 - » Development of plan for preservation and reuse of site and sign
 - » Interpretative display of history of automobile in Pasadena
- Photo-documentation of exterior historic structures
 - » In the event of vibration from construction



EIR Conclusions

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Impacts Requiring Mitigation:

> Hazards and Hazardous Materials

- Potential for excavation and demolition to encounter contaminated soils and/or hazardous building materials
- Three mitigation measures required
- Encountering contaminated soil
- Remove and Closure of UST's
- Survey and abatement (if needed) of PCB's, ACM, and LBP in existing structures



EIR Conclusions

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Impacts Requiring Mitigation:

> Noise and Vibration

- Potential for significant on-site stationary sources and on-site outdoor activities
- Ten mitigation measures proposed
- Pool and outdoor common areas
- Nighttime outdoor noise
- Loading dock design
- Limits on Service Truck Access off of Holliston Avenue
 - » Both parcels
 - » No access off Holliston between 10:00 p.m. and 7:00 a.m.
- Vibration analysis, monitoring, notification, etc.
 - » Triggers at various points in the construction process



EIR Conclusions

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Impacts Requiring Mitigation:

> Transportation and Traffic

- CEQA Review
- Project evaluated using new transportation and traffic metrics
- Bike impact (decrease the percentage of the citywide service population located within one-quarter mile of existing bicycle facilities)
- One mitigation measure proposed:
 - » Contribution of funds for bicycle network improvements
- Localized Study
 - » LOS Analysis
 - » Street segment analysis
 - » Conditions of approval to address impacts to local street network



EIR Alternatives

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- All impacts studied in the EIR could be mitigated to less than significant levels with the incorporation of mitigation measures.
- Alternatives Evaluated in EIR
 - > Alternative 1: No Project
 - > **Alternative 2: Reduced Project**
 - > Alternative 3: Hotel and Efficiency Units / Student Housing
 - Options for preservation or demolition of showroom
 - > Alternative 4: Mixed Use Residential & Commercial



Alternative Three – South Parcel

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- **Alternative Three:**
 - > South Parcel would be developed with up to 100 housing units
 - Single-Room Occupancy (SRO) / Efficiency Units
 - Restricted to student occupancy
 - Ground-floor commercial uses
 - > Overall amount of development is similar (approximately 90,000 square feet)
 - > Option: to retain or remove showrooms
 - Demolition of showroom results in significant, unavoidable impact under CEQA
 - > Impacts: Generally same (if showrooms preserved)



Alternative Four – South Parcel

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- **Alternative Four:**
 - > Alternative Four would be developed with up to 50 housing units
 - > Not limited to student occupancy
 - > South Parcel would also be developed with ground-floor commercial uses
 - > Overall amount of development is similar (approximately 90,000 square feet)
 - > Impacts: Generally same (slight increase in Air Quality and GHG)



EIR Summary

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- All impacts could be reduced to less than significant levels with mitigation
- A total of 24 mitigation measures have been included in the MMRP (Attachment D)
- Staff's recommendation to develop site:
 - > Hotel / ground-floor commercial uses on the north parcel (as proposed by the applicant)
 - > Residential / ground-floor commercial uses on the south parcel (consistent with Alternative 3 or 4)
 - > Adequately analyzed in the Final EIR
 - > Does not result in new or increased environmental effects not already disclosed or mitigated.
- Certification of the Final EIR₃₅



Findings

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Findings for Zone Map Amendment and PD Plan:

1. The proposed amendment is in conformance with the goals, policies, and objectives of the **General Plan**; and
2. The proposed amendment would not be detrimental to the public interest, health, safety, convenience, or general welfare of the City.



Consistency Analysis

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- Staff's recommendation is consistent with:
 - > **General Plan**
 - > Specific Plan
 - > Zoning Code

General Plan Consistency

- > Guiding Principles of the Land Use Element
- > Land Use Designation
 - Request for Additional FAR under General Plan Policy 4.13
 - Design Commission Review
- > Development Capacity Limits



General Plan Consistency

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- Guiding Principles of the Land Use Element
 - > Revitalize underutilized site
 - Transformational project on one of the City's main commercial corridors
 - > Provides combination of visitor-serving and neighborhood-serving uses
 - Near Pasadena City College
 - > Preservation and reuse of historic auto showrooms and "Welcome" sign
 - > Located within high quality transit area



General Plan Consistency

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- Land Use Designation

- > Medium Mixed Use:

