

Agenda Report

February 6, 2017

TO: Honorable Mayor and City Council

FROM: Planning & Community Development Department

SUBJECT: AUTHORIZATION TO ENTER INTO A CONTRACT WITH VARIOUS CONSULTANTS FOR AN AMOUNT NOT TO EXCEED \$5,557,433 TO PROVIDE GENERAL PLAN IMPLEMENTATION SERVICES

RECOMMENDATION:

It is recommended that the City Council:

1. Find that action proposed herein is not a project subject to the California Environmental Quality Act ("CEQA") as defined in Section 21065 of CEQA and the State CEQA Guidelines Section 15060 (c)(2), 15060 (c)(3), and 15378; and
2. Authorize the City Manager to enter into contracts, without competitive bidding pursuant to City Charter Section 1002(F) professional or unique services, with the following consulting firms for General Plan Implementation Services:
 - (a) Placeworks for an amount not to exceed \$2,079,999 (\$1,890,909 base fee plus 10% contingency) for specific plan, planning and urban design, and environmental analysis services;
 - (b) Opticos for an amount not to exceed \$2,302,434 (\$2,093,122 base fee plus 10% contingency) for specific plan, form based coding and development standards, and planning and urban design services;
 - (c) Moule & Polyzoides for an amount not to exceed \$899,999 (\$818,181 base fee plus 10% contingency) for planning and urban design services; and
 - (d) MIG for an amount not to exceed \$275,000 (\$250,000 base fee plus 10% contingency) for public outreach services.

EXECUTIVE SUMMARY:

In 2015, after an extensive visioning and public input process, the City adopted an updated General Plan which represents the product of years of efforts on the part of residents and businesses in the community working to maintain and improve

Pasadena's quality of life. The City will now focus its attention on implementing the community's shared vision for the future. Last year, City Council endorsed a three-year work effort that would focus on aligning existing development regulations and guidelines with the vision, goals, and policies set forth in the adopted 2015 General Plan.

Staff is recommending that the City engage multiple consultants to assist with the implementation of the General Plan. The City issued a Request for Proposals (RFP) for General Plan implementation services and received nine proposals. Based on the evaluation of the proposals, staff is recommending that City Council authorize the City Manager to enter into contract agreements with Opticos, Moule & Polyzoides, Placeworks, and MIG. The proposed contracts total in aggregate \$5,557,433 and are to be funded by awarded grants and the Building Fund.

BACKGROUND:

General Plan Update Process

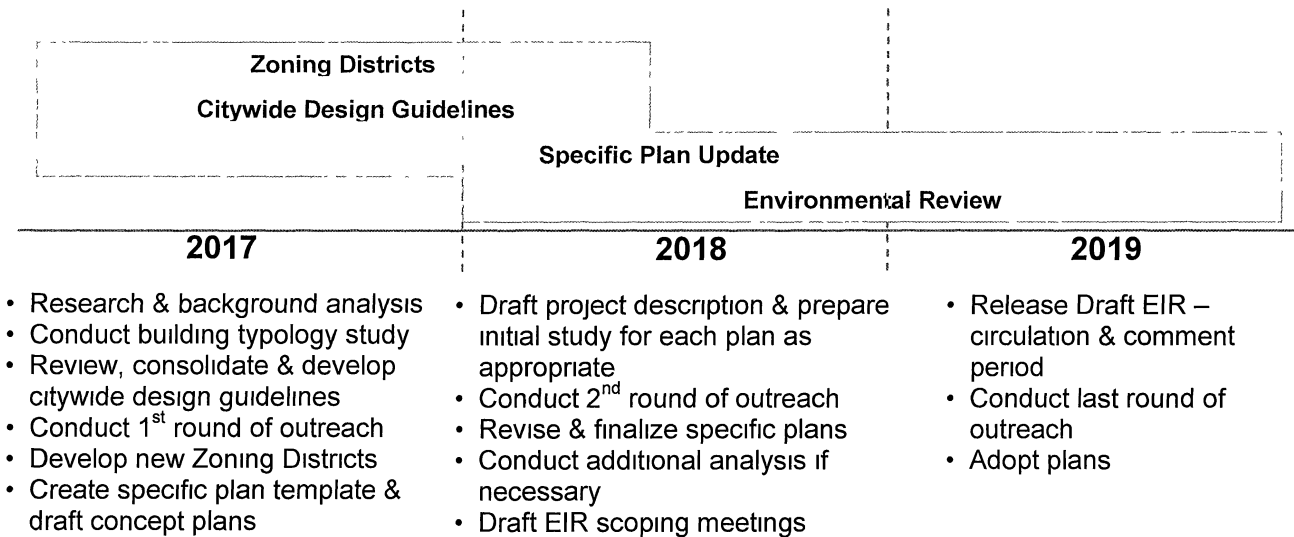
In August 2015, the City Council certified the Final Environmental Impact Report for the General Plan Update, adopted the Land Use Element and the Land Use Diagram, adopted the Mobility Element, and eliminated six optional General Plan Elements (Public Facilities, Social Development, Cultural and Recreational, Economic Development and Employment, Historic and Cultural, and Scenic Highways). The 2015 General Plan Update is a collaborative, community-based vision for how the City of Pasadena should develop through 2035, focusing on the inter-relationship of land use and transit, protection of residential neighborhoods, reinforcement of high-quality design, and promotion of economic vitality and sustainability. The adoption of the 2015 General Plan Update is the culmination of a comprehensive public engagement process that created a community-based vision for the future of Pasadena.

General Plan Implementation and Recommended Strategy

The City will now embark on a monumental effort to implement its General Plan. The last time the City embarked in such an effort was over 20 years ago when it took more than a decade to update the zoning code and establish seven new specific plans. This time around, it is anticipated that the General Plan implementation process would take approximately three years since the vision has already been established.

The recommended strategy, as endorsed by City Council, would complete the following tasks within three years: (1) create new zoning districts to correspond to each new Land Use Designation identified in the Land Use diagram of the Land Use Element; (2) update each specific plan's policies, development standards, and zoning; and (3) consolidate existing design guidelines and revise as necessary to establish citywide design guidelines incorporating form based code principles. The figure below illustrates the recommended three year work program.

Figure I – General Plan Implementation Strategy (Program Timeline)



The approach to the implementation work program, as articulated in the strategy to City Council, is to engage multiple consultants and form a team to conduct the work managed by in-house staff so that all of the updates may occur simultaneously.

Request for Proposals for General Plan Implementation Services

On May 6, 2016 the City issued a Request for Proposals (RFP) to competitively seek out consultants to perform General Plan implementation services. These services were broken down into six categories. Firms were allowed to submit proposals for any combination or all of the six categories. The categories are as follows:

- 1) Specific Plan Services – specific plans, overlay districts, and other special planning areas;
- 2) Planning, Urban Design, Architecture, Master Planning, and/or Project Management Services – planning and urban design, architecture and master planning, including project management and coordination of sub-consultants;
- 3) Environmental Analysis Services – environmental analysis, including preparing environmental clearance for specific plans and implementing ordinances;
- 4) Economic Analysis Services – economic feasibility and market demand analysis, including consideration of affordable and workforce housing, small business development, and community benefits;
- 5) Form-Based Coding and Development Standards Services – form-based coding, including building form standards and use regulations; and
- 6) Public Outreach Services – public meetings and community outreach.

The City received submissions from nine firms. Staff reviewed written proposals and rated each category of service based on established criteria stated in the RFP, including results from interviews conducted with each firm.

