

Agenda Report

December 9, 2013

TO: Honorable Mayor and City Council
FROM: Planning & Community Development Department
SUBJECT: PREDEVELOPMENT PLAN REVIEW OF PROJECT LOCATED AT 2632 EAST WASHINGTON BOULEVARD ('ST. LUKE MEDICAL CENTER')

RECOMMENDATION:

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

BACKGROUND:

Denley Investment has submitted a Predevelopment Plan Review (PPR) application to redevelop the former St. Luke Medical Center at 2632 E. Washington Blvd. The project includes occupying the former hospital with medical offices, demolition of the "Annex Building" and a one-story office building, both located behind the old hospital tower, and construction of a three-story, 280-space, parking structure in its place. Other portions of site would remain unchanged.

The St. Luke Medical Center closed in 2002 and in 2003 portions of the hospital facility were used by Caltech as offices, but are currently unoccupied. The existing medical office building at 2750 E. Washington Blvd., to the southeast of the hospital, is currently in operation. The site also contains five single family residences, along Woodlyn Road on the south side of the property. Although under the same ownership, no alterations to the residences are proposed. The majority of the project site is zoned PS (Public, Semi-Public) while the residences are zoned RS-6 (Single-Family Residential).

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 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 total size of the former St. Luke Hospital facility and related buildings total approximately 187,000 square feet.

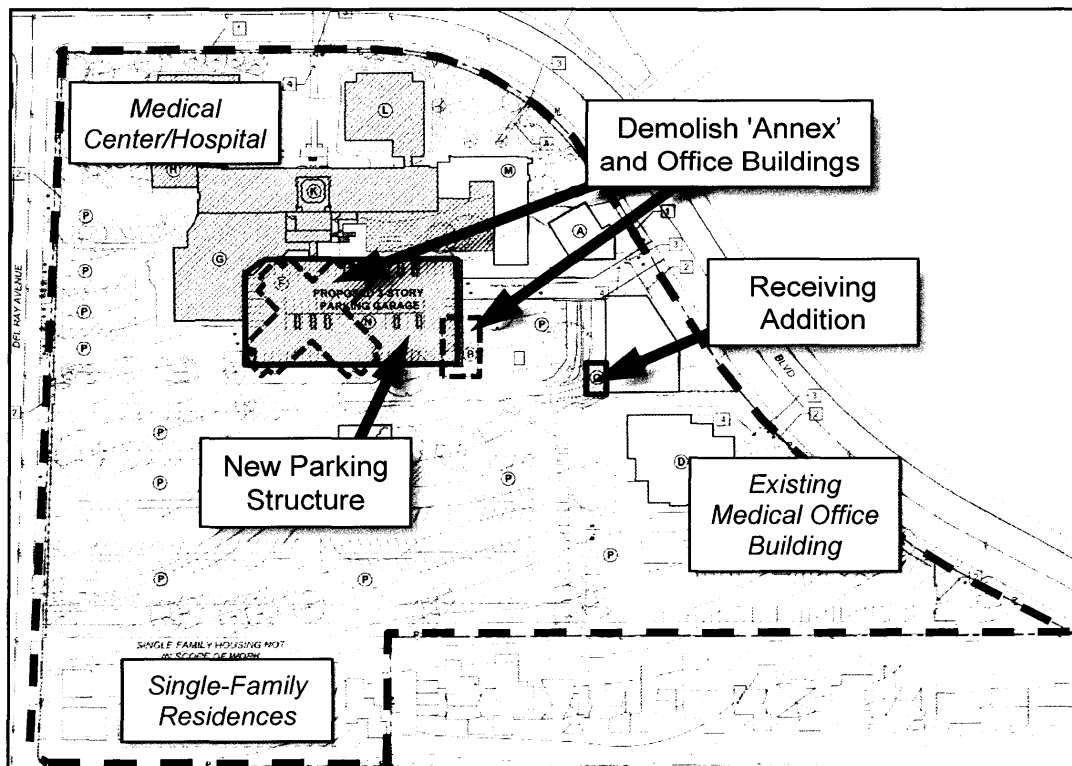
This report provides a project description, identifies the entitlement and environmental review processes, and some topic areas that staff will focus on during case processing.