- Intended to support the development of multi-story buildings
 - Variety of commercial and residential uses
 - Sites may be exclusively commercial or exclusively residential or vertically integrating housing and non-residential uses
 - Street frontages designed to enhance pedestrian activity

- > Limits on FAR:

- East Colorado Specific Plan = No FAR Limit
 - General Plan Medium Mixed Use = 2.25 FAR Limit
 - Up to 3.0:1 FAR for exceptional design



General Plan Consistency

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- > Limits on FAR (cont.)
 - North Parcel = 2.70
 - South Parcel = 2.90
- > General Plan Land Use Policy 4.13
 - Allows for a new PD to have a FAR as high as 3.0 provided it can be demonstrated that the architectural design of the PD is contextual and of a high quality
 - Design Commission and Planning Commission found that the architectural design meets this threshold



General Plan Consistency

Planning & Community Development Department

- **Design Commission Review:**
 - > March 22, 2016
 - > Based on plans, illustrations, etc. provided to date
 - > Analysis focused on buildings vs. uses proposed
 - > Found that plans exhibit an architectural design that is of 'high quality' and 'contextual' to surrounding neighborhood.
 - In order to achieve intended design and be respectful to adjacent uses, additional FAR/height appropriate
 - > Additional conditions of approval added to ensure that the overarching design principles illustrated in the plans are carried forward to Design Commission review.



General Plan Consistency

Planning & Community Development Department

- **Planning Commission Review:**
 - > Considered Design Commission findings when making their recommendation on the project
 - > South Parcel: okay with size; focused on mix of uses
 - > North Parcel: okay with hotel use; focused on size
 - Is size and maximum height appropriate for site?
 - How would design be impacted if hotel was smaller, reduced the maximum height limit?
 - What could be achieved if limited to Specific Plan requirements?
 - > Found project as proposed with additional FAR request consistent with General Plan and appropriate for site.



General Plan Consistency

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If limited to the development regulations of East Colorado Specific Plan:

- > No FAR limit
 - 2.97 acre site
- > 45' height limit
- > 500,000K SF
- > Not getting superior architectural design
 - Distribution of bulk and massing is uniform on site vs. contextual to surrounding uses.
 - Boxed-in effect
 - Does not create sense of place





General Plan Consistency

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- As proposed:
 - > 2.7 FAR
 - Mid-way point
 - Appropriate given size of site
 - > Elevated height limit:
 - Allow for graduated height increases from street frontage to interior of site
 - Better distribution of bulk and massing on project site
 - Respectful to adjacent uses and historic resources
 - > Better overall project design

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General Plan Consistency

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- **General Plan Development Capacity Table:**
 - > Cumulative new development within specific plan areas may not exceed # of housing units and commercial square feet specific in the table.

Area	Residential Units	Commercial Square Feet
Central District	4,272	2,112,000
South Fair Oaks	802	988,000
East Pasadena	750	1,095,000
Lamanda Park	100	630,000
East Colorado	300	300,000
North Lake	250	250,000
Fair Oaks / Orange Grove	325	300,000
Lincoln Avenue	180	300,000

- **General Plan Land Use Element allows for review and modification of caps every five years:**
 - > Development occurred
 - > Evolving market and economic conditions
 - > Community values



General Plan Consistency

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- **East Colorado Specific Plan Conversion Factor**
 - > Residential capacity can be converted to commercial capacity at rate of 1 dwelling unit = 1,000 square feet
- **Credit given for demolition of existing structures on-site**
 - > Most sites within Specific Plan area of already developed
- **One of few sites in specific plan area that could see an intensification of development**
 - 2.97 acre site
 - Mostly vacant
 - Most other sites in the specific plan area are built out



General Plan Consistency

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- Project (as proposed by applicant) or staff's recommended alternative would not exceed adopted development caps.
 - > Project would use all commercial allotment and conversion of approximately 107 units
 - > Residential units (or commercial square footage) remain for future residential, commercial, or mixed-use projects
 - Conversion process
 - Credit for existing on-site development



General Plan Consistency

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- General Plan's Vision for East Colorado:
 - > Transformation from auto-oriented strip uses
 - > Goal 32 (East Colorado)
 - A series of pedestrian-oriented villages and districts
 - Vibrant mix of uses, amenities, streetscapes
 - New jobs for Pasadena residents
 - Customers to invigorate retail areas
 - Neighborhood villages along Colorado Boulevard near Hill Street

