

AGENDA ITEM

December 15, 2014

TO: Honorable Mayor and City Council
FROM: Planning & Community Development Department
SUBJECT: PREDEVELOPMENT PLAN REVIEW OF PROJECT LOCATED AT 55 FILLMORE STREET

RECOMMENDATION:

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

BACKGROUND:

The applicant, Sunil K. Hegde, has submitted a Predevelopment Plan Review (PPR) application to develop the site at 55 Fillmore Street. The project includes the demolition of a surface parking lot, and related improvements, and the construction of a four-story, 68,958 square foot rehabilitation hospital over one level of subterranean parking. The new facility would be owned and operated by Huntington Hospital and used for in-patient rehabilitation services and to treat patients with medical and surgical issues such as stroke, head injury, spinal cord injury and other related injuries.

The PPR process is established in 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.

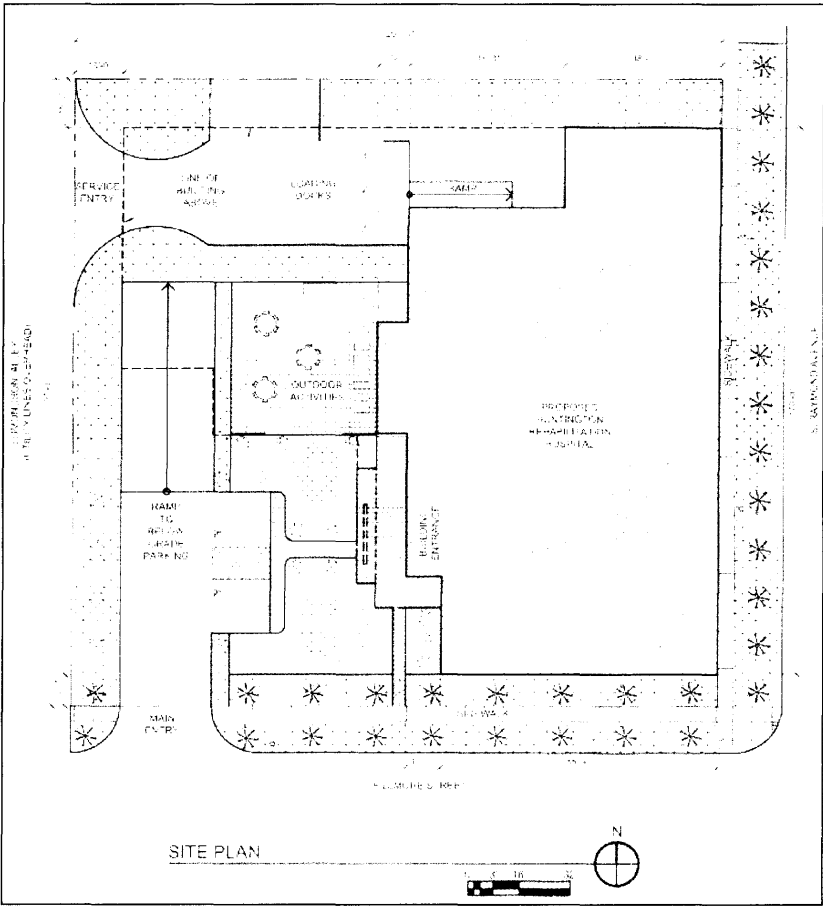
Projects that meet the threshold of "community-wide significance" (greater than 50,000 square feet in size with at least one discretionary action, 50 or more housing units, or any project that is deemed by the Director of Planning & Community Development Department to be of major importance to the City) are presented to the City Council as way to inform Councilmembers and the public of significant projects.

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 subject site is a square-shaped parcel of land, located on the northwest corner of Fillmore Street and Raymond Avenue, with street frontage of approximately 195 and 200 feet, respectively. The 38,998 square foot (.89 acre) site is currently improved with a surface parking lot. The subject site is zoned IG-SP-2 (Industry General, South Fair Oaks Specific Plan) with an HL-56 (Height Limit Overlay District-56 Feet) district.

