

Agenda Report

TO: CITY COUNCIL

DATE: November 8, 2004

FROM: CITY MANAGER

SUBJECT: PROPOSED CENTRAL DISTRICT SPECIFIC PLAN, AMENDMENTS TO THE LAND USE ELEMENT AND THE MOBILITY ELEMENT OF THE COMPREHENSIVE GENERAL PLAN, AND REVISION OF TITLE 17 OF THE PASADENA MUNICIPAL CODE (ZONING)

RECOMMENDATION: It is recommended that the City Council, following a public hearing:

1. Adopt a resolution certifying the Final Environmental Impact Report and the mitigation measures contained therein (Attachments A and B) as corrected by the errata (Attachment Q); and
2. Adopt the Findings of Fact and Statement of Overriding Considerations (Attachment C); and
3. Approve the De Minimis Impact Finding on the State Fish and Wildlife Habitat (Attachment D); and
4. Direct the City Clerk to file a Notice of Determination with the Los Angeles County Recorder (Attachment E); and
5. Adopt a resolution approving the 2004 Land Use Element of the General Plan (Attachments F and G), with attached modifications (Attachment H); and
6. Adopt a resolution approving the 2004 Mobility Element of the General Plan (Attachments I and J), with attached modifications (Attachment K) ;
7. Adopt a resolution approving the Central District Specific Plan (Attachments L and M), with attached modifications (Attachment N); and
8. Approve the Revised Zoning Code (Attachment O), with attached modifications (Attachment P); and
9. Direct the City Attorney to prepare an ordinance adopting the Revised Zoning Code by January 5, 2005; and
10. Direct the City Attorney to prepare an ordinance revising the Zoning Map by January 5, 2005.

ADVISORY BODY RECOMMENDATIONS:

ENVIRONMENTAL IMPACT REPORT:

The Planning Commission reviewed the Final Environmental Impact Report on October 6, October 13, October 27, and November 3, 2004. At the November 3 meeting, the Planning Commission adopted the following recommendation:

That the City Council certify the Environmental Impact Report for the 2004 Land Use and Mobility Elements, Zoning Code Revisions, and Central District Specific Plan with an errata sheet that clarifies in tables and text the disposition of the approximately 3,600 residential units existing in Zoning Districts CD 7 and CD 7A prior to 1994.

STATEMENT OF OVERRIDING CONSIDERATIONS:

The Planning Commission reviewed the draft Statement of Overriding Considerations at the meeting of November 3, 2004 and adopted the following recommendation:

That the City Council adopt a Statement of Overriding Considerations that supports the Planning Commission's recommendation that the City Council approve a 75% reduced growth alternative.

LAND USE ELEMENT

Planning Commission Recommendation:

The Planning Commission reviewed the Land Use Element on August 25, September 22, October 27, and November 3, 2004. On November 3 the Planning Commission adopted the following recommendation:

That the City Council approve the 2004 Land Use Element including the modifications listed in Attachment H, with the following exception: Net new development citywide by 2015 shall be limited to 75 percent of the development analyzed in the Environmental Impact Report (i.e., Alternative 2A of the EIR).

MOBILITY ELEMENT

Planning Commission Recommendation:

The Planning Commission reviewed the Mobility Element on September 22 and October 27, 2004. On October 27 the Planning Commission unanimously adopted the following recommendation:

1. *The Draft Final 2004 Mobility Element is consistent with the 2004 General Plan Update;*

2. *Recommend adoption of the Recommended Project including implementation of traffic improvements at six intersections;*
3. *Endorse implementation of the Gold Line Phase II Extension.*

Transportation Advisory Commission Recommendation

The Transportation Advisory Commission (TAC) provided comments and recommendations regarding the Draft Final 2004 Mobility Element at its July 16 and July 30, 2004 meetings. The TAC recommendations have been incorporated into the Draft Final 2004 Mobility Element.

CENTRAL DISTRICT SPECIFIC PLAN:

Planning Commission Recommendation

The Planning Commission reviewed the draft Central District Specific Plan at its meetings on July 28, August 11 and 25, and October 13 and 27, 2004. On October 27, 2004, the Planning Commission unanimously adopted the following recommendation:

That the City Council adopt the Central District Specific Plan with the changes outlined in Attachment N with the following exceptions:

1. *That the square footage of parking garages on lots greater than a certain size (to-be-determined) shall be counted in the FAR calculation.*
2. *The following additional streets should have the ground floor pedestrian-oriented requirement on District-wide Map 24 – Pedestrian Oriented Concept:*
 - *Both sides of DeLacey Ave. from Green St. to Valley St.;*
 - *Green Street from Pasadena Ave. to Raymond Ave.;*
 - *Raymond Avenue from Walnut St. to Del Mar Blvd.;*
 - *Fair Oaks Avenue from Walnut St. to Del Mar Blvd; and*
 - *South side of Walnut St. from Fair Oaks Ave. to Raymond Ave.*

REVISED ZONING CODE

Planning Commission Recommendation:

The Planning Commission reviewed the revised Zoning Code on October 27, 2004 and recommended approval.