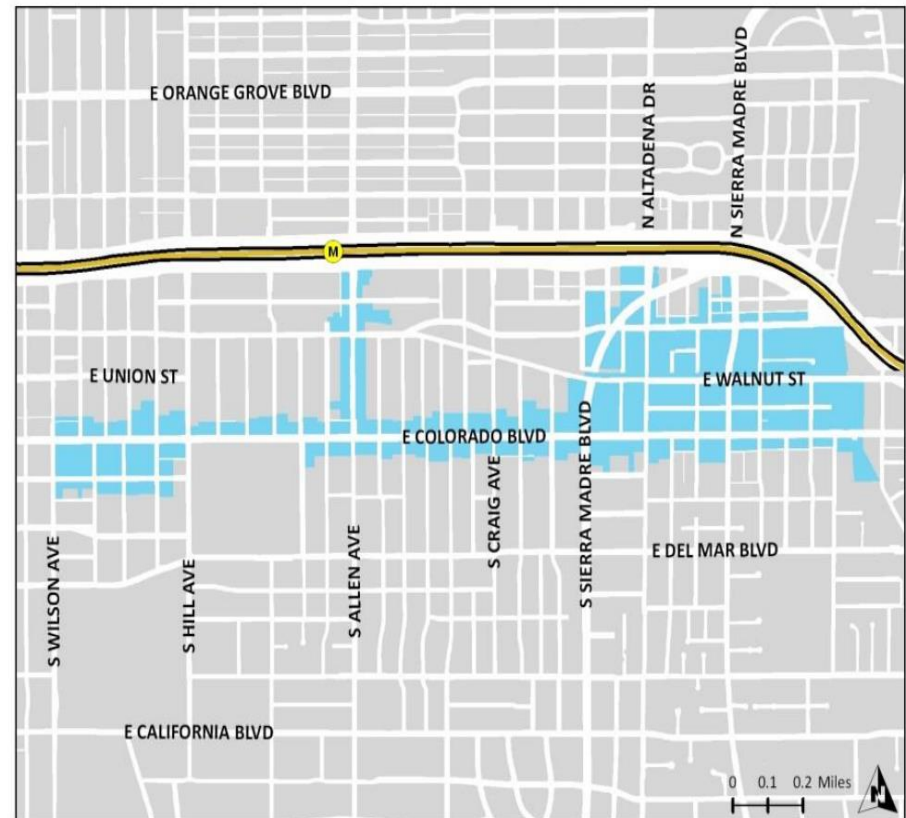


Figure 4. East Colorado

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Specific Plan Consistency

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- **East Colorado Specific Plan (2003)**
 - > **Plan Goals and Objectives (Chapter 2)**
 - Beautify key intersections and establish community and sub-area gateways that help to establish a sense of place
 - Eclectic mix of uses
 - Preserve historic resources
 - Provide incentives to intensify development at significant nodes
 - > **College District Sub Area (Chapter 2):**
 - Colorado & Hill identified as key intersection that should be beautified
 - Concept of relocating automobile uses away from the project site
 - Ground-floor uses – mix of retail and service oriented uses
 - » Visitor-serving and neighborhood serving
 - » Contribute to improved pedestrian environment



Specific Plan Consistency

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- **East Colorado Specific Plan (2003)**
 - > **Streetscape Beautification and Public Improvements (Chapter 3)**
 - Colorado & Hill identified as site for development intensity
 - Opportunity to beautify and claim as unique place
 - Substantial pedestrian interaction
 - > **Mobility (Chapter 4)**
 - Colorado & Hill: Adjacent to PCC, this intersection should become more prominent pedestrian node.



Specific Plan Consistency

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- **East Colorado Specific Plan (2003)**
 - > **Land Use and Development Standards (Chapter 5)**
 - “Due to the lack of vacant properties and the built-out nature of the Specific Plan, opportunities to increase land use intensities will be limited primarily to redevelopment of existing under-utilized properties.”
 - Appropriate for introduction of mixed-use housing opportunities
 - Creation of street-oriented destination(s)
 - Architectural enhancement
 - Hotel allowed with CUP
 - Mixed-use allowed
 - No maximum floor area ratio



Specific Plan Consistency

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> Transformational project proposed for North Parcel:

- Up to 375 guest rooms
- Conference space
- Banquet space
- Variety of additional amenities
- Ground-floor, neighborhood serving commercial uses
- Superior design

