

Agenda Report

TO: CITY COUNCIL **DATE:** NOVEMBER 14, 2005
FROM: CITY MANAGER
SUBJECT: HUNTINGTON MEMORIAL HOSPITAL OUTPATIENT SERVICES
PAVILION – ZONE CHANGE, MASTER DEVELOPMENT PLAN
AMENDMENT, UP #4594 INCLUDING MINOR CONDITIONAL
USE PERMIT AND VARIANCES

RECOMMENDATION

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

1. Adopt the Initial Study and Mitigated Negative Declaration (Attachment H);
2. Approve a Finding of De Minimis Impact on State Fish and Wildlife Habitat (Attachment I);
3. Find the Zoning Map amendment and Master Development Plan amendments are consistent with the goals, objectives and policies of the General Plan and make the findings required by PMC 17.74.070.B (Attachments A and B);
4. Approve the Zoning Map amendment to change from PS (Public and Semi-Public) to IG/SP-2 (Industrial/South Fair Oaks Specific Plan) for a portion of the project site as shown in Attachment F;
5. Adopt a resolution amending the Huntington Memorial Hospital Master Development Plan to remove a portion of the project site, shown in Attachment F, from the Master Development Plan area and also the associated development entitlement (Attachment G);
6. Approve the Minor Conditional Use Permit for a project in a Transit-Oriented Development district, with the Findings and Conditions of Approval (Attachments C and D);

7. Approve Variances for building heights to 60 feet and 46 ½ feet and for parking structure height of 51 feet, as described in the report, with the Findings and Conditions (Attachments C and D);
8. Direct the City Clerk to file a Notice of Determination and a Certificate of Fee Exemption for the California Department of Fish and Game, with the Los Angeles County Recorder;
9. Direct the City Attorney to prepare an ordinance to amend the official Zoning Map of the City of Pasadena for the change from PS (Public and Semi-Public) to IG/SP-2 (Industrial/South Fair Oaks Specific Plan).

PLANNING COMMISSION RECOMMENDATION

On October 12, 2005, the Planning Commission held a public hearing, and on October 26, 2005, recommended the City Council adopt the staff recommendation, with the addition of a recommendation concerning neighborhood traffic protection west of the Huntington Memorial Hospital campus. The Commission recommended that a voluntary donation of \$25,000 that the applicant had offered at the meeting to the West Pasadena Residents' Association be directed to the cost of planning and implementing a neighborhood traffic management plan for the area west of the Huntington Memorial Hospital campus, rather than directly to the Association as originally offered.

On October 12, 2005, the Commission had continued consideration of the project approvals to the meeting of October 26, 2005, with a request to the Transportation Advisory Commission to provide comments on the traffic study and the recommended mitigation measures included in the Mitigated Negative Declaration and on the minor conditional use permit for development in a transit-oriented development district and a request to the Design Commission to provide comments on the variances for height. The Commission received summaries of the comments by members of TAC and the Design Commission at the meeting on October 26, 2005. Comments of the other commission are described below.

Transportation Advisory Commission

The Transportation Advisory Commission held a special meeting on October 18, 2005, to provide comments on the traffic study mitigation measures and the minor conditional use permit, as requested by the Planning Commission. Comments from individual Commissioners were summarized in a letter to the Planning Commission (Attachment J). The Vice Chair of TAC presented the letter to the Planning Commission on October 26, 2005.

Design Commission

An opportunity to comment on the amendment to the Master Development Plan was on the October 10, 2005 agenda of the Design Commission. The Commission adopted a motion in support of the amendment. In addition, on October 24, 2005 at the request of the Planning Commission, the Design Commission commented on the variances for building height. In summary, the Design Commissioners supported approval of the height variances.

Historic Preservation Commission

Opportunity for comment on the Cultural Resources mitigation measure concerning the Cal-Oaks Pharmacy neon sign was on the October 3, 2005 agenda of the Historic Preservation Commission. The meeting was cancelled for lack of a quorum. Commissioners were invited to make individual comments. Staff received one comment in support of the proposed mitigation measure, to seek a permanent location for the sign.

EXECUTIVE SUMMARY

A medical office building with a floor area of 189,818 square feet is proposed for the site at the southwest corner of California Boulevard and Fair Oaks Avenue (Attachment E). Necessary project approvals include a zoning map amendment extending the IG/SP-2 zoning district on the project site to Fairmount Avenue, an amendment to the Huntington Memorial Hospital Master Development Plan eliminating a portion of the project site and the associated entitlement for a 57,000 square foot medical office building from the Master Development Plan (Attachment F), a minor conditional use permit for development within a transit-oriented development district, and variances for heights of the three- and four-story medical office building and parking structure. Findings and conditions of approval for the entitlements are attached (Attachments A, B, C, and D). The Zoning Code, effective in February 2005, provides for the City Council to act as the decision-maker for all of the approvals concurrently.

