

# Agenda Report

February 27, 2017

TO:

Honorable Mayor and City Council

FROM:

Planning & Community Development Department

SUBJECT: PREDEVELOPMENT PLAN REVIEW OF A MIXED-USE PROJECT

LOCATED AT 245 SOUTH LOS ROBLES AVENUE

## **RECOMMENDATION:**

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

#### **BACKGROUND:**

The applicant, 245 Los Robles, LLC, has submitted a Predevelopment Plan Review (PPR) application to redevelop the property located on the southwest corner of Los Robles Avenue and Cordova Street. The site is currently improved with an existing ninestory office building with an attached at grade, four level, parking garage with 365 parking spaces.

The request includes converting the existing office building into a mixed-use building by retaining commercial uses on the 1<sup>st</sup> and 2nd floors and constructing 66 residential units on the remaining upper floors (3<sup>rd</sup>-9<sup>th</sup> floors) and the construction of an additional 65 units on the existing parking garage. The total mixed-use project would contain 131 units. 318 parking spaces will be provided in the existing parking garage.

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

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Department to be of major importance to the City) are presented to the City Council as a way to inform them and the public of significant projects. The development project proposes a total of 131 units.

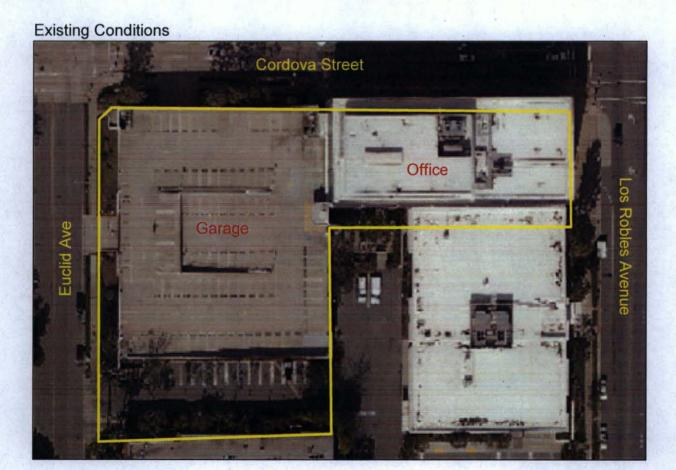
This report provides a project description, identifies the entitlement and environmental review processes, and important topic areas that staff will focus on during case processing.

#### PROJECT SUMMARY:

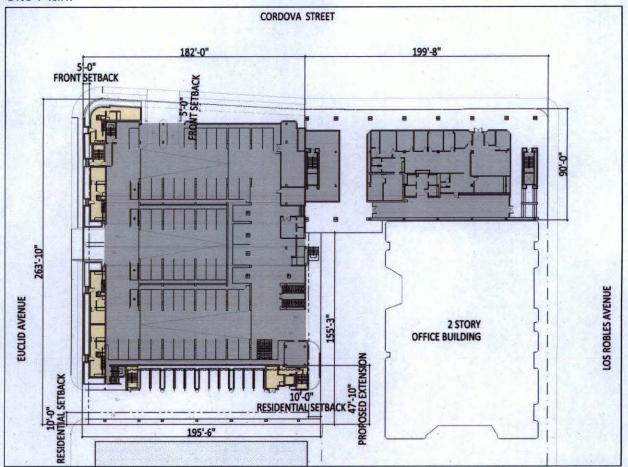
The subject site is an irregular-shaped parcel of land, with frontage on Los Robles Avenue to the east, Cordova Street to the north and Euclid Avenue to the west. The 67,943 square-foot site, per application material, is located in the CD-2 (Central District, Civic Center/Midtown subdistrict) zoning district. The project includes:

- Converting the existing office building into a mixed-use building by retaining commercial uses on the 1<sup>st</sup> and 2nd floors and constructing 66 residential units on the remaining upper floors (3<sup>rd</sup>-9<sup>th</sup> floors); and
- Construction of 65 units on the existing parking garage.

The map of the existing condition of the site and the proposed site plan are shown below:



# Site Plan:



# **Project Statistics:**

n subdistrict)
BOTTON AND STATE OF THE STATE O
Proposed
67,943 square feet (1.56 acres)
118,985 sq. ft.
54,583 sq. ft.
Proposed
6.25
1.4 FAR
Proposed
131 units – With 25% Density Bonus by providing 8 Very Low Income Units

Parking Requirement	
Required TBD	Proposed
1 space per unit <650 sq ft	300+
1 5-1 75 spaces per unit >650 sq ft	
1 guest parking for every 10 units	
3 spaces for every 1,000 sf of office/retail	
10% Reduction for retail projects and 25%	
reduction for administrative office uses in TOD	
area	
Building Height.	
Maximum Permitted for East Side of Project	Proposed
60'	127'-5" – Existing Non-Conforming
Maximum Permitted for West Side of Project	
50'	68' - Does not comply Will Request
	Affordable Housing Concession Permit
Setbacks <sup>.</sup>	
Required	Proposed
Los Robles Ave. Max 5' setback	8'- Existing Non-Conforming
Cordova St. Max 5' setback	5'
Euclid Ave Max 5' setback	5'
Open Space	
Required	Proposed
19,650 sq ft	TBD
L <u>.                                    </u>	

# **Discretionary Entitlements:**

The project site is zoned CD-2 (Central District, Civic Center/Midtown subdistrict), with a maximum residential density of 105 units permitted for the project site by right. Through the affordable housing density bonus provisions under Section 17.43.040 of the Zoning Code, projects may be granted a density bonus of up to 35 percent above the maximum allowable density, provided a specified percentage of the units are designated as affordable units. Per the Zoning Code, the percentage of density bonus increase afforded to the project is dependent on the number of units that are dedicated as affordable. The City does not require discretionary approval for a density bonus. The project proposes to utilize the density bonus provisions of the Zoning Code. The maximum permitted density on the subject property is 105 units; the applicant is proposing that 8 of the units be designated as "very low-income units" and is eligible for a density bonus of up to 25% (27 units), for a total of 132 dwelling units. The proposed 131 dwelling units are within the maximum permitted density bonus.

Pursuant to State law, projects that utilize the density bonus provisions may request one or more concessions. The project proposes additions over the parking garage that have heights that exceed the code requirement. The additions have a height of 68 feet. Pursuant to Section 17.30.40, Figure 3-8 of the City of Pasadena Zoning Code, the height limit applicable to the additions over the garage is 50 feet. If the project moves forward as proposed, an Affordable Housing Concession Permit to increase the height from the allowed 50 feet to 68 feet would be required.

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Concessions are processed through an Affordable Housing Concession Permit, whose process is the same as a Minor Variance (Sec.17.61 080.C 3). One of the required documents for the application submittal is detailed financial information of the project in order to justify the need for the concession for the creation of affordable housing. The City will retain, at the applicant's expense, an economic consultant to review the applicant's financial information. The concession will be approved upon making the following two findings:

- 1) The concession or incentive is required in order for the designated units to be affordable; and
- 2) The concession or incentive would not have a specific adverse impact on public health, public safety, or the physical environment, and would not have an adverse impact on a property that is listed in the California Register of Historical Resources, and for which there is no feasible method to satisfactorily mitigated or avoid the specific adverse impact, or adverse impact, without rendering the development unaffordable to low- and moderate-income households. A specific adverse impact is a significant, quantifiable, direct, and unavoidable impact, based on objective, identified written public health or safety standards, policies, or conditions as they existed on the date the application was deemed complete.

Discretionary Entitlements required for the project are as follows:

- Affordable Housing Concession Permit:
  - 1) To allow the proposed residential additions over the garage to have a height that exceeds the code requirement. Pursuant to Section 17 30.40, Figure 3-8 of the City of Pasadena Zoning Code, the height limit applicable to the additions over the garage is 50 feet. The concession request would allow portions of the additions to have a height of up to 68 feet
- <u>Design Review</u> for a project that exceeds 5,000 square feet in size and 10 or more dwelling units.

The affordable Housing Concession Permit would be presented to a Hearing Officer for his/her consideration, along with the appropriate environmental review documentation. The Design Commission is the review authority for Design Review

#### PREDEVELOPMENT PLAN REVIEW SUMMARY:

PPR comments were provided to the applicant in response to the project that was submitted. As an alternative to having a meeting to discuss the contents of the PPR comments, the applicant team elected to directly contact and discuss specific questions with staff from City departments/divisions, including Zoning Administration, Design & Historic Preservation, Fire, Public Works, Transportation, and Water The applicant team asked a number of specific questions to clarify some of the PPR comments, as well as the processes for entitlements and building permits. Based on the PPR

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comments and dialogue with staff, the applicant team indicated that portions of the project would be redesigned to comply with all applicable zoning regulations; no variances would be sought. Below is a summary of the notable PPR comments:

## **Zoning Code:**

The project site is located within the CD-2 (Central District, Civic Center/Midtown subdistrict) zoning district. The allowable uses and development standards are those of the Central District Specific Plan section of the Zoning Code. Although the project site is located entirely within the CD-2 zoning district, development standards related to floor area, density, and height differ for the eastern portion of the site (office tower) and western portion of the site (parking garage) as discussed below

*Height:* Pursuant to Section 17.30.040, Table 3-2, Figure 3-8, the height limits are as follows:

### East Side (Tower): 60' height maximum

The existing building has heights that exceed the height requirement. The existing building has a non-conforming height of approximately 127 feet. Per Section 17.71.080 of the Zoning Code, a nonconforming structure shall not be altered or enlarged so as to further increase the difference between existing conditions and the current development standards identified for the subject zoning district, unless a Variance is obtained.

The plans indicate that three rooftop penthouse additions are proposed. These additions exceed the base height requirement and would require a Variance. The applicant has indicated that these additions would be removed from future submittals in order to avoid a Variance.

#### West Side (Garage): 50' height maximum

The proposed improvements on this portion of the site would have a height of approximately 68 feet and exceeds the maximum height requirement. Because the project is proposing to utilize the Density Bonus provisions pursuant to Chapter 17.43 of the Zoning Code, the project may be eligible to apply for an Affordable Housing Concession Permit to exceed the height development standard. Section 17.43.050 of the Zoning Code outlines the application requirements, procedure, and findings for an Affordable Housing Concession Permit.

The measurement of height is per Section 17.40 060.C of the Zoning Code where height is measured from the, "...lowest elevation of the existing grade at an exterior wall of the structure to the highest point of the structure."

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*Floor Area:* Pursuant to Section 17.30.040, Table 3-2, Figure 3-9, the maximum Floor Area Ratio (FAR) allowed for the subject site is as follows:

#### East Side (Tower): Maximum 2.25 FAR

Based on the submitted information, this portion of the site measures 18,564 square feet and therefore is afforded a maximum FAR of 41,769 square feet. The existing building on this portion of the site has a floor area of 114,954 square feet, or an FAR of 6.19, and is deemed nonconforming as it exceeds the allowable FAR. The project proposes to add additional floor area on the roof level by constructing rooftop additions for three penthouses, increasing the FAR to 6.25. The proposed additions would add additional floor area beyond what is permitted and would require a Variance. The applicant has indicated that the project would be revised to remove these additions and avoid the need of a Variance on future submittals.

#### West Side (Garage). Maximum 2.0 FAR

Based on the submitted information, this portion of the site measures 49,379 square feet and therefore is afforded a maximum FAR of 98,758 square feet. The proposed building improvements on this portion of the site would have a floor area of 69,417 square feet, or an FAR of 1.4, and is within the allowable FAR.

Setbacks: Pursuant to Section 17.30.040, Figure 3-7, the proposed mixed-use building is considered a nonresidential building and as such requires the following street setbacks:

Maximum 5-foot setback along Euclid Avenue Maximum 5-foot setback along Cordova Street Maximum 5-foot setback along Los Robles Avenue

As proposed, the development provides the following street setbacks:

5-foot setback along Euclid Avenue 5-foot setback along Cordova Street 8-foot setback along Los Robles Avenue (Existing legal non-conforming setback)

Vehicle Parking: The provision of off-street parking is subject to Sections 17.46.040 (Parking and Loading), 17.43.090 (Alternative Parking Standards, Density Bonus) and 17.50.340 (Transit-Oriented Development) of the Zoning Code. The number of required parking spaces is based on the size of the office space and the number of dwelling units and their size. In addition, because the project site is located within the Central District Transit Oriented Development Area (as shown in Figure 3-5 of Section 17.30 030 of the Zoning Code) the parking requirements from 17.46.040 have mandatory reductions as explained below.

Per Section 17.50.340.D.3, the residential parking requirement for projects located within the Transit Oriented Development Area is one parking space for each unit less than 650 square feet. If a unit measures more than 650 square feet, then a minimum of

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1.5 spaces, up to 1.75 spaces are required. Guest parking is one space for every ten units.

The proposed plans indicate that 33 units are provided that measure less than 650 square feet and 98 units measure more than 650 square feet. As a result, the project is required to provide a minimum of 193 parking spaces and a maximum of 218.

Section 17.43.090 allows Density Bonus projects to utilize alternative parking standards. The alternative standards require one parking stall for studio and one bedroom units, two parking stalls for units with two or three bedrooms, and 2.5 stalls for units with 4 or more bedrooms. The plans indicate that 89 studio and one bedroom units will be provided and 42 units with two or three bedrooms. Utilizing alternative standards, the project requires a maximum of 173 parking spaces.

At this time it is not clear which parking standard will be utilized and thus compliance cannot be verified. The applicant would identity the utilized parking standard on future submittals.

Per Section 17.46.040, commercial parking shall be provided in compliance with Table 4-6. The proposed project would provide administrative offices and retail uses. Administrative offices and retail uses are required to provide parking at a ratio of 3 for every 1,000 square feet of floor area. Per Section 17.50.340.D.1, for administrative business professional offices, the minimum amount of required off-street parking shall be reduced by 25 percent, and this reduction shall be the maximum allowed number of parking spaces. For all other nonresidential uses (retail) the minimum amount of required off-street parking shall be reduced by 10 percent, and this reduction shall be the maximum allowed number of parking spaces.

The submitted plans did not provide information as to the amount of administrative office and retail use that would be proposed, thus compliance cannot be verified. The applicant would identity the amount of commercial uses proposed on future submittals

Bicycle parking: Bicycle parking standards are addressed in Section 17 46.320 of the Zoning Code. The residential requirement is one bicycle space for every six units, or 22 spaces for this project. The bicycle parking requirement for all nonresidential (office/retail) portions of the structure 15,000 square feet or more is five percent of the required motor vehicle parking, but not less than four spaces. The applicant will provide a data table to show compliance with the bicycle parking requirement on future submittals.

Community Open Space: Per Section 17.50.160.H (Mixed-Use Projects), development project shall provide a minimum of 150 square feet of community space for each dwelling unit. The project is proposing 131 units and is required to provide a total of 19,650 square feet of community open space. Community space can be in the form of private open space (e.g., balconies) or common open space (e.g., pool or side or rear setback areas.) An indoor recreational room of up to 600 square feet may be credited

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toward fulfilling this community space requirement. Required front and/or corner side setbacks shall not be credited toward fulfilling this community space requirement. In addition, private open space shall not exceed 30 percent of the total requirement for community space.

Based on the plans submitted is not clear whether the project meets the open space requirement as described above as the. Full dimensions will be required on all future submittals to demonstrate compliance with the open space requirements.

#### General Plan:

According to the General Plan Land Use Diagram, the subject property is designated as Medium Mixed Use (0.0 to 2.25 FAR, 0 to 87 dwelling units per acre). The project site (approximately 67,943 square feet) is currently developed with one commercial building (approximately 113,931 square feet) and one parking structure (approximately 129,825 square feet). The proposed project consists of a conversion of the existing commercial building into a mixed-use building with 73 residential units and 22,864 square feet of commercial (approximately 114,954 square feet of gross floor area), and construction of an additional 58 residential units above the existing parking structure (approximately 65,689 square feet of gross floor area). A total of 131 residential units are proposed.

The proposed project proposes a FAR of 2.66 and a density of 84 dwelling units per acre. The project as proposed would exceed the maximum allowed FAR on the Land Use Diagram of 2.25. In order to allow the additional FAR, the project could require the approval of an Affordable Housing Concession Permit, if the project is utilizing density bonus, or a variance.

The proposed project is consistent with the density allowed by the General Plan In addition, please refer to the section "Specific Plan" below for additional comment regarding the maximum development intensities established by the Central District Specific Plan.

#### Land Use Element.

The General Plan provides the following policies and objectives are relevant to the proposed project:

 Policy 1.3 – Development Capacities: Regulate building intensity and population density consistently with the designations established by the Land Use Diagram. Within these, cumulative new development within the specific plan areas shall not exceed the number of housing units and commercial square feet specified in the table.

The 2015 General Plan established caps for residential and non-residential development in each of the specific plan areas. Below is a table that demonstrates the caps for the Central District Specific Plan.

	Original Allocation in Existing General Plan	Balance of Allocation in Existing General Plan*
Residential Units	4,272	4,070
Commercial Square Feet	2,112,000	2,021,092

\*As of May, 2016

The proposed project consists of 131 residential units and 22,864 square feet of commercial areas. Of the 131 residential units, eight units would be affordable units. It should be noted that affordable units do not count toward the maximum development capacities in the CDSP Therefore, the proposed project's development density of 123 residential units and 22,864 square feet of non-residential square footage are within the remaining development intensity.

 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 is a mixed-use project that consists of 131 dwelling units, inclusive of eight affordable units.

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

The proposed project is a mixed-use project that is located in an area designated for medium mixed-use development in a centralized location within the City.

- Policy 4.11 Development that is Compatible: Require that development demonstrates a contextual relationship with neighboring structures and sites addressing such elements as building scale, massing, orientation, setbacks, buffering, the arrangement of shared and private open spaces, visibility, privacy, automobile and truck access, impacts of noise and lighting, landscaping quality, infrastructure, and aesthetics;
- 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; and

 Policy 7.3 – Compatibility: Require that new and adaptively re-used buildings are designed to respect and complement the defining built form, massing, scale, modulation, and architectural detailing of their contextual setting.

Further consideration must be given to the compatibility of the proposed project (e.g. scale, design quality, height, setbacks, etc.) to the scale and character of the surrounding neighborhood. Please continue to work with the Design and Historic Preservation Section to refine the project's design so that it further encourages architectural and design excellence and is reflective of the CDSP standards and the City's design guidelines.

 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.

 21.1 Adequate and Affordable Housing. Provide a variety of housing types (i.e. small subdivisions, row housing, and condominiums), styles, densities, and affordability levels that are accessible to and meet preferences for different neighborhood types (e.g., mixed use pedestrian environments and traditional suburban neighborhoods), physical abilities and income levels, pursuant to the Housing Element.

The proposed project would add eight affordable, ownership units within the City.

 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 within the Central District Transit Oriented Development Area. 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.

#### Specific Plan:

The project site is located within the Central District Specific Plan (CDSP). The primary purpose of the CDSP is to provide a diverse mix of land uses designed to create the primary business, financial, retailing, and government center of the City. It emphasizes the concept of a higher-density, mixed-use environment that will support transit- and

pedestrian-oriented mobility strategies. The CDSP places the subject property in the CD-2 Civic Center/Midtown Sub-District. The objective of this sub-district is to strengthen its role as the symbolic governmental center of the City, encouraging the presence of civic, cultural and public service institutions, while augmenting the character of the area with a supportive mixture of uses.

The CDSP specifies two different development densities for the project site, as depicted below:

	Maximum FAR	Maximum Residential Density
Western portion of the project site	2.0	60 dwelling units per acre
Eastern portion of the project site	2.25	87 dwelling units per acre

In order to accurately analyze the proposed project's compliance with the CDSP's development densities, the development densities for the proposed project are calculated separately between the western (office conversion) and eastern portion (addition to the parking garage) of the project site

The proposed project proposes a FAR of 6.19 and residential density of 171 dwelling units per acre for the proposed office building conversion (eastern portion of the site), and a FAR of 1.5 and residential density of 51 dwelling units per acre for the addition to the parking garage (western portion of the site). Therefore, the eastern portion of the project as proposed would exceed the FAR allowed by the CDSP. In order to allow the additional FAR, the project could require the approval of an Affordable Housing Concession Permit, if the project is utilizing density bonus, or a variance. The eastern portion of the project as proposed also exceeds the residential density allowed by the CDSP, and in order to allow the additional density, a density bonus must be utilized. Please note that any density bonus exceeding 35 percent requires an approval of Conditional Use Permit.

# Specific Plan Objectives

The CDSP provides the following Planning Objectives are relevant to the proposed project:

 Objective 2 – Identify Growth Areas: Downtown growth and development will be directed toward the most appropriate locations, with the intention of 1) protecting existing residential neighborhoods; 2) supporting transit usage; 3) and revitalizing underutilized areas; and

The proposed project is located within the Central District Transit-Oriented Development Area. Therefore, further consideration shall be given to ensure that the

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proposed project consists of design and programmatic elements that encourages pedestrian activities and encourages transit use.

- Objective 5 Build Housing Downtown: Downtown will offer a range of housing opportunities, with provisions for the construction of new market-rate and affordable housing units, as well as non-traditional forms of housing, such as work-live accommodations; and
- Objective 19 Offer Suitable Housing: Downtown housing will meet property standards of maintenance, and accommodate a variety of income levels and lifestyles.

The proposed project is a mixed-use project that consists of 131 ownership dwelling units (both market rate and affordable units).

 Objective 13 – Maintain Fiscal Health: Downtown will maintain a vital local economy that continues to function as the primary business, financial, retailing, and government center of the City.

The proposed project includes a conversion of the existing commercial building, which currently consists of approximately 113,931 square feet of office space. This would result in a loss of a significant amount of office space within the downtown area.

# **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.

ADA Compliant Curb Ramps: In order to accommodate an Americans with Disabilities Act (ADA) compliant curb ramp, the applicant shall reconstruct a standard curb ramp at the said corners (Cordova Street at Euclid Avenue and Los Robles Avenue) per Standard Plan No. S-414 The curb ramp construction shall be completed prior to the issuance of Certificate of Occupancy.

Upon review of the curb ramp improvement plans, the applicant may need to dedicate to the City for street purposes the land necessary at the property line corner rounding (up to 25 feet radius) to provide for the minimum clearance required by the Americans with Disabilities Act standards. If so, the applicant shall remove and reconstruct the sidewalk for the dedicated area, per Standard Plan No S-421

Street Lighting and Traffic Signals: The existing traffic signal at Cordova Street and Los Robles Avenue is sub-standard. In order to improve pedestrian and traffic safety, the applicant shall upgrade the existing traffic signal equipment to meet City standard.

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Upgrade shall include but not limited to new traffic signal pole(s), Accessible Pedestrian System (APS) push button devices, conductors, pull boxes, pole foundation(s) and all of the appurtenant works.

#### **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.

Overnight Parking: City Permits for overnight parking on City streets will not be issued to future tenants at this address. Future tenants shall be advised of the unavailability of on-street overnight parking permits.

*Trip Reduction*: The project is subject to the City's Transportation Demand Management (TDM)/ Trip Reduction Ordinance (TRO) requirements. Multi-family projects with 100 units or more shall submit a TDM Program Plan as required by Chapter 10.64 of the Pasadena Municipal Code (Transportation Management Program).

#### **Environmental Review:**

At this time it is expected that that project will be exempt from environmental review per the California Environmental Quality Act (CEQA). The exemption is subject to the preparation of an air quality and noise impact analysis to ensure that the project would have no significant effects related to noise or air quality. It is expected that a traffic study will be prepared by the Department of Transportation.

#### **NEXT STEPS:**

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

- Preliminary Consultation before the Design Commission;
- Environmental Review;
- Hearing Officer Public Hearing to consider adoption of the environmental review and approval of the Affordable Housing Concession Permit; and
- Design Commission reviews (Concept and Final).

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# **FISCAL IMPACT**:

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

Respectfully submitted,

DAVID M. REYES

Director of Planning & Community

Development

Prepared by: Concurred by:

Kelvin Parker Principal Planner

Approved by:

uiş Rocha

Planner

STEVE MERMELL
City Manager

<u>Attachment</u>

Attachment A - Predevelopment Plan Review Plans