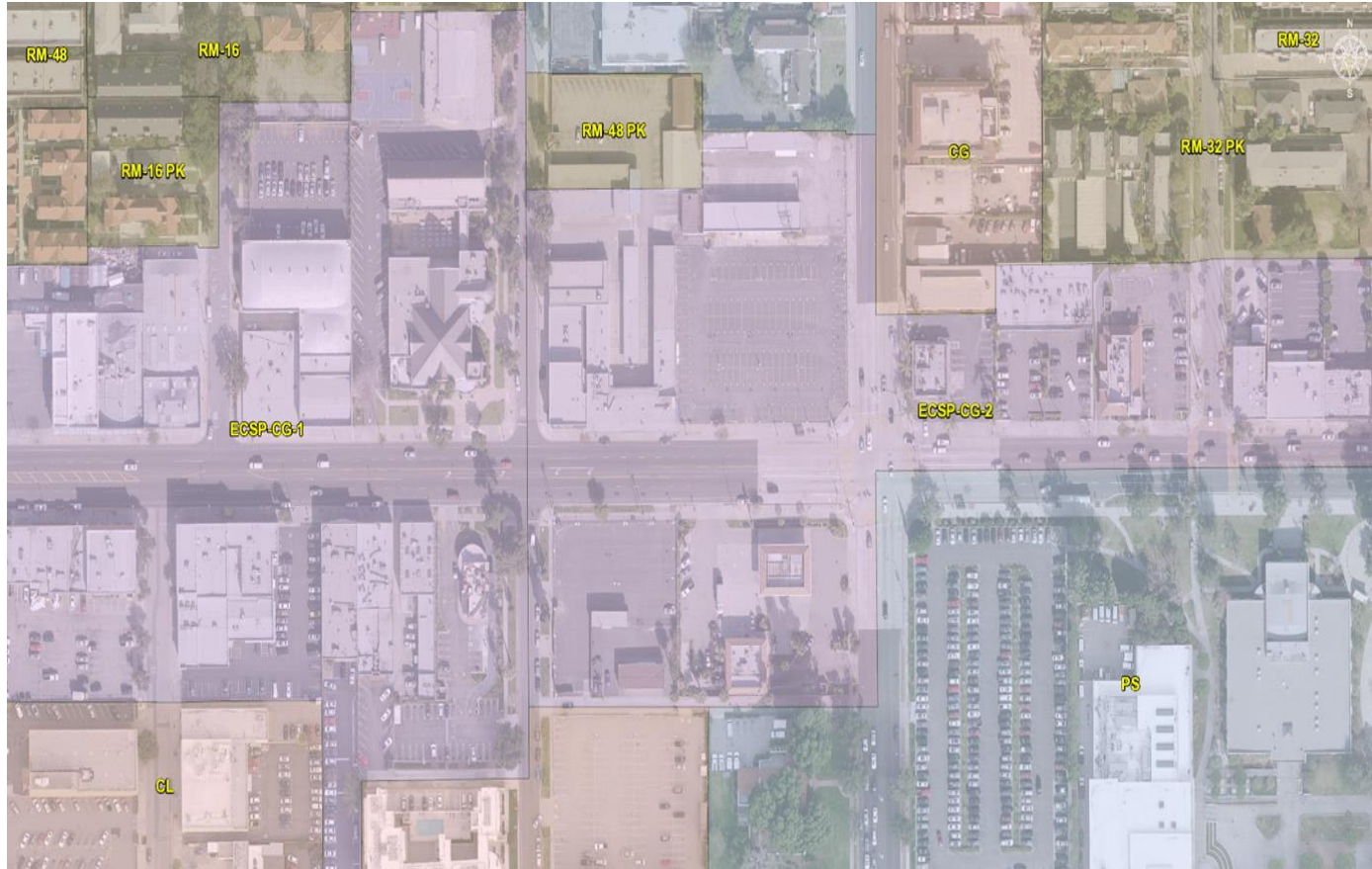
> Continue the transformation on the South Parcel:

- Add to diversity of uses in vicinity
- Introduce residential options
- Flexibility to appeal to student population or not
- Superior design and similar development parameters
- Provide greater consistency with vision for East Colorado Specific Plan area