PROJECT SUMMARY:

The site is comprised of three parcels whose total size is approximately 13 acres. Currently, the site is occupied by the former St. Luke Medical Center and related facilities, a medical office building, six single-family residences, and surface parking. The project includes:

- Re-occupy the former hospital with medical offices;
- Demolish the two-story “Annex Building”, located south of the hospital building;
- Demolish a one-story office building, located south of the hospital building;
- Construct a three-story, 280-space, parking structure in the location of the “Annex Building”; and
- Construct a 750 square foot receiving facility to the rear of the power plant to the southeast of the hospital building.

The proposed site plan is shown below.



Discretionary Entitlements:

Based on the information submitted to-date, the proposed project would require two discretionary entitlements:

- Conditional Use Permit to establish a Medical Office use on a property zoned PS (Public, Semi-public).
- Design Review for a project (i.e. parking structure) that exceeds 25,000 square feet in size.

The Conditional Use 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:

On October 16, 2013, a meeting was held to discuss the PPR comments with the applicant team and staff from City departments/divisions, including Community Planning, Zoning Administration, Design & Historic Preservation, Fire, Public Works, and Transportation. 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. Below is a summary of some of the PPR comments.

Major Issues for Study:

Several of the major issues that will require further study if a formal application is submitted include:

- Demolition of a potentially historic structure ("Annex Building") and the appropriate location of a new parking structure;
- Establishment of 187,000 square feet of medical office on a site that is predominately unoccupied;
- Traffic generated by the medical office use; and
- Compatibility of the project with the residential uses to west and south of site as well as adequate methods of providing a buffer.

Zoning Code:

The majority of the site is zoned PS (Public, Semi-Public), while the portion of the site developed with residences on the south side of the site along Woodlyn Road is zoned RS-6 (Single-Family Residential). The PS zoning district is governed by Section 17.26 of the Zoning Code and permits large institutional uses such as churches and schools that may not be appropriate in other zoning districts. The uses permitted in the PS zoning district require the approval of a Conditional Use Permit to allow for a higher

level of review and analysis of a specific proposal. In addition, most development standards such as height and setbacks for projects in the PS district are specified by a Conditional Use Permit or Master Plan on a project-specific basis, as compared to establishing uniform regulations for all projects within the PS zoning district. Regardless, staff did provide guidance to the applicant in the PPR comments as noted below.

Height: The proposed parking structure would be 30 feet in height. This would be approximately the same height as the existing hospital building, but far less than the hospital tower. Staff encouraged the applicant to be mindful of the historical prominence of the St. Luke Hospital when designing any new facilities so that it does not lose its prominence on the site.

Setbacks: The proposed location of the parking structure results in a less imposing structure as it is located approximately 220 feet from the nearest (west) property line along Del Rey Avenue. The location of the structure and its potential impacts on the surrounding neighborhood will be analyzed as part of the Conditional Use Permit application.

Parking: Per Section 17.46.040 of the Zoning Code the minimum parking requirement for medical office facilities is four parking spaces for every 1,000 square feet of floor area. The medical office area for this calculation includes any administrative office space for medical office use and all support-related services. There is also a maximum amount of parking that can be provided for non-residential use (Section 17.46.D.2); 50 percent above the minimum requirement. For example, if a development requires 10 spaces, no more than 15 may be provided.

The total gross floor area on the site, when taking into account all structures, is 187,037 square feet. Using the 4/1,000 square foot parking requirement for medical office the resulting minimum parking requirement is 748 parking spaces. As proposed, the total of the existing surface parking spaces (480) and the new parking structure (280) is 760 parking spaces, an excess of 12 parking spaces, which is within the 50 percent additional parking allowed.

Signage: Any proposed signage will be reviewed in accordance with Chapter 17.48 of the Zoning Code. Given the number of buildings and potential tenants on the property, a Master Sign Plan is recommended in order to ensure cohesive signage throughout the site. A Master Sign Plan (Section 17.48.060) is intended to integrate project signs into the architectural design of the site while ensuring high quality in the design and display of multiple permanent signs for a project or use, and to encourage creativity and excellence in the design of signs. Design & Historic Preservation staff is responsible for the review of proposed Master Sign Plans.