Transportation Advisory Commission Recommendation:

The Transportation Advisory Commission recommended approval of the Transit Oriented Development provisions, as well as the changes to the parking requirements

contained in the proposed Zoning Code (Attachment O). These amendments were reviewed and considered on July 30, 2004.

ISSUES:

Over the last eight weeks, staff has discussed a number of issues with the Council. The following is a list of issues requiring further discussion.

Land Use Element

Interchangeability - The draft 2004 Land Use Element includes a provision allowing specific plans to make the limits on new residential and nonresidential development interchangeable, so that the amount of total net new development remains limited but there may be flexibility between residential and nonresidential development. That interchangeability is shown, as it affects particular specific plan areas, in Table 2B, with revisions indicated in Attachment H. The draft 2004 Land Use Element indicates that residential and nonresidential intensity standards, i.e., limits on net new development, for the Central District be interchangeable. Staff recommends, however, that the interchangeability be eliminated for the Central District, as described on Attachment H, items 4 and 6.

Future Growth - The Element includes intensity standards, i.e., limits on net new development, that are based on projects completed to March 2004 (Tables 2A and B, pages 35 and 36), both residential and nonresidential. The intensity standards limit total net new development but do not set a date for the limits (e.g., 2020 or 2040). In addition, at the citywide level, the Element projects net new development to 2015. The Environmental Impact Report analyzes projected net new development through the year 2015. It includes as "alternatives," among others, both 50 percent and 75 percent of the citywide net new development projected for that period. Staff recommends adoption of the Elements as drafted. The Planning Commission recommended adoption of the 75 percent growth alternative. It is noted that adoption of either reduced growth alternative would require revision of a number of previously adopted specific plans because each is based on assumptions relating to future growth.

Open Space – City policies concerning open space and parks have been discussed in relation to the Residential Impact Fee and the Central District Specific Plan. The Land Use Element includes as an implementation program the preparation of a Green Space Element. The Green Space Element, in preparation, will address policy issues related to open space and parks.

Mobility Element

The City Council was presented with information at its meeting on October 25, 2004 regarding physical improvements that would alleviate traffic impacts at six congested

intersections. These improvements, as well as the future extension of the Gold Line, are recommended for inclusion in the 2004 Mobility Element (Attachment K).

Central District Specific Plan

1. FAR as related to parking – The Central District Specific Plan establishes floor area ratios (FAR) for each property in the district. Floor area ratios or FARs are proposed to replace the first-come, first-served allocations of housing units and square feet in the Central District. These FARs were developed using the 1994 Land Use Element allocations as a guide. Because the Land Use Element excludes parking garages from the square footage allocations, the Specific Plan recommends excluding parking garages from the FAR calculations. Staff recommends the establishment of FAR's as drafted.

The Planning Commission recommended that above ground parking garages be included in the FAR calculation on larger parcels as a means of encouraging parking to be underground.

2. Pedestrian-oriented streets – The Specific Plan regulates the type of land use that can be located on the ground floor in many areas of the Central District. The Housing/Ground Floor concept map designates some areas that do not permit housing on the ground floor in order to maintain a commercial environment. A second map, Pedestrian-Oriented Concept goes one step further by requiring that 50% of the ground floor be pedestrian-oriented commercial. This is defined as retail stores, restaurants, and services uses that are attractive to pedestrians.

The staff recommendation is to apply this pedestrian-oriented designation to:

All of Colorado Boulevard and Lake Avenue
Fair Oaks and Raymond Avenues between Holly and Green Streets
Holly Street between Fair Oaks and Raymond Avenues
DeLacey Avenue between Union and Green Streets
El Molino between Green and Union Streets.

The Planning Commission recommended applying this requirement additionally to:

Both sides of DeLacey Avenue from Colorado Boulevard to Valley Street
Green Street from Pasadena Avenue to Raymond Avenue
Raymond Avenue from Walnut Street to Del Mar Boulevard
Fair Oaks from Walnut Street to Del Mar Boulevard
South side of Walnut Street from Fair Oaks Avenue to Raymond Avenue

Staff is concerned that some of these areas may not currently support pedestrian-oriented uses and that expanding this requirement may result in commercial spaces that remains vacant or leases to marginal uses.