The established criteria are as follows:

A	Experience – Technical experience as documented by previous experience on similar projects by the Proposer	25 points
B	Project Approach – Project approach or methodology with detailed plan for how the General Plan implementation strategy can be achieved within three years	25 points
C	Staffing of Project / Ability to Perform – Availability and capability of the project team to accomplish the work within the estimated time frame	20 points
D	Project Understanding – Familiarity and understanding of Proposed General Plan and Implementation Strategy, Project Objectives, and necessary Scope of Work	15 points
E	Best Value / Cost Effectiveness (per hourly rate) – Evaluation of the fee schedule (hourly rate) and the ability of the consultant to effectively perform the Scope of Work	5 points
F	Local Pasadena Business received a 5 point preference	5 points
G	Small / Micro-Businesses Preference entitlement received a 5 point preference	5 points
	<i>TOTAL</i>	<i>100 points</i>

Work Program Organization and Key Tasks

The General Plan implementation work program is a complex strategy that requires multiple coordinated work efforts to enable the City to complete updates of eight specific plans, update citywide zoning districts, modify citywide design guidelines, prepare environmental review, and conduct focused community outreach within three years.

Key Tasks

(1) New Zoning Districts

The City’s Zoning Code would be amended to achieve consistency with the adopted land use designations identified by the Land Use Diagram of the Land Use Element. New zoning districts (i.e., allowable uses and development standards) for each of the new Land Use Designations created as part of the 2015 General Plan Update would be established. Each Land Use Designation established by the Land Use Diagram may have a series of zoning districts that would achieve the required consistency. These new zoning districts would specify the allowed uses, minimum lot size, height, setbacks, FAR, dwelling unit density, parking, etc., as appropriate. In addition, the City will explore the use of form-based zoning principles in the creation of the new zones.

(2) Citywide Design Guidelines

Existing design guidelines would be consolidated and revised as necessary to establish new Citywide Design Guidelines. These Citywide Design Guidelines would be created to implement the 2015 General Plan and establish a clear and common understanding of the City's design expectations. Design guidelines from all existing specific plans would be consolidated into one document, replacing and supplementing individual specific plan design guidelines. In certain instances, existing specific plan design guidelines would be converted into design standards where necessary. The anticipated result would be a clearly articulated design framework for new development in the City of Pasadena consistent with 2015 General Plan Update. These design guidelines will also utilize form based code principles, drawing upon the existing built form and historical development pattern of the City.

(3) Specific Plan Updates

The Specific Plan Update process would amend all of the existing specific plans by updating the goals, policies and regulations to implement the new vision established by the 2015 General Plan Update. In recognition of the varied development patterns within the City, zoning regulations and development standards would be tailored to each individual specific plan area in order to address the unique circumstances and/or to accomplish a particular goal, such as preserving neighborhood character, encouraging pedestrian activity, or focusing greater densities and heights adjacent to transit stations.