Design and Historic Preservation:

Existing Conditions: In 2002 the City Council designated the St. Luke Hospital Block, Convent, and Chapel as an individual historic resource; the Annex Building was not included in this designation.

The main four-story hospital block was constructed in 1933 and designed in the zigzag Moderne (Art Deco) style with Spanish Colonial Revival elements. This main building's most prominent feature is the stepped form of the central tower component, culminating in a dome. The original design incorporated a thirteen-bay loggia that ran across the entire length of the main façade facing Washington Boulevard, but is now enclosed with large glazing panels.

The steel reinforced concrete Annex Building is located directly south of the hospital block and was built in 1945. It is two-stories in height and has a flat roof which complements the design of the original hospital structure. The floor plan of this structure is in the form of an "X" to allow wings to radiate from a central nursing station. The façade is in a more simplified Moderne Style with linear incised decoration that responds to the design of the original hospital building.

The scope of work for the new construction will be evaluated to ensure compliance with the Secretary of the Interior's Standards for Rehabilitation and the Illustrated Guidelines for Rehabilitating Historic Buildings. Due to the close proximity of the new parking structure to the existing hospital structure, staff recommended that the applicant retain a historic preservation consultant, or an architect experienced in historic preservation, to collaborate with the project designers through entitlements and construction.

Design staff also recommended that some of the alterations to the hospital building that have compromised its historical integrity be reversed, such as the restoration of the loggia along Washington Boulevard that was enclosed in 1953 and the restoration of the 1933 central dome feature, replaced in 1997 due to earthquake damage.

Demolition: Per Section 17.62.090 of the Zoning Code, the demolition of a designated, or eligible, historic structure must be reviewed by the City as part of an environmental study or as an application for a Certificate of Appropriateness. At this time it is not clear if the Annex building is eligible for historic designation; this will be reviewed as part of the environmental review of the project if a formal application is submitted.

Design Review: Design Review is required, per Section 17.61.030 of the Zoning Code, as the project exceeds 25,000 square feet in size, with the Design Commission as the review authority. Preliminary Consultation will be required prior to the submittal of a Conditional Use Permit application.

Following are some of the specific design-related topic areas that were highlighted by staff:

- *Massing*: The new three-story parking structure is replacing the Annex Building which is integrated with the existing main hospital building. The new parking structure appears to be similarly consistent with the aesthetics of the historic hospital structure with punched openings and decorative vertical detailing.
- *Siting*: Consideration should be given to relocating the new parking structure to other existing surface parking lot locations or other voids on the site, in order to reduce any potential impacts the proposed structure could have on the historic hospital building, while being cognizant of potential impacts the structure could have on adjacent residences.
- *Landscaping*: Landscaping and the proposed perimeter fencing will be closely reviewed during the Final Design Review Phase for this project, but close consideration should be given during the early phases of the design process as to the nature of the plantings and the integration of site features and circulation paths that help to unify the campus and create an engaging pedestrian experience.
- *Signage*: Signage will be reviewed at the Final Design Phase for this project which will help create a commercial success, comply with the requirements set forth in the Zoning Code and add to the aesthetics of the campus.
- *Materials*: Materials are reviewed at the Final Design Review Phase; however, an early examination of the materiality of the proposed building is highly advisable. The Citywide Design Principles call for durable, high-quality materials and as this building appears to respond to the historic architectural aesthetics at the site, the specification for materials and finishes and the details of their application will be of critical importance in developing a high caliber structure.

General Plan:

Policies and Objectives: Several of the General Plan Land Use Policies and Objectives that would apply to the proposed project include:

- *Policy 6.3 - Adaptive Reuse*: Encourage and promote the adaptive reuse of Pasadena's historic resources.
- *Policy 10.6 - New Business*: Recruit new business to provide retail and other services, and employment and other opportunities for Pasadena residents and visitors.
- *Policy 11.3 - Priority Opportunities*: Adopt and implement land use plans appropriate for priority employment opportunities including... (d) healthcare and senior care industries...