3. Open Space and Parks – The Planning Commission recommends and staff concurs that the Central District Specific Plan should make a strong commitment to providing additional open space and parkland in the Central District. The Planning Commission recommends a minimum commitment of 5-7 acres of open space in the Central District. This will be public open space, in addition to private plazas and courtyards that primarily serve the residents or tenants of a building. Staff recommends a minimum commitment of 2 acres with a goal of providing for 5-7 acres.

Revised Zoning Code

Transit-Oriented Development (TOD) – Parking Caps and Reductions

The Planning Commission recommended approval of several changes to the TOD Standards. These included: prohibiting these additional uses: vehicle services – sales and leasing (except for the new use Vehicle Services – Sales and Leasing – limited), vehicle repair, vehicle storage, and large recycling facilities within the TOD area; and applying the proposed parking reduction of 25 percent and parking cap to all uses. Staff concurs with this recommendation.

At the October 4th hearing, the Council was provided the following two options to the proposed staff recommendation for parking caps and reductions.

- a. Decrease Parking Cap. Under this option the parking cap would not be the same as the reduction (as currently proposed). Required parking could be reduced by up to 25 percent, but the cap could be at a higher number such as the minimum requirement before the reduction. For example, without a parking reduction an office project would be required to have parking at 3 spaces per 1,000 sq. ft. With the reduction, the parking requirement would be reduced to 2.25 spaces per 1,000 sq. ft. The project developer could decide to provide parking at 2.25 or 3.00 spaces per 1,000 square feet or some rate in-between. This provides the developer with the greatest flexibility. However, this proposal does not have the same effect of reducing traffic. The parking reduction is consistent with the current parking reduction in Old Pasadena.
- b. Differentiate between Low Turnover Parking and Customer Parking. Another option would be to reduce parking for office uses by 25 percent and cap the parking at this reduction. However, uses which are dependent on a high volume of customers (such as retail) would reduce their parking by 10 percent since a much larger fraction of those uses are devoted to customer parking. Employee parking for retail and market uses is typically 20 percent of the parking. The parking for food sales (market) is 4 spaces per 1,000 sq. ft. and with the 10 percent reduction would then be 3.6 spaces per 1,000 sq. ft. This option focuses the reduction on low turnover parking and doesn't affect customer parking.

CITIZEN PARTICIPATION PROCESS:

In June 1999 the City initiated the process of updating the Land Use and Mobility Elements of the General Plan, preparing the Central District Specific Plan, and revising the Zoning Code. This comprehensive process has been a combine effort of multiple City departments and has involved the collaborative efforts of advisory bodies, public associations, and private individuals.

Over the last five years, more than 125 community meetings have involved residents, businesses, and community organizations in the planning process. At least 20 meetings were held with business district representatives. Innovative tools such as the Story Bus allowed staff to go on the road to festivals and community events to reach broader audiences that typically would not attend planning meetings. These presentations facilitated dozens of recommendations to the Council from advisory bodies. As a result the Council conceptually approved draft versions of all four planning documents: the Land Use Element in December, 2002; the Mobility Element in April, 2003; the Zoning Code in four sections during 2002, 2003, and 2004; and the Central District Specific Plan in 2003, with modifications in 2004.

Since conceptual approval by the City Council, each document has received further review and refinement. In some instances, staff will be recommending revisions to the documents as a result of these discussions.

ENVIRONMENTAL DETERMINATION:

An Environmental Impact Report has been prepared by Cotton/Bridges/Associates Consultants (see Attachment B). The EIR analyzes the impacts of the 2004 Land Use and Mobility Elements, Zoning Code Revisions, and Central District Specific Plan (Project) in the horizon year 2015. The EIR finds that adoption of the Project will result in unavoidable impacts in the areas of transportation/traffic, air quality, noise, and parks/recreation. Other impacts of the project can be mitigated to a level of insignificance. A Statement of Overriding Considerations must be adopted before adopting the project or any of the alternatives (Attachment C.)

The EIR also looked at alternatives to determine if altering the project could reduce the impacts associated with the Project. The EIR looked at a variety of alternatives and combinations of alternatives.

The review period of the DEIR ran from June 4, 2004 through August 23, 2004. The Final EIR includes comments to all written correspondence received and responses to oral testimony at public hearings.