BACKGROUND

The applicant, Pacific Medical Buildings, applied for zoning approvals to construct a medical office building serving physicians affiliated with Huntington Memorial Hospital ("HMH"). As proposed in the application, the development project requires:

- an amendment to the Zoning Map resulting in a single zoning district, IG/SP-2, for the entire project site;

- an amendment to the Huntington Memorial Hospital Master Development Plan removing a portion of the project site and the associated 57, 000 square-foot development entitlement from the Plan area and the approved Scope of Development of the Master Development Plan, with the related standards in the Conditions of Approval;
- a Minor Conditional Use Permit for non-residential development exceeding 15,000 square feet in a Transit-Oriented Development district, here associated with the Fillmore Gold Line Station;
- Variances for medical office building heights up to 60 feet and 46 ½ feet and parking structure height up to 51 feet.

Under PMC 17.60.030, multiple concurrent approvals may be approved or disapproved by the highest level review authority, in this case the City Council following a recommendation from the Planning Commission.

Location 70 West California Boulevard, at southwest corner of California Boulevard and Fair Oaks Avenue

Zoning Designation IG/SP-2 (Industrial/South Fair Oaks Specific Plan Overlay District) and PS (Public and Semi-Public)

General Plan Designation South Fair Oaks Specific Plan

Site Characteristics The subject site is approximately 153,400 square feet, with structures that formerly served the Cal-Oaks Pharmacy and United Parcel Service and also one for maintenance facilities for Huntington Memorial Hospital.

Adjacent Uses North – Retail on the north side of California Boulevard
 South – Medical office on the south side of Congress Street
 East – Restaurant and medical office
 West – Medical office and hospital

Adjacent Zoning North – CD-6 on the north side of California Boulevard
 South – IG/SP-2 on the south side of Congress Street
 East – IG/SP-2 on the east side of Fair Oaks Avenue
 West – IG/SP-2 on the southern portion of the project site and PS on the north portion of the site

Project Description

The proposed medical office building, known as the Outpatient Services Pavilion, would have a floor area of 189,818 square feet. It includes a pharmacy and small restaurant, as well as surgical and radiation oncology facilities and medical offices. The northern portion of the L-shaped building is three stories, or 46 ½ feet, in height. The southern portion is four stories, or 60 feet. The building abuts the sidewalk on California Boulevard and on Fair Oaks Avenue. The sidewalk on Fair Oaks Avenue would be widened by three feet. Approvals would provide for an extension of the eastbound right hand turn lane on California Boulevard.

West of the medical office building is a proposed 693-space parking structure: two and one half levels below grade and four levels above. The parking structure is 51 feet in height. It is set back 55 feet from California Boulevard. Vehicle access to the project is provided from Fair Oaks Avenue, Congress Street, or Fairmount Avenue, depending on whether the access is for patients, service, or staff and physicians. The primary pedestrian entrance is at the intersection of Fair Oaks and California, but midblock walkways and entrances are also available on both major streets.

The project involves demolition of three structures with a total floor area of 32,725 square feet. The structures formerly served United Parcel Service, Cal-Oaks Pharmacy, and Huntington Memorial Hospital. A neon sign on the Cal-Oaks Pharmacy building would be removed. A service station was demolished previously.

Zoning Map Amendment

The site is divided between two separate zoning districts: (1) on the eastern portion of the site along Fair Oaks Avenue, the IG Industrial district, which is also subject to the SP-2 South Fair Oaks Specific Plan Overlay District and (2) on the western portion of the site, the PS Public and Semi-Public District, which is also subject to the Huntington Memorial Hospital Master Development Plan. The parcel within the PS district and Master Development Plan area is slightly larger than one acre in size.

Although the South Fair Oaks Specific Plan area includes all of the project site, only the portion within the IG district has the SP-2 overlay, with special purposes and provisions to support the development of technology-based uses. The proposed Zoning Map Amendment would include the entire project site within the IG/SP-2 district, thus allowing consistent application of the SP-2 overlay district. Specific findings are attached (Attachment A).