- *Objective 5 - Character and Scale of Pasadena:* Preservation of Pasadena's character and scale, including its traditional urban design and historic character, shall be given highest priority in the consideration of future development.

Staff encouraged the developer to consider further ways of buffering the proposed medical use and the associated parking from the neighboring single-family neighborhood. This could include appropriate fencing and/or walls and ample landscaping.

- *Objective 6 - Historic Preservation:* Promote preservation of historically and architecturally significant building and revitalization of traditional neighborhoods and commercial areas.

While a portion of the proposed project adaptively reuses the historically significant main hospital building, it also calls for the demolition of the Annex Building which may be considered to be historically significant. In order to preserve the Annex Building, the developer was encouraged by staff to evaluate other potential locations for the new parking structure.

Specific Plan: The project is not located within a Specific Plan and is not subject to any non-residential square footage 'cap'.

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.

Street Trees: The applicant will be required to plant up to 12 Coast Live Oaks along Washington Boulevard and up to five Chinese Pistache trees along Del Rey Avenue. The applicant will also be required to install and maintain an irrigation system for the trees.

Sewer System: The proposed parking structure appears to be in conflict with the existing sewer system. The applicant will be responsible for relocating these sewers or abandoning them and replacing them with one or more new sewer laterals, consistent with current requirements. In addition, any existing sewer systems that are to remain in use shall be inspected for defects and any identified defects shall be fixed.

Los Angeles County: The portion of the site along Washington Boulevard, north of the hospital building, is not within Pasadena but is within the jurisdiction of the Los Angeles County of Department of Public Works (LACDPW). At such time as the project progresses into a construction phase the applicant will need to coordinate with LACDPW on any work within the LACDPW right-of-way.

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 applicant has recently retained a traffic consultant to prepare the Traffic Impact Study. The Study will be considered as part of the environmental review of the project.

As part of the PPR comments the Department of Transportation also noted that access to the parking structure from Del Rey Avenue may necessitate the installation of a traffic signal at either the Del Rey/Washington intersection or the mid-block driveway on Washington Boulevard, east of the hospital building. In addition, the Department of Transportation will require that any entry gates be set back a minimum of 40 feet from the property line in order to provide adequate space for the queuing for vehicles and that the mid-block driveway on Washington Boulevard be limited to 'right-in' 'right-out' turn movements unless alternate striping is installed on Washington Boulevard to provide for more safety for left-turning vehicles.

Environmental Review:

Pursuant to the requirements of the California Environmental Quality Act (CEQA), an environmental review of the project will occur in order to analyze the project's potential to result in significant impacts, as identified by State and local environmental guidelines. At this time it is not known what level of review will be required; that will be decided after the Conditional Use Permit application is submitted.

COMMUNITY OUTREACH AND NEXT STEPS:

The project was presented to local residents as part of a Council District 4 community meeting on November 21, 2013, held at the St. Luke Medical Center. City staff and the project developer made presentations about the project and answered a number of questions concerning the project scope, the review process, and opportunities for public input.

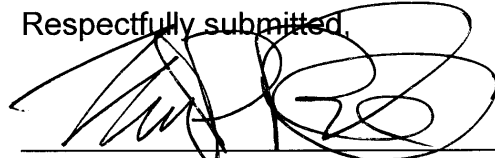
Public hearings before the Hearing Officer and Design Commission are necessary in order to carry out the proposed project. In addition, an environmental review will occur consistent with the requirements of CEQA. The following identifies the steps in the review process:

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

FISCAL IMPACT:

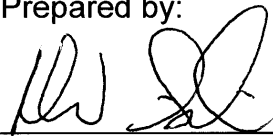
This report is for information only and will not result in any fiscal impact.

Respectfully submitted,



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Director of Planning & Community
Development Department

Prepared by:



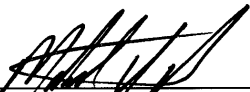
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City Manager

Attachment:

Attachment A – Predevelopment Plan Review Plans