Zoning Ordinance Consistency

Planning & Community Development Department





Zoning Ordinance Consistency

Planning & Community Development Department

- **Planned Development - Purpose**
 - > Establish a procedure for the development of large parcels of land in order to reduce or eliminate the rigidity, delays, and inequities that otherwise would result from application of land use regulations and administrative procedures designed primarily for small parcels;
 - > Ensure orderly and thorough planning and review procedures that will result in quality urban design;
 - > Encourage variety and avoid monotony in large developments by allowing greater freedom in selecting the means to provide access, light, open space, and amenity;
 - > Allow certain types of development consistent with the general plan that can be acceptable at a specific location only under standards significantly more restrictive than those of a base district in which the use is permitted;



Zoning Ordinance Consistency

Planning & Community Development Department

- **Planned Development Application**
 - > Existing zoning is ECSP-CG-2 and RM-48-PK
 - > Creating a new PD zone
 - > Concurrent approval of PD Plan
- **What is a PD Plan?**
 - > Identifies permitted uses
 - > Specifies development standards, specifically those that may deviate from the underlying zoning
 - Not so specific as to preclude accomplishing superior design through Design Review process
 - > Must be consistent with General Plan



Zoning Ordinance Consistency

Planning & Community Development Department

- What is a PD Plan?
 - > Accompanied by conditions of approval
 - Planning and Community Development
 - » Design & Historic Preservation
 - Department of Transportation
 - Fire Department
 - Police Department
 - Public Works
 - Health
 - Housing and Career Services
 - Water and Power
 - California Department of Transportation



Proposed PD Plan

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- Mix of Uses
 - > Permitted uses:
 - > Hotel (North Parcel)
 - > SRO (South Parcel) intended for student occupancy
 - > Mixed-use (South Parcel)
 - > Retail and Service uses that are permitted in ECSP-CG-2 zoning district (Both Parcels)
 - Must also meet definition of pedestrian-oriented use
 - Condition of approval added to require access from street



Proposed PD Plan

Planning & Community Development Department

- **Floor Area Ratio / Residential Density**
 - > 2.70 on north parcel; 2.90 on south parcel
 - Consistent with General Plan which allows up to 3.0:1 FAR
 - > Requirement to provide ground-floor commercial uses
 - Provide neighborhood-serving uses
 - Enhance pedestrian experience / create lively streetscape
- **If South Parcel developed with residential units:**
 - > Would not exceed limit prescribed by General Plan (87 du/acre).



Proposed PD Plan

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- **Setbacks**

- > Fixed setbacks required in ECSP area

- Five feet (front, corner side)
 - 15 ft. when adjacent to RS or RM zone (unless PK overlay); none required otherwise

- > Applicant requested development flexibility from fixed setback requirement (North Parcel):

- 0' min. – 5' max. (Colorado Blvd)
 - 0' min. – 5' max. (Hill Avenue)
 - 0' min. – 5' max. 200' from Colorado Blvd (Holliston Avenue)
 - 5' min. (elsewhere along Holliston)
 - 5' min. (rear property line)



Proposed PD Plan

Planning & Community Development Department

- **Setbacks**

- > **South Parcel:**

- 0' min. – 5' max. (Colorado Blvd)
 - 5' min. – 10' max. (Holliston Avenue)
 - 5' min. (side property line)
 - 5' min. (rear property line)