In accordance with §8.12 of the City of Pasadena Environmental Policy Guidelines (also §15090 of the State of California CEQA Guidelines) certification of the Environmental Impact Report by the City Council would be a determination that:

- a) The final EIR has been completed in compliance with CEQA;
- b) The final EIR was reviewed and considered by the City's decision-making body prior to approving the project; and
- c) The final EIR reflects the lead agency's independent judgment and analysis.

GENERAL PLAN DETERMINATION:

The Land Use and Mobility Elements are updates of the 1994 General Plan Elements. They contain the General Plan policies for physical development. The two Elements are consistent with and supportive of each other and consistent with the Guiding Principles of the General Plan.

Central District Specific Plan

Specific Plans provide a means to address the seven guiding principles of the General Plan, as well as the direct goals for each targeted area as identified in the General Plan. The General Plan states that Specific Plans "will contain detailed development standards, distribution of land uses, infrastructure requirements, and implementation measures for the development of a specific geographic area. Transit-oriented development, pedestrian-oriented development, and mixed use development with housing over commercial, will be included in Specific Plans". Policy 1.2 of the Land Use Element is the policy statement that authorizes the use of Specific Plans as a principal implementation tool for targeted development areas.

For the Central District Specific Plan area, the General Plan states "This Specific Plan will include a diverse mix of land uses designed to create the primary business, financial, retailing, and government Center of the City." The Specific Plan responds to this objective by authorizing land uses, providing development standards, and developing design guidelines.

Revised Zoning Code

The proposed Zoning Code is consistent with many provisions of the General Plan. The following are notable Land Use Element policies that the proposed Zoning Code supports:

- Policy 1.4 – Mixed Use: Authorize and encourage Mixed Use development in targeted areas, including in-town housing, live-work spaces, and in-town commercial uses.
- Policy 10.1 – Targeted Development Areas: Target new development into the urban core, the Northwest Enterprise Zone, along East Colorado, and into other specific growth areas.

- Policy 10.2. – Transit Oriented Development: Within targeted development areas, cluster development near light rail stations and along major transportation corridors to maximize transit use by local businesses and employees.
- Policy 10.5 – Industrial Businesses: Promote industrial development by protecting existing industrial districts and encouraging new industrial employers, and by restricting Industrial (IG) zoning districts to industrial businesses and ancillary retail and service activities, including, but not limited to restaurants and child care.
- Policy 20.1 – Transit-Oriented and Pedestrian-Oriented Development: Within targeted development areas, cluster development near light rail stations and along major corridors served by transportation thereby creating transit-oriented development “nodes” and encouraging pedestrian access.
- Policy 22.3 – Bicycle Parking: Provide bicycle parking facilities throughout commercial areas, at transit stops, and in developments which include offices.
- Alternative Land Use Policies – Page 35, Discussion of Artist Lofts to allow for adaptive reuse of otherwise obsolete structures and to allow for new construction. Use will be allowed only in combination with individual studio or workshop space of the residents and is intended to provide an integrated working/living environment.

In addition, the Revised Zoning Code supports the following Mobility Element policies:

Develop Parking Supply Programs

- A. Modify Parking Code to mandate maximum on-site supply over time, linked to increases in transit/rideshare use.
- B. Modify Parking Code to provide incentives for phased reductions in maximum on-site supply over time, linked to increases in transit/rideshare use.
- D. Develop strategy for shared use of parking, and pooled parking supplies, to share resources and more effectively utilize overall parking supply. Modify Parking Code accordingly.

Under Implementation Plan

3. Develop Parking Supply Programs

3a. Modify Parking Code to mandate maximum rather than minimum parking requirements.

FOLLOW UP ITEMS:

Subsequent to adoption of these planning documents, the following areas will be investigated as further implementation tools.


- Preparation of Design Guidelines for entire City based on the Central District guidelines
- Use of design guidelines versus development standards for review of projects

- Requirement for preparation of a three-dimensional model for projects exceeding a certain threshold
- Incorporation of visual references in the design guidelines
- Review of the design review process
- Transportation nexus study
- Preparation of the Open Space Element of the General Plan

FISCAL IMPACT:

Approval of the Land Use and Mobility Elements will establish growth and land use policies to guide future development of the City. These policies impact not only what the City will look like, but also influence the quality of life and economic well-being of the City by carefully balancing the community's need for housing, jobs, and recreation with demand for growth and new development. The exact fiscal impact of these policies cannot be measured, however they are intended to create an environment that supports the community's vision of balance and diversity and therefore fiscal success.

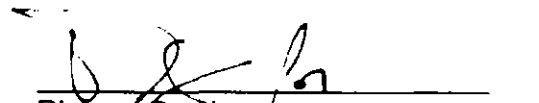
Respectfully submitted,


 CYNTHIA J. KURTZ
 City Manager

Prepared by:


 Laura Fitch Dahl
 Senior Planner

Approved by:


 Richard Brückner
 Director
 Planning & Development Department

Attachments:

- Attachment A – Resolution certifying the Environmental Impact Report
- Attachment B – Final Environmental Impact Report, volumes 1,2, and 3 (previously distributed)
- Attachment C – Findings of Fact and Statement of Overriding Considerations
- Attachment D – De Minimis Impact Finding on the State Fish and Wildlife Habitat

Attachment E – Notice of Determination
Attachment F – Resolution adopting the 2004 Land Use Element
Attachment G – 2004 Land Use Element (previously distributed)
Attachment H – Recommended Changes to the Land Use Element
Attachment I – Resolution adopting the 2004 Mobility Element
Attachment J – 2004 Mobility Element (previously distributed)
Attachment K – Recommended Changes to the Mobility Element
Attachment L – Resolution adopting the Central District Specific Plan
Attachment M – Central District Specific Plan (previously distributed)
Attachment N – Recommended changes to the Central District Specific Plan
Attachment O – Revised Zoning Code (previously distributed)
Attachment P – Recommended Changes to the Revised Zoning Code
Attachment Q – Errata for the Environmental Impact Report

Attachment A

RESOLUTION NO. _____

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF PASADENA ("COUNCIL") CERTIFYING THAT THE FINAL ENVIRONMENTAL IMPACT REPORT PREPARED FOR THE 2004 LAND USE AND MOBILITY ELEMENTS, ZONING CODE REVISIONS, AND CENTRAL DISTRICT SPECIFIC PLAN HAS BEEN PREPARED IN COMPLIANCE WITH THE CALIFORNIA ENVIRONMENTAL QUALITY ACT, STATE AND CITY OF PASADENA GUIDELINES ADOPTED PURSUANT THERETO AND CERTIFYING THAT THE COUNCIL HAS REVIEWED AND CONSIDERED THE INFORMATION CONTAINED IN THE ENVIRONMENTAL IMPACT REPORT AND REFLECTS THE INDEPENDENT JUDGEMENT OF THE COUNCIL

THE CITY COUNCIL OF THE CITY OF PASADENA HEREBY FINDS, DETERMINES, AND RESOLVES AS FOLLOWS:

WHEREAS, the City Council of the City of Pasadena ("Council") proposes to adopt the 2004 Land Use and Mobility Elements, Zoning Code Revisions, and Central District Specific Plan (collectively, "the Big Project"); and

WHEREAS, the Council caused a Draft Environmental Impact Report ("Draft EIR") for the proposed Big Project to be prepared and circulated pursuant to the California Environmental Quality Act ("CEQA"), State and City of Pasadena Guidelines adopted pursuant thereto; and

WHEREAS, duly noticed public hearings were held before the various City Commissions on the Draft EIR at which time all interested persons were given an opportunity to be heard; and

WHEREAS, the City Council held a duly noticed hearing on November 8, 2004 on the Draft EIR at which time all interested persons were given an opportunity to be heard; and

WHEREAS, the Final EIR, for the proposed Big Project and responding to the concerns raised during the review period and at the public hearing, has been prepared pursuant to CEQA, State and City of Pasadena Guidelines; and

WHEREAS, the Final EIR evaluated the potential environmental effects of the Big Project; and

WHEREAS, the Council has reviewed and considered the information contained in the Final EIR for the proposed Big Project; and

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Pasadena:

1. The Council certifies that the Final EIR for the proposed Big Project has been prepared and completed in compliance with CEQA, State and City of Pasadena Guidelines adopted pursuant thereto.

2. The Council hereby further certifies that the information contained in the Final EIR has been reviewed and considered by the members of the Council.

3. The Council hereby further certifies that the Final EIR reflects the Council's independent judgment and analysis.

NOW THEREFORE, the City Council of the City of Pasadena hereby certifies the Final EIR for the Big Project.

Adopted at the _____ meeting of the City Council of the City of Pasadena on _____ day of _____, 2004 by the following votes:

AYES:

NOES:

ABSENT:

ABSTAIN:

JANE L. RODRIGUEZ, CMC
City Clerk

Approved as to form:



MARIBEL S. MEDINA
Assistant City Attorney

#74112

Previously Distributed

Attachment B