

Agenda Report

September 26, 2016

TO: Honorable Mayor and City Council
FROM: Planning & Community Development Department
SUBJECT: **PREDEVELOPMENT PLAN REVIEW (PPR) 2015-00012**
WILLIAM CAREY INTERNATIONAL UNIVERSITY
MASTER PLAN AMENDMENT – 1539 EAST HOWARD STREET

RECOMMENDATION:

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

EXECUTIVE SUMMARY:

This report provides information to the City Council on a Predevelopment Plan Review (PPR) submitted for an amendment to the William Carey International University (WCIU) Master Plan. The existing plan was approved by City Council in November 2006, and sunsets November 2016. As submitted in the PPR, the Master Plan amendment would change the name from the "William Carey International University Master Development Plan" to the "Venture Center Campus Master Development Plan;" change the plan duration from 10 years to 20 years; maintain the plan boundary and existing university, K-12 school, and assembly uses; demolish a workshop and basketball and tennis courts; construct an academic building, recreation building, commissary, addition to an existing academic building, and a mixed-use student drop-off/supplementary parking/basketball overlay area; increase university and K-12 student enrollment limits; and decrease assembly population. This report provides a project description, identifies the entitlement process, and important topic areas that staff will focus on during case processing. This presentation is an informational item only and is not intended to be used for the purpose of discussing the merits of the proposed project.

BACKGROUND:

The WCIU campus is an approximately 14.81-acre site that consists of a variety of educational, religious, and non-profit uses (See Attachment A for site plan). WCIU is a private college, affiliated with faith-based, non-governmental organizations, that offers graduate and post-graduate programs in international development with a focus on distance learning. Various other uses have historically occupied the campus as well, including grammar and high schools, non-profits, and churches. The campus currently consists of WCIU, Providence Christian College, Judson International K-8 School, Excelsior High School, EpiCentre Church, Sovereign Grace Church, and various non-

profit and office uses that lease space throughout campus. The purpose of the 2006 MP was to document existing uses and improvements that were limited to the demolition of the Ward Workshop and restriping of the existing parking lots. The workshop is a 4,750 square-foot building (constructed in 1947) located on the east side of the campus, historically used by various related religious organizations as a printing press and office.

Other existing development on campus consists of ten buildings made up of classrooms, a cafeteria, a library, an auditorium, dormitories, and offices. University uses occupy the majority of existing buildings on campus including two dormitories (Aylward House and Townsend Hall), Latourette Library, Mott Auditorium, the cafeteria, and two academic buildings (Speer and Franson Halls). The Judson School occupies Carmichael and Zwemer Halls located on the northeast corner of campus. Excelsior High school occupies McGavran Hall. Currently, certain buildings may be occupied by more than one use; for example, the cafeteria and library are used by university and K-12 students and the library is additionally used for church services. On Sundays, Sovereign Grace church rents the library and Epicentre church rents the auditorium for services. Various non-profit and office uses rent space across campus where available. Also, up to 10 RVs are permitted to park onsite for a maximum of 6 months annually. The existing MP includes the regulation of RVs as they serve as temporary housing for volunteers that stay on campus for several months at a time.

The site is surrounded by residential neighborhoods and is located at the southeast corner of Elizabeth Street and Wesley Avenue, with Howard Street to the south, and residential uses in the unincorporated Los Angeles County community of Altadena to the east, abutting Oxford Avenue. The three on-site parking lots are accessed by Elizabeth Street to the north, Wesley Avenue to the west, and Howard Street to the south. The park-like campus has approximately 350 trees, two tennis courts, and an outdoor basketball court.

In the last few years, the campus has gone through a major rebranding effort. Part of this rebranding was to evaluate how the campus is used and identify ways that it could be restructured. The PPR being presented this evening is to amend the Master Plan in light of the rebrand and because of the November 2016 expiration. Onyx Architects, on behalf of Frontier Ventures, submitted the PPR application in May 2015. The first submittal included amendments that would have significantly expanded the campus. After receiving staff's comments on the original plan, the applicant requested the PPR be placed on hold as a less ambitious set of amendments was being developed. The revised plans (Attachment A) were resubmitted in April 2016 and deemed complete in June 2016.