Master Development Plan Amendment

The Huntington Memorial Hospital Master Development Plan ("MDP"), last amended in 1994, currently controls development on the portion of the site that is zoned PS. The Scope of Development, Phase II, of the Master Development Plan includes a medical office building of 57,000 square feet, to be constructed on the portion of the project site within the Master Plan boundaries. (HMH Master Development Plan Amendment, pages 2). Further, the Conditions of Approval include the following provision: "The medical office building located at the southeast corner of California Boulevard and Fairmount Avenue shall not exceed a height of 48 feet. The medical office building shall have a minimum setback of 55 feet along California Boulevard". (HMH Master Development Plan Amendment, page 8)

As with the proposed Zoning Map amendment, the proposed amendment to the HMH Master Development Plan would allow the Outpatient Services Pavilion to be related more consistently to the Specific Plan area, with uniform standards for the project site as a whole. The amendment would eliminate the entitlement of a 57,000 square foot medical office building in the Master Development Plan, with the related standards in the Conditions of Approval, as well as remove this portion of the project site from the MDP. Total net new development for Phases II and III of the MDP would be reduced from 314,275 to 257,775 square feet.

One requirement of the Master Development Plan, however, addresses the relationship between the project site and the HMH campus itself on California Boulevard. The MDP requires the medical office building that it entitles to be set back 55 feet from the property line on California Boulevard. The required setback reflects the parking structure development and the HMH campus across Fairmount Avenue (private street) to the west. Although the Specific Plan encourages, and in some cases requires, that development be built to the sidewalk, the 55-foot deep area would provide a transition to the HMH campus. The recommended Conditions of Approval for the project, in UP #4594 including the Minor Conditional Use Permit and Variances, would require that the 55-foot setback be maintained (Attachment D).

Minor Conditional Use Permit

Non-residential projects of 15,000 square feet or more within a Transit-Oriented Development district require approval of a Minor Conditional Use Permit. Findings for the MCUP include the standard conditions required for a CUP but also special findings related to the location in a Transit-Oriented Development district. The findings emphasize the project's relationship to transit use and to access and activity by pedestrians and by other non-motor vehicle modes.

The Specific Plan recognizes the opportunities provided by access to the Gold Line within the Specific Plan area, especially near the station at Fillmore. The

medical office use is encouraged in the South Fair Oaks Specific Plan area, and a height bonus is offered as an incentive for medical offices on a portion of the project site. Users of the building have easy walking access to the Fillmore Street Gold Line station.

Project circulation plans (Attachment E) show pedestrian entrances to the site on Congress Street, mid-block on Fair Oaks Avenue, at the intersection of Fair Oaks Avenue and California Boulevard, and mid-block on California Boulevard, as well as on Fairmount Avenue. Tenant spaces for the pharmacy and small restaurant provide relief on the sidewalk from the screened private space along the building perimeter that is necessary for medical examination rooms and treatment areas. In addition, with project approval, the applicant will dedicate property with a width of three feet to increase the sidewalk width on the Fair Oaks Boulevard frontage, enhancing the pedestrian experience between California Boulevard and Congress Street.

Within Transit-Oriented Development districts, parking for medical office buildings, retail, and restaurants is limited to ninety percent of the standard Code requirements. The reduced requirement serves as both minimum and maximum, to create incentive for other modes of transportation. The 693-space parking structure is designed to be consistent with this reduction. It also provides at least 35 bicycle spaces, as required by Code.

Findings supporting approval of the Minor Conditional Use Permit for development in a Transit-Oriented Development district are attached (Attachment C). Conditions of Approval for UP #4594 are also attached (Attachment D).

Variances

Heights of the medical office building and of the parking structure exceed, at certain locations, the heights permitted on the site, although the number of stories is consistent with illustrations in the Specific Plan for the respective height limits. The medical office building is proposed to have three stories from California Boulevard to the Pico Street intersection and then four stories to Congress Street (Attachment E). The difference in general height follows the SP-2 incentive for medical office buildings and certain other technology-related uses, a bonus of eleven feet above the 45-foot height limit. The height incentive does not apply, however, north of Pico Street, where the district limit is 45 feet. The proposed height of the building within the portion of the site that is limited to 45 feet exceeds that limit by one and one-half feet, as measured from the lowest existing grade at an exterior wall of the footprint that is subject to the 45-foot limit. To the south, where the building is proposed with four stories, the proposed height is 60 feet, as measured from the lowest existing grade at an exterior wall within the area where height is limited to 56 feet, thus exceeding the limit by four feet. The 56-foot limit includes an 11-foot height bonus incentive, provided for medical office buildings in the SP-2 district. Finally, the parking structure, with

four stories above grade, has a height of 51 feet, measured from the lowest point of the existing grade. The parking structure is also located in a portion of site where, with the proposed Zoning Map and Master Development Plan Amendments, the height limit would be 45 feet, so it exceeds the limit by six feet. (Under the existing HMH Master Development Plan, a height of 48 feet is approved in this location for a medical office building.)