Proposed PD Plan

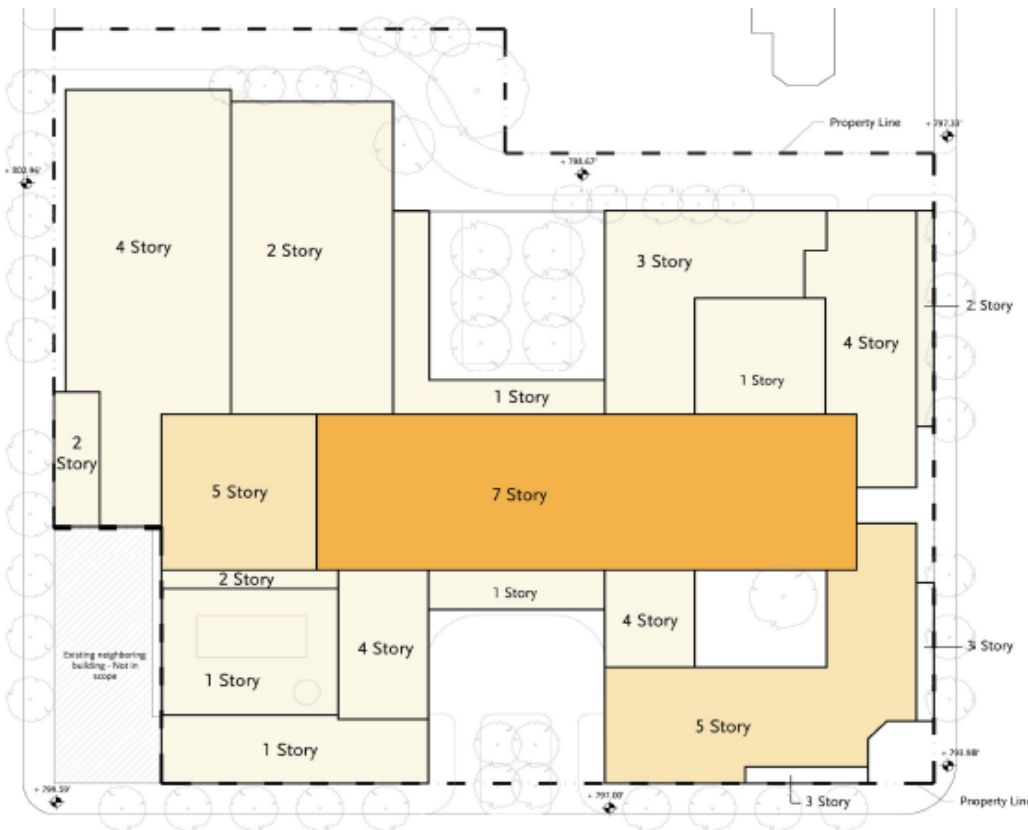
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- **Height**
 - > **North Parcel: would have a maximum height of 90'**
 - 85% of building would be five stories or less
 - Bulk and massing distributed throughout the site
 - Tiered height increase from streetscape to interior
 - Rooftop pool and bar
 - > **South Parcel: maximum height of 48'**



Proposed PD Plan

Planning & Community Development Department



LEGEND

BUILDING HEIGHT	% OF N. PARCEL	% OF S. PARCEL
OPEN SPACE	23.8%	33%
UNDER 4 STORIES	50.1%	67%
5 STORIES	11.5%	0%
7 STORIES	14.6%	0%

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Proposed PD Plan

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South Parcel: would have a maximum height of 48'



LEGEND

BUILDING HEIGHT	% OF N. PARCEL	% OF S. PARCEL
OPEN SPACE	23.8%	33%
UNDER 4 STORIES	50.1%	67%
5 STORIES	11.5%	0%
7 STORIES	14.6%	0%



Proposed PD Plan

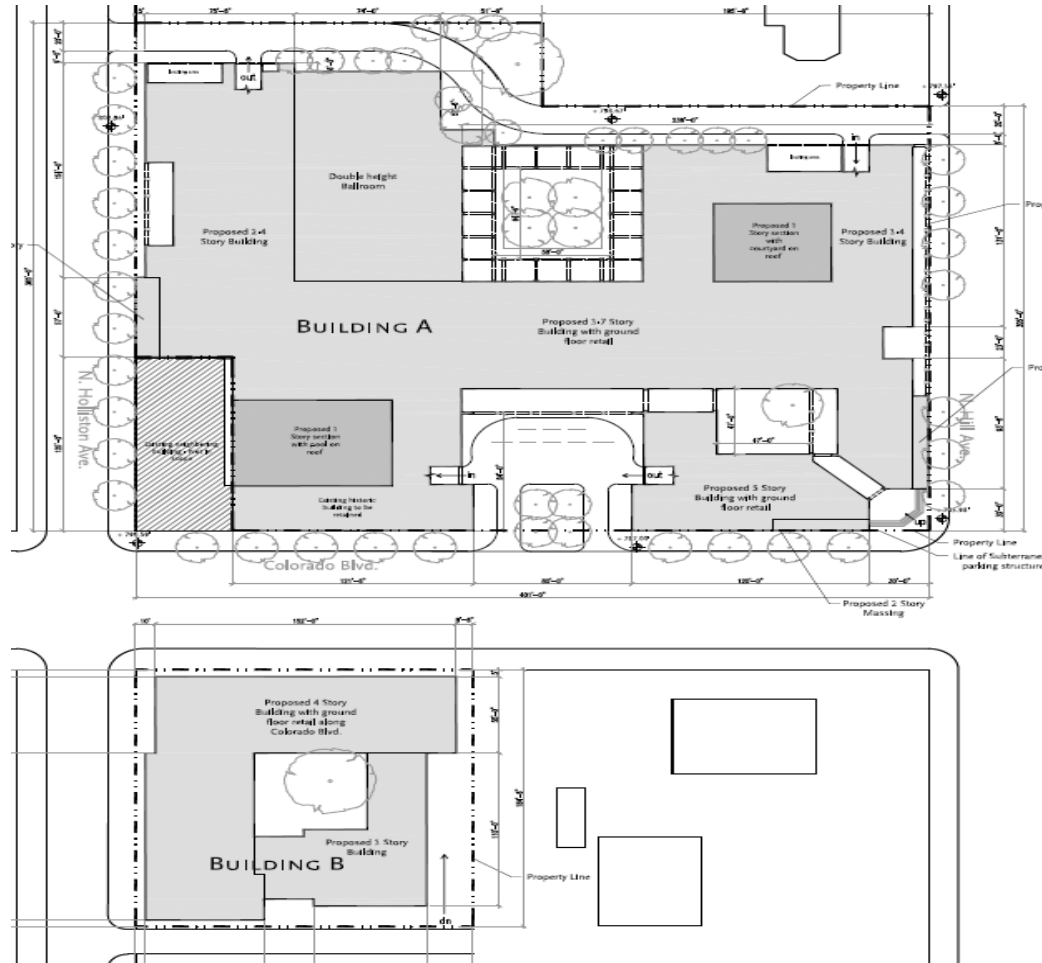
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- **Site Access**
 - > North Parcel – driveway at rear of project site
 - Access off of Colorado Boulevard
 - » Valet Service / Drop-off and Pick-up
 - » Subterranean parking
 - > South Parcel – existing alley at rear of property
 - > Conditions of approval
 - Valet Review by DOT
 - Right in / Right out (North Parcel; along Hill Avenue)
 - New signal installation: Colorado Boulevard and Holliston Avenue
 - DOT may require additional driveway turn restrictions during plan check process