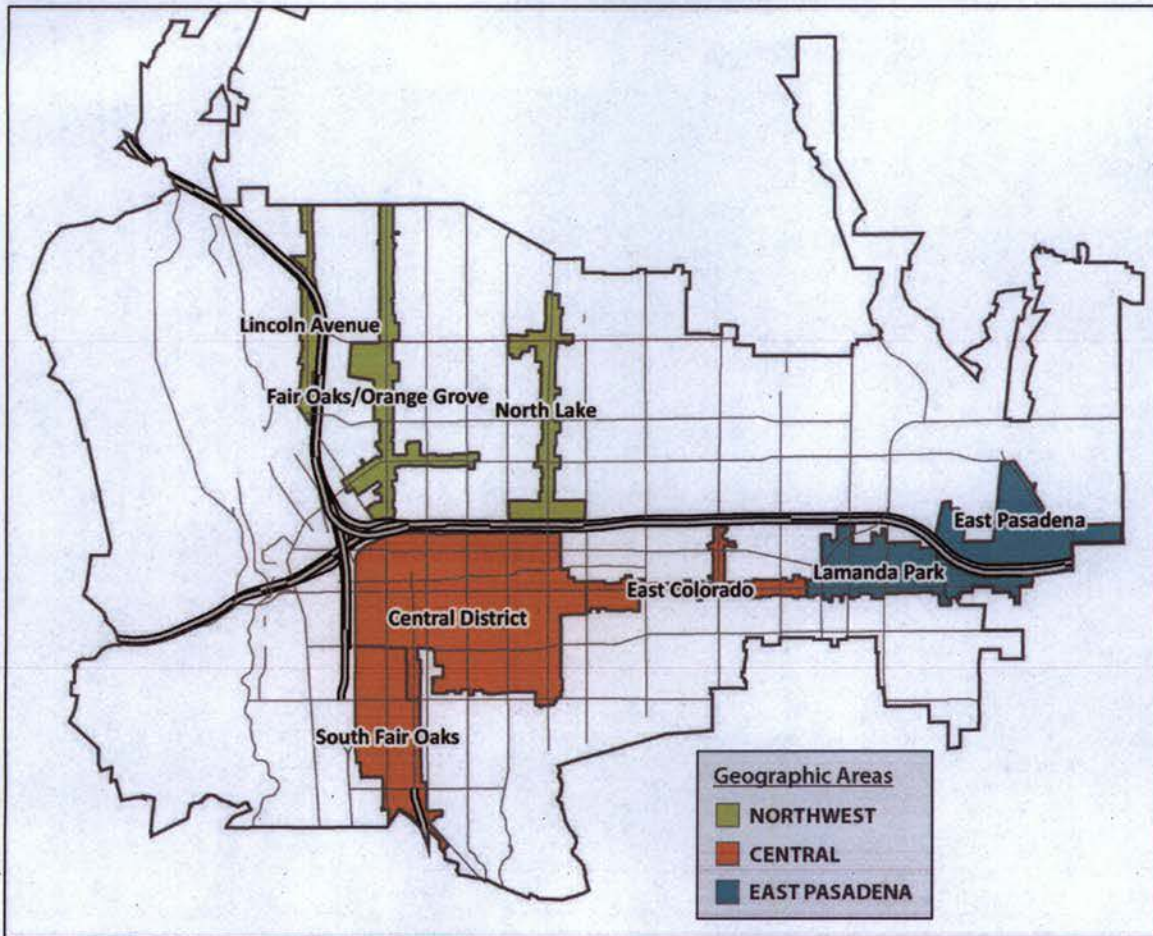
As part of this strategy, it is anticipated that building typologies would be utilized to address building facades, form, and massing of buildings as they relate to the public realm. The new zones would draw upon these building typologies in implementing appropriate development standards.

Finally, the specific plan boundaries would be adjusted to reflect the new Land Use Element and Diagram. It is important to note that the focus would be to implement the General Plan and not necessarily re-vision existing specific plans. Since the overall work program is to be completed within three years, this approach assumes that all seven existing specific plans would be reviewed and updated and that the Lamanda Park Specific Plan would be created almost simultaneously.

Work Program Organization

In order to complete this effort in an expedited fashion, the City's specific plans were grouped geographically by area of common character and need so that efficiencies could be realized through coupling of work efforts. The following map illustrates the three geographic areas: Northwest (Lincoln Avenue, Fair Oaks/Orange Grove, and North Lake); Central (Central District, East Colorado, and South Fair Oaks); and East Pasadena (East Pasadena and Lamanda Park).

Figure II – Specific Plans Update (Geographic Areas)



Grouping the specific plans would allow multiple plans to get updated simultaneously while still providing for specific considerations of implementation options and direction. This grouping would allow the City to maximize efforts and resources available and focus its efforts on creating tailored development regulations for individual specific areas as deemed necessary. The resulting structure of this grouping would be an all-encompassing approach to complete the full work of implementation services within three years.

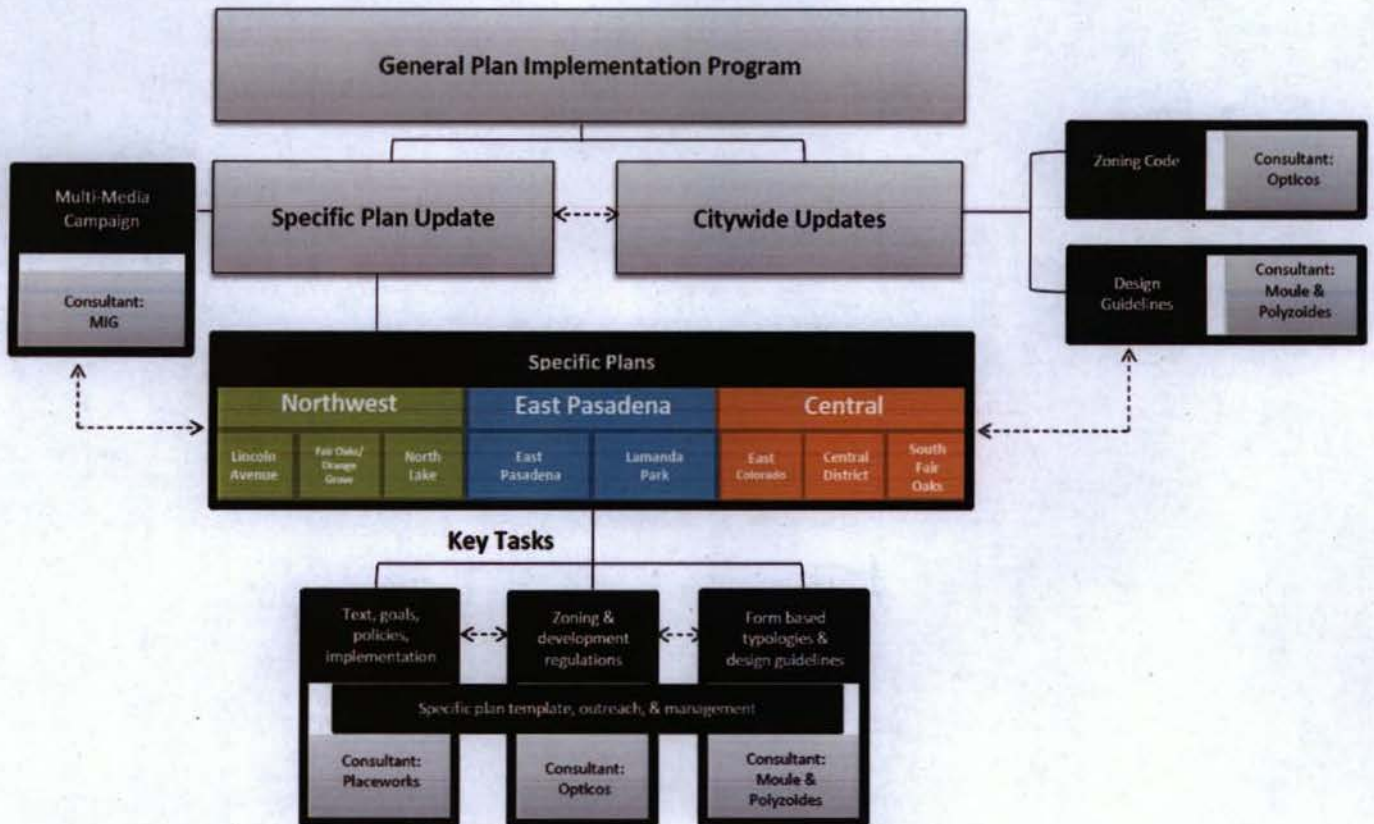
Consultant Team Selection

Staff's recommendation is to engage multiple consultants and form a team to execute the program. While many firms were qualified, Opticos, Moule & Polyzoides, Placeworks, and MIG were selected to provide General Plan implementation services based on the criteria established in the RFP. All of the selected consulting firms scored the highest in the categories of service for which they are recommended (note that Opticos and Placeworks were the two highest ranking firms in the categories of Specific

Plans and Planning and Urban Design, and therefore both are recommended to perform these services. Please refer to Attachment A for scoring details).