The height limit and the height bonus incentive are intended in the Specific Plan to provide for development of three and four stories respectively, as illustrated in the Specific Plan. Further, the SP-2 district encourages development of medical office buildings by providing height for the additional story as an incentive.

The program requirements of a medical office building eliminate options that would be available to many other uses. Among those options is the development of multiple separate buildings on the site rather than a single structure with a large footprint. On the sloping site, the large single structure results in building heights, as measured under the Zoning Code, which exceed the heights possible with multiple smaller buildings having the same floor-to-floor heights. Floor-to-floor heights for the proposed Outpatient Services Pavilion are fifteen feet for the first floor and thirteen and one half feet for the levels above the first. These floor-to-floor heights, which are consistent with the intent of the South Fair Oaks Specific Plan, nevertheless result in building heights on the sloping site that exceed the district height limits. Without use of building area below grade, actual floor area of a medical office building would be severely limited.

Findings in support of the proposed variances for height are attached (Attachment C).

Traffic

Linscott, Law, and Greenspan Engineers prepared a study of traffic generated by the project. The Transportation Department approved the study in a letter dated May 18, 2005. The study analyzed fifteen area intersections, and recommended mitigation for impacts at five intersections: Pasadena Avenue/California Boulevard, Fairmount Avenue/California Boulevard, Fair Oaks Avenue/California Boulevard, Fair Oaks Avenue/Congress Street, Fair Oaks Avenue/Glenarm Street. Mitigation measures include ITS system improvements, a new signal at Fairmount Avenue/California, Transportation Demand Management measures for visitors and for employees, and Dial-A-Ride service.

In addition, as a proposed Public Works Department Condition of Approval, the applicants will dedicate a 15-foot strip of land along the California Boulevard frontage for extension of the right-hand turn lane on eastbound California Boulevard and will construct the right-turn lane improvements.

Neighborhood Meeting

A neighborhood meeting was held on September 29, 2005 at the Allendale Public Library. Four people attended, including a representative of Pacific Medical Buildings, the applicant.

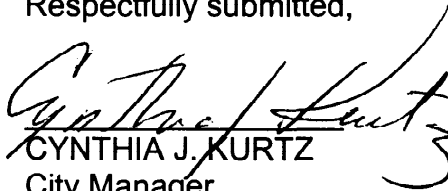
Environmental Determination

An Initial Environmental Study determined that the project will have no significant impacts after mitigation. Potential impacts were identified for air quality, cultural resources, hazards and hazardous materials, transportation and traffic, and utilities service systems. A Mitigated Negative Declaration, with the Mitigation Monitoring and Reporting Program, is attached, along with the Initial Environmental Study (Attachment H).

FISCAL IMPACT

Consistent with the adopted Fee Schedule, fees will be charged for review of applications, and for processing, permitting, inspections, and monitoring. Construction tax from the project will be substantial. Development on the unoccupied parcels will increase property tax revenue.


Respectfully submitted,


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Attachments:

- A. SPECIFIC FINDINGS FOR ZONING MAP AMENDMENT
- B. SPECIFIC FINDINGS FOR MASTER DEVELOPMENT PLAN AMENDMENT
- C. SPECIFIC FINDINGS FOR CONDITIONAL USE PERMIT #4594
- D. CONDITIONS OF APPROVAL FOR CONDITIONAL USE PERMIT #4594
- E. PROPOSED OUTPATIENT SERVICES PAVILION
- F. PARCEL PROPOSED FOR AMENDMENTS TO HUNTINGTON MEMORIAL HOSPITAL MASTER DEVELOPMENT PLAN AND ZONING MAP
- G. RESOLUTION AMENDING THE HUNTINGTON MEMORIAL HOSPITAL MASTER DEVELOPMENT PLAN
- H. INITIAL ENVIRONMENTAL STUDY AND MITIGATED NEGATIVE DECLARATION WITH MITIGATION MONITORING AND REPORTING PLAN
- I. CERTIFICATE OF FEE EXEMPTION, WITH FINDING DE MINIMIS IMPACT ON STATE FISH AND WILDLIFE HABITAT
- J. LETTER FROM TRANSPORTATION ADVISORY COMMISSION TO PLANNING COMMISSION, OCTOBER 26, 2005