Proposed PD Plan

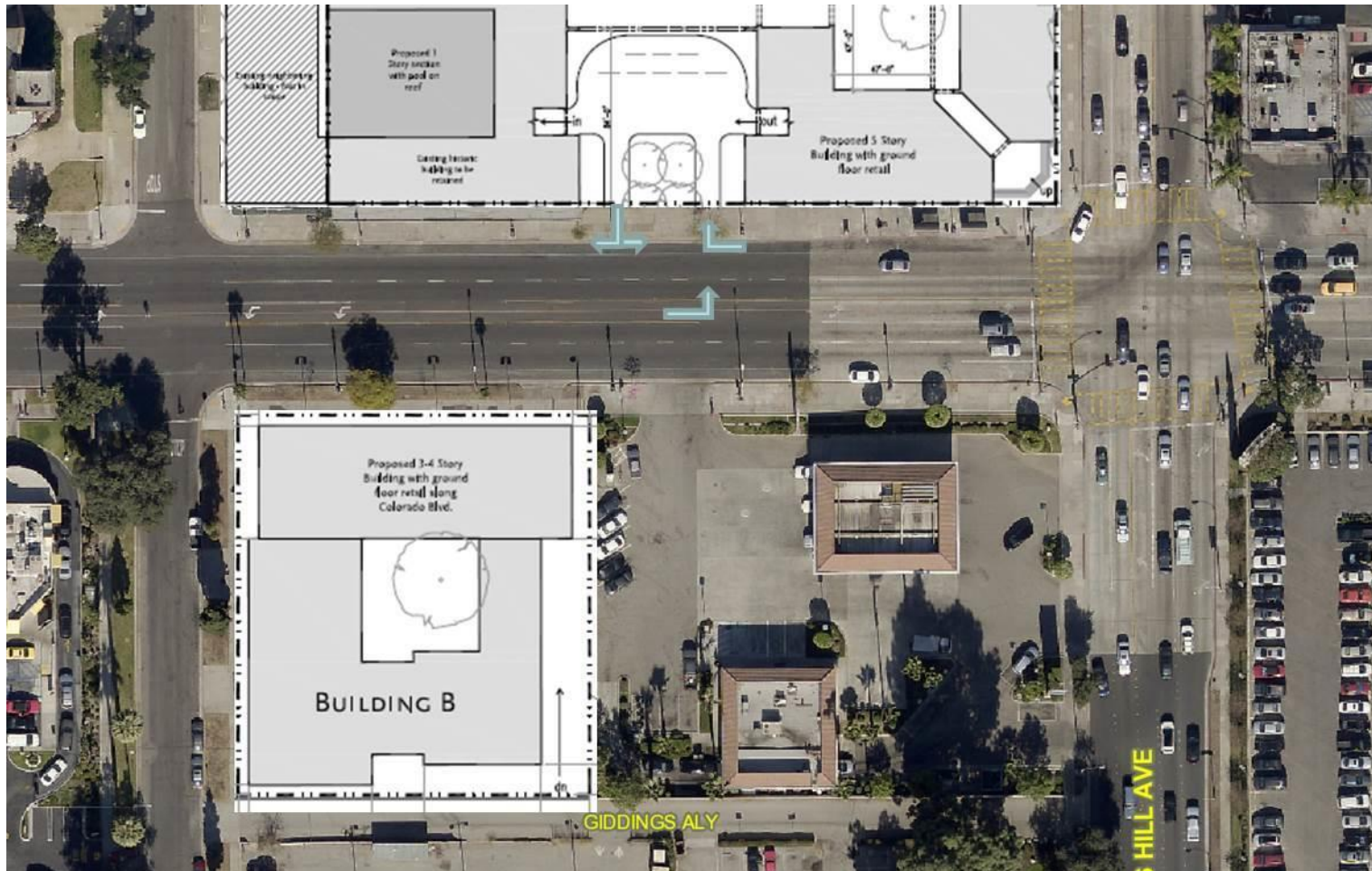
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Proposed PD Plan