Based on each consulting firm's experience and strengths, the work program was divided as follows: Opticos would develop new zoning districts that correspond to the new land use categories, create development standards for each of the specific plan areas and amend the City's Zoning Code; Moule & Polyzoides would conduct a citywide building typologies study and consolidate and modify the citywide design guidelines; Placeworks would update all of the specific plans, including the background, context, goals and policies as well as conduct the environmental analysis for the entire work program; and MIG would assist with the program's outreach efforts (refer to figure below).

Figure III – General Plan Implementation Organizational Chart



Evaluation of Consulting Firms Selected for General Plan Implementation Services

Various consulting firms submitted for multiple categories. Staff rated consulting firms in each category as a stand-alone proposal. This allowed staff to select a combination of consulting firms which together would be the most effective team. A complete list of all the consulting firms and their ranking is provided in Attachment A. Based on the criteria established in the RFP, the following consulting firms are recommended to provide General Plan Implementation services:

Opticos

Staff recommends Opticos for specific plan, form base coding and development standards, and planning and urban design services. The specific plan work identified for Opticos consists of developing new citywide zoning districts (i.e., allowable uses and development standards) that are consistent with the Land Use Designations identified in the Land Use Diagram of the Land Use Element of the General Plan. As part of their scope of work, Opticos would explore the use of form based zoning principles in the creation of the new zones in order to establish standards that regulate the form and scale of new development and assure that new construction is sensitive to the massing, scale, architectural character, landscape design, and relationship to the street frontages of existing uses.

Opticos was specifically selected for the above mentioned services because of their experience in both form-based codes and conventional zoning. This firm has extensive experience and proven success in providing cutting-edge solutions that are grounded in reality and rooted in each unique place. Opticos is a national leader in zoning reform, both in form based codes and in innovative hybrid codes that combine form based and conventional zoning elements effectively at a citywide and local level. In addition, Opticos partnered with Lisa Wise Consulting in their proposal as a sub-consultant to work on the zoning districts. Lisa Wise Consulting specializes in promoting and enabling pedestrian and transit-oriented neighborhoods, revitalizing built environments, and facilitating sustainable, well-designed places to live and work. Their combined experience will be essential in the creation of new citywide zoning districts that achieve not only consistency with the General Plan's Land Use Diagram, goals and policies but also maintaining Pasadena's unique sense of place, character and urban fabric.

Moule & Polyzoides

Staff recommends Moule & Polyzoides for planning and urban design services. The work identified for Moule & Polyzoides consists of documenting and analyzing the City's building typologies, preparing design guidelines for each of the specific plan areas, and consolidating and modifying the citywide design guidelines

This local firm is nationally recognized for their work. Moule & Polyzoides, with their strong urban design aesthetic, will create citywide design guidelines and a building typologies study. In addition, they would assist in developing form based code standards to ensure that new development is context-sensitive for each specific plan. Moule & Polyzoides' work would help ensure that these new specific plans address the relationship between building facades and the public realm, the mass of buildings in relation to one another, and the scale and types of streets and blocks.

Placeworks

Staff recommends Placeworks for specific plan, planning and urban design, and environmental analysis services. The specific work identified for Placeworks consists of amending all of the existing specific plans and creating a new one for Lamanda Park. The seven existing specific plans include Lincoln Avenue, Fair Oaks/Orange Grove, North Lake, South Fair Oaks, Central District, and East Colorado, and East Pasadena. Specifically, Placeworks would focus on revising specific plan text, including the background, context, goals and policies, and ensure compliance with all relevant laws, updating antiquated provisions to reflect best practices and desired outcomes. Placeworks would also work with Opticos and Moule & Polyzoïdes to help develop the new zoning districts and design guidelines and incorporate them into the specific plans. Ultimately, Placeworks would be responsible for amending all of the existing the specific plans and for the creation of the new Lamanda Park Specific Plan.