The proposal is to demolish the surface parking lot and its related improvements and construct a 68,958 square foot, four-story, building with subterranean parking for a rehabilitation hospital with 90 beds. Access to the site would occur from Fillmore Street and Edmonson Alley via two private driveways. There would be no vehicular access to/from South Raymond Avenue. The proposed site plan is shown below:



Project Statistics

Zoning Designation:	
IG-SP-2 (Industry General, South Fair Oaks Specific Plan) with an HL-56 (Height Limit Overlay District-56 Feet)	
General Plan Designation:	
Specific Plan	
Lot Size:	
38,998 square feet (.89 acres)	
Proposed Building Size:	
68,958 square feet	
Floor Area Ratio:	
Maximum Permitted	Proposed
Not Applicable	1.77 or 68,958 square feet
Parking Requirement:	
Required	Proposed
243 parking spaces 3 spaces per bed the facility is licensed to accommodate, plus a mandatory 10 percent reduction per the Transit-Oriented Development standards.	85 parking spaces (subject to approval of a Minor Conditional Use Permit)
Building Height :	
Maximum Permitted	Proposed
56'	64'
Setbacks:	
Required	Proposed
Front, along Fillmore: 10' fixed.	10'
Street Side along Raymond Ave: Not Applicable	0'
Interior Side: Not Applicable	15'
Rear: Not Applicable	15'
Gardens:	
Required	Proposed
Open Space: 300 square feet	300 square feet (Further analysis and information needed to determine compliance)

The submitted plans demonstrate that the facility will be providing varying types of care to patients. The first floor will provide physical therapy and dining services. The second floor will provide care in the form of skilled nursing with 40 beds. The third floor of the facility will provide rehabilitation services with 40 beds and the fourth floor will provide assisted living with 10 beds.

Based on the information presented in the PPR application, submitted plans, and having discussed the operations of the proposed use with the applicant, staff has classified the proposed use as a Medical Services – Hospital Land Use. The proposed facility would

provide in-patient rehabilitation services and treat patients with medical and surgical issues such as stroke, head injury, spinal cord injury and other related injuries. The length of care for in-patients would be approximately two to three weeks. The facility would also provide emergency medical services. A Medical Services – Hospital land use is defined by the Zoning Code as follows:

Medical Services - Hospital (land use). A facility providing medical, surgical, psychiatric, or emergency medical services to sick or injured persons, primarily on an inpatient basis. This use includes incidental facilities for outpatient treatment, as well as training, research, and administrative services for patients and employees.

Medical Services – Hospital is not a permitted land use in the IG-SP-2 zoning district. In order to proceed with the project as proposed, amendments to the text of the South Fair Oaks Specific Plan and the text of the Zoning Code are required to permit or conditionally permit Medical Services – Hospitals (land use). A Zoning Map amendment would not facilitate the proposed project since there is no zoning district in the South Fair Oaks Specific Plan that currently allows the requested land use.

Section 17.68.080 of the Zoning Code designates the City Council and the Planning Commission as initiators for amendments to the text of the South Fair Oaks Specific Plan. Section 17.74.030 of the Zoning Code designates the City Council, Planning Commission or the City Manager as initiator for amendments to the text of the Zoning Code.

If the City Council, Planning Commission or the City Manager were to initiate an amendment to the text of the South Fair Oaks Specific Plan; as well as the text of the Zoning Code, the amendment process would involve the steps shown below. The City could process the entitlements for the proposed project concurrently with the amendments.

1. Prepare draft Initial Environmental Study (and related technical studies, Traffic, Air, etc.);
2. Hold a community meeting in vicinity of project;
3. Prepare final Initial Environmental Study and Negative/Mitigated Negative Declaration (or Environmental Impact Report if it is determined that potentially significant impacts would result);
4. Planning Commission Public Hearing;
5. City Council Public Hearing; and
6. Council reading of Ordinance to amend the text of the South Fair Oaks Specific Plan and the Zoning Code.

Pursuant to Section 17.68.070.A, the following finding would need to be made by City Council to amend the text of the South Fair Oaks Specific Plan:

1. The proposed amendment is in conformance with the goals, policies, and objectives of the General Plan and other adopted goals and policies of the City.