MASTER PLAN PROCESS:

The purpose of a Master Plan as established in Pasadena Municipal Code (PMC) §17.61.050 is to reduce processing time and uncertainty by consolidating several Conditional Use Permit (CUP) hearings over an extended period of time and to ensure orderly and thorough City review of expansion plans for certain public, semi-public, and open space uses, resulting in more compatible and desirable development. The City

Council is the decision-making body for the MP, with the Design and Planning Commissions acting in an advisory role to make recommendations to the City Council.

A PPR is required for all MP applications. The PPR process was established to achieve better projects through early consultation between City staff and applicants, to identify issues that may arise during application processing such as community concerns, to achieve consistency with City regulations and policies, and to avoid significant investment in the design of a project without preliminary direction from City staff. Importantly, the PPR process also serves to inform the City Council and the public of development projects that are of community-wide significance.

PROJECT SUMMARY:

The PPR is for an amendment to the existing MP, consisting of the following components:

- Maintain existing MP area boundary
- Maintain existing William Carey International University, Providence Christian College, and Epicentre Church uses
- Change the name from “William Carey International University Master Development Plan” to “Venture Center Campus Master Development Plan”
- Change the plan duration from 10 years to 20 years
- Change Judson School uses from K-8 to K-12
- Change RV parking approval from 10 to 5-6 spaces
- Remove all other uses from campus, including Excelsior High School, Sovereign Grace Church, non-profit and office uses
- Maintain the plan to demolish the Ward Workshop, to be replaced by a new ‘multi-use’ area, with a primary use of two painted basketball court overlays, which will also be striped to accommodate 44 overflow parking spaces as needed, and a student drop-off area
- Newly proposed building construction, not previously called for in the 2006 MP, would result in an additional 53,730 SF of floor area, and includes:
 - an academic building, requiring the removal of the existing basketball court
 - a recreation building, requiring the removal of the existing tennis courts
 - a commissary building
 - an addition to Zwemer Hall, for Judson School administration offices
 - two new volley ball courts south of Lot B
- Change the population capacity and parking program as follows:

| | 2006 | 2036 | Difference |
|---|------------|--------------|------------------|
| University Uses | | | |
| Student | 260 | 800 | 540 |
| Employees/Faculty | 170 | 107 | -63 ^b |
| K-12 School Uses | | | |
| Students | 335 | 500 | 165 |
| Employees/Faculty Uses | 36 | 66 | 30 |
| Total Academic (mostly weekdays) | 801 | 1,473 | 672 |

| | | | |
|--------------------------------------|--------------------|------------------|-------------|
| Assembly | | | |
| Congregation | 1,725 ^a | 800 | -925 |
| Employees | 4 | 5 | 1 |
| Total Assembly (Sundays only) | 1,729 | 805 | -924 |
| Parking | | | |
| Onsite Spaces | 373 | 376 ^c | 3 |
| Offsite Spaces | 31 | 0 | -31 |
| Total Parking | 404 | 376 | -28 |

- a. Assembly uses are not capped by population in the 2006 MP; however, an anticipated 1,725 attendees for two churches was cited for 2008. The applicant anticipates only one church to remain, with a congregation of about 800 persons.
- b. The decreased employee/faculty to student ratio is due to an ever increasing number of students being distance learners who take classes online.
- c. 44 of these spaces would be supplementary parking to be used as needed.

PREDEVELOPMENT PLAN REVIEW SUMMARY:

The purpose of a PPR is to provide a preliminary evaluation of a project by staff from various City departments and divisions. Through the PPR process, staff identifies issues and requirements of the proposed project according to current regulations, guidelines and policies. It is an opportunity for staff to identify any discretionary reviews and approvals necessary and to inform the applicant of any possible conflicts with City policies and regulations. Please refer to Attachment B for a complete compilation of comments provided by various City Departments related to the proposed MP. The following are some of the comments from various City departments on the proposed project during the PPR review. The full comment letter can be found in Attachment B.

General Plan Consistency: The university, K-12 school, and assembly uses proposed to remain in the MP area are consistent with the Institutional land use designation in the General Plan. This land use is used to designate public land uses and quasi-public entities. The project site is not located within a Specific Plan area. Staff has provided comments on General Plan policies that are relevant, found in Attachment B.

Zoning Code Consistency: The university, K-12 school, and assembly uses proposed to remain in the MP area are allowed with a CUP or MP (which is considered a master CUP) in the Zoning Code, as the campus is located in the Public, Semi-Public zoning district. In this district, certain institutional, educational, office, service, and communication uses are allowed with either a CUP or MP. Staff has provided comments on Zoning Code regulations that are relevant, found in Attachment B.

Parking: The applicant has submitted a circulation plan, Sheet A2.3 of Attachment A, that includes a total of 332 parking spaces, plus 44 supplementary parking spaces to be located in the multi-use area and available as needed. As such, at maximum capacity, a total of 376 on-site parking spaces would be available including the supplementary spaces. In keeping with the existing MP, this plan continues to rely on a shared parking approach between weekday and weekend uses. Weekday uses would continue to be university and K-12 school uses. Weekends would continue to be a residual portion of those uses, as well as assembly uses on Sundays. The proposed circulation plan

includes a breakdown of proposed uses and associated parking requirements, showing that the proposed parking plan would exceed the code requirements.

Traffic Review: 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 environmental review. The project is subject to the City's Transportation Demand Management (TDM)/Trip Reduction Ordinance (TRO) requirements. The purpose of the requirements is to reduce the demand for automobile commute trips by ensuring that the design of major nonresidential development projects accommodates facilities for alternative modes of transportation. A plan shall be completed to address the project's programs to promote alternative modes of transportation.

Design Review: Pursuant to PMC §17.61.050.1.3.f, all MPs must be reviewed by the Design Commission for advisory comments to the Planning Commission and City Council. This review includes a Preliminary Consultation early in the process to identify any potential inconsistencies with applicable design guidelines, followed by an advisory review of the MP in advance of the Planning Commission's review. Based on the information contained in the preliminary plans, the following issues are likely to be analyzed during design review:

- The scale, massing, materials, solid-to-void relationships, the interplay of horizontal and vertical elements of the new construction and the modulation of the exterior walls facing public streets.
- The introduction of design features that are "human scaled" and inviting to pedestrians. The treatment of private entrances and common entrances facing the streets is part of this review.
- The quality of materials and finishes, the proportions of window/door openings, the modulation of building walls, shade and shadow.
- Landscaping—especially in the setbacks along the sidewalks—and screening of mechanical equipment.
- The inclusion of local references (termed "Pasadena elements" in the PMC) and an element of "craftsmanship."

In addition to the summarized key issues above, staff provided specific comments on the proposed new construction included in the MP application on massing, siting, compatibility, design principles, landscaping, signage, and materials which can be found in Attachment B.

Historic Preservation: The existing MP calls for a Certificate of Appropriateness to be obtained from staff for the future demolition of the Ward Workshop. The applicant has been advised to meet with staff to discuss appropriate alternatives such as relocation or incorporation into the proposed new project. Because the proposed MP consists of the demolition of the workshop, it would be subject to review by the Historic Preservation Commission (HPC), with a recommendation to Council.

Trees: A comprehensive Tree Inventory and Report prepared by a certified arborist is required to determine whether any trees would be affected by the proposed project. If any protected trees on the site are proposed to be removed, a Tree Removal Permit must be requested in conjunction with the MP application. To prevent any remaining trees to be harmed during the construction, a Tree Protection Plan prepared by a certified arborist must be submitted and approved.

Environmental Review: Based on the size and location of the proposed project, an Initial Study pursuant to the California Environmental Quality Act (CEQA) would be required to evaluate potential impacts to the surrounding area. Some typical areas of concern are traffic and circulation, aesthetics, air quality, etc. The Initial Study will help to determine if there are other areas/issues that need to be analyzed and whether a Negative Declaration, Mitigated Negative Declaration, or Environmental Impact Report will be required. For the completion of the Initial Study, traffic, parking, and air quality studies would most likely be required. Additional studies and information may be requested.

NEXT STEPS:

The following identifies the steps in the review process:

- MP application submittal;
- Environmental review;
- Historic Preservation Commission review;
- Design Commission advisory review;
- Planning Commission recommendation to City Council regarding adoption of the environmental review and approval of the amendment of the MP;
- City Council hearing to consider adoption of the environmental review and approval of the of the amendment of the MP; and
- Design Commission design reviews (Concept and Final).

FISCAL IMPACT:

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

Respectfully submitted,



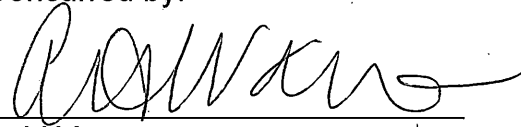
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Attachments (2):

Attachment A – Project Plans (dated April 25, 2016)
Attachment B – PPR Comment Letter (dated June 17, 2016)