Placeworks is uniquely qualified to update the specific plans for conformance with the newly adopted General Plan as the firm acted as a principal contributor and author of both the General Plan and its certified Environmental Impact Report. This firm has extensive experience with writing specific plans, developing a style template for consistency between multiple specific plans, and incorporating feedback into the plans obtained through community engagement. In particular, Placeworks has experience in revising multiple specific plans simultaneously. Overall, Placeworks offers the City a team of professionals dedicated to working on implementing the General Plan, ensuring this program remains on schedule and within budget. In order to accomplish such an ambitious work program, Placeworks partnered with a number of firms in their proposal as sub-consultants, including HR&A which is experienced not only in financial services but also conducting economic analysis in and around the greater Pasadena region.

Staff also recommends Placeworks for environmental analysis services for the entire work program. In its proposal, Placeworks presented a tailored and strategic approach to satisfying environmental review requirements under the California Environmental Quality Act (CEQA). The firm's staff has wide-ranging experience in all aspects of environmental document noticing, consultation, preparation, technical analysis, and adoption. It is important to point out that Placeworks scored exceptionally higher than the other firms that submitted for environmental review. Also, as Placeworks prepared the CEQA review for the General Plan adoption, it demonstrated a comprehensive understanding how each specific plan and citywide zoning district conforms to the General Plan EIR and whether or not additional environmental analysis is warranted.

MIG

Staff recommends MIG for public outreach services. The work identified for MIG consists of developing an interactive website for the program, an online survey, and a social media campaign in order to ensure that the City reaches out to and receives input from a wide range of stakeholders.

MIG is a local Pasadena firm familiar with the many constituencies and stakeholders in the City. In addition, MIG's ability to relate to diverse audiences and experience working with a wide range of communities sets them apart from other firms who submitted proposals. The firm offers a myriad of creative, innovative, and thoughtful approaches to gain valuable community input. Their approach includes high tech methods (i.e., an online survey tool, interactive website, and virtual workshops), the ability to translate documents into multiple languages, educational components, forums for discussion and information exchanges, as a well-defined path to provide City staff, the consultant team, and key decision-makers with community input.

ENVIRONMENTAL ANALYSIS:

The proposed action is authorization to enter into a contract with Opticos, Moule & Polyzoides, Placeworks, and MIG for General Plan implementation services. The action proposed herein is not a project subject to the California Environmental Quality Act (CEQA) in accordance with Section 21065 of CEQA and State CEQA Guidelines Sections 15060 (c)(2), 15060 (c)(3), and 15378. This is an organizational and administrative action that would not cause either a direct physical change in the environment or a reasonably foreseeable indirect physical change in the environment. Therefore, the proposed action is not a "project" subject to CEQA, as defined in Section 21065 of CEQA and Section 15378 of the State CEQA Guidelines. Since the action is not a project subject to CEQA, no environmental document is required.

FISCAL IMPACT:

The proposed contracts total in aggregate \$5,557,433 over three years and are to be funded by awarded grants and the Building Fund. Funding for this action will utilize existing Fiscal Year 2017 budgeted appropriations of \$3,657,448 in the Community Planning Consultant Services account 20421004-811500-91178. Appropriations in subsequent years for contract costs will be authorized through the City's budget process.

The awarded grants include the Los Angeles County Metropolitan Transportation Authority (Metro) Round 4 TOD FY17 Budget grant and the Strategic Growth Council (SGC) Sustainable Communities Planning grant. The City of Pasadena Building Fund will fund the remainder of the expenditures. The breakdown of funds is as follows:

- Metro Grant Funds \$1,500,000
- SGC Grant Funds \$399,985
- City Building Funds \$3,657,448

Respectfully submitted,



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Attachments (1)
Attachment A – Rankings of Firms by Category