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Proposed PD Plan

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- **Parking**

- > Applicant proposed two levels of subterranean parking on both parcels
 - 700 vehicle spaces on North Parcel
 - 150 vehicle spaces on South Parcel
- > Condition of approval added to require parking to be provided consistent with Code requirements
- > Any future shared parking with off-site uses would require approval of Minor Conditional Use Permit
- > Separate commercial from hotel / residential



Planning Commission

Planning & Community Development Department

- **Multiple public hearings on the project**
 - April and June 2016
 - July 2016
- **Flesh out and address substantive issues**
 - Size of hotel on North Parcel
 - Development flexibility on South Parcel, specifically introducing residential opportunities
 - Ensuring ground-floor commercial uses are accessible from street frontage
 - Creating pedestrian oriented area and lively public realm
 - Preservation of the showrooms



Planning Commission Action

Planning & Community Development Department

- **Planning Commission Action:**
 - > Moved staff recommendation (as outlined tonight)
 - > Added conditions of approval:
 - Alternative paving materials near designated valet court to improve pedestrian experience and distinguish pedestrian vs. automobile areas
 - Evaluate site (six months after issuance of Certificate of Occupancy) for compliance with City's Noise Ordinance, conditions of approval related to noise, and mitigation measures related to noise
 - Prohibit pool access between 10 p.m. and 6 a.m. daily
 - > Additional conditions of approval incorporated into Attachment B
 - > 6-0 vote, 3 members absent

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Planning Commission Action

Planning & Community Development Department

- **Additional Motion:**
 - > To allow for increased development flexibility on South Parcel
 - > Also allow for possibility of hotel, as proposed by applicant
 - > Allow developer to evaluate market closer to construction and make decision on how to move forward
 - > 5-1 vote, 3 absent
- Not included in staff recommendation tonight



Findings

Planning & Community Development Department

Findings for Zone Map Amendment and PD Plan:

1. The proposed amendment is in conformance with the goals, policies, and objectives of the General Plan; and
2. The proposed amendment would not be detrimental to the public interest, health, safety, convenience, or general welfare of the City.



Staff Recommendation

Planning & Community Development Department

- Adopt the resolution certifying the Final EIR, adopting findings, adopting the Water Supply Assessment, and adopting the MMRP
- Approve staff's recommendation:
 - > North Parcel with Hotel (as proposed by applicant)
 - > South Parcel consistent with Alternative Three or Alternative Four from Final EIR
- Find that project was adequately analyzed in Final EIR, does not result in new / increased environmental effect not already disclosed / mitigated, and not considerably different from the project and alternatives analyzed in the Final EIR



Staff Recommendation

Planning & Community Development Department

- Adopt the land use findings (Attachment A) for a Zone Map Amendment to change the zoning of the site to PD
- Adopt the land use findings (Attachment A) to establish PD 35 Colorado Hill Hotel PD with the conditions of approval in Attachment B
- Direct the City Attorney to prepare an Ordinance to change the zoning of the site to PD and amend Appendix A to establish PD 35
- Direct the City Clerk to file the Notice of Determination within 5 days of 2nd reading of the Ordinance.



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