Additionally, pursuant to Section 17.74.070 (Findings and Decisions), the following findings would need to be made by City Council to amend the text of the Zoning Code:

1. The proposed amendment is in conformance with the goals, policies, and objectives of the General Plan; and
2. The proposed amendment would not be detrimental to the public interest, health, safety, convenience, or general welfare of the City.

DISCRETIONARY ENTITLEMENTS

A Planning discretionary review process cannot be fully outlined until Medical Services – Hospital is a permitted land use in the subject specific plan and the outcome of a Zoning Code Text Amendment is determined. However, at a minimum, based on the information submitted to date, and if the use was allowed, the proposed project would require five discretionary entitlements. Numbers 1-4 below would be reviewed concurrently and typically presented to a Hearing Officer, along with the appropriate environmental review documentation. Number 5 would be presented to the Design Commission.

1. Minor Conditional Use Permit for a commercial or industrial development project located within one-quarter mile of a light-rail station platform with over 15,000 square feet of gross floor area;
2. Minor Variance to exceed the maximum building height requirement of 56 feet by 8 feet;
3. Minor Conditional Use Permit to reduce the number of parking spaces below the standards set by the Transit-Oriented Development section of the Zoning Code;
4. Private Tree Removal to remove one protected tree; and
5. Design Review for a project that exceeds 25,000 square feet in size would be considered by the Design Commission

Typically, a project of this size, in excess of 25,000 square feet, would require a Conditional Use Permit for a Major Project; if the use was allowed. However, per Section 17.35.050 (SP-2 Development Incentives) of the South Fair Oaks Specific Plan section of the Zoning Code, projects between 25,000 square feet and 75,000 square feet in size are specifically exempted from this Conditional Use Permit requirement.

PREDEVELOPMENT PLAN REVIEW SUMMARY

On July 29, 2014 comments were provided to the applicant in response to the PPR project that was submitted. On September 4, 2014, a meeting was held to discuss the PPR comments with the applicant team and staff. The applicant team asked a number of specific questions to clarify some of the PPR comments, as well as the processes for entitlements. Based on the PPR comments, the applicant team indicated that portions of the project would be redesigned to comply with all applicable zoning regulations. Below is a summary of the notable PPR comments:

Major Issues for Study

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

- The project's consistency with the goals and visions of the South Fair Oaks Specific Plan as it relates to allowed uses and relationship to transportation infrastructure (Del Mar and Fillmore Gold Line Stations);
- Need for increased orientation/emphasis towards Fillmore Street to better engage the public realm; and
- Potential traffic impacts generated by the hospital use.

Zoning Code

The entire site is zoned IG-SP-2 (Industry, General, South Fair Oaks Specific Plan) with an HL-56 (Height Limit Overlay District-56 Feet) overlay. The allowable uses and development standards are those of the IG district (17.24), except as noted in the South Fair Oaks Specific Plan section of the Zoning Code (17.35). The site is also located within one-quarter mile a light-rail station platform (Fillmore Station) and is also subject to the regulations of the Transit-Oriented Development section of the Zoning Code (17.50.340). Described below are several of the major development standards applicable to the project, as well as how the project does or does not comply.

Size (Floor Area): There is not a maximum FAR (Floor Area Ratio) for this site. Although the IG district has a maximum FAR of 0.90, the 'SP-2 General Development Standards' section (17.35.040) of the South Fair Oaks Specific Plan section of the Zoning Code specifically states that this maximum does not apply.

Setbacks: Pursuant to Section 17.35.040.B.1, there are no front or corner yard setbacks required, except for parcels fronting on Fillmore Street (which this property does). The minimum front yard for parcels fronting on Fillmore Street shall be 10 feet, and this yard shall be paved for sidewalk purposes, and no permanent landscaping shall be permitted.

The plans submitted provide a 10 foot setback; however, this setback is improved with landscaping rather than the required paving. Furthermore, the paving material and pattern within the front yard shall be consistent with the material and pattern required by the City for the Fillmore Street sidewalk.

Within the South Fair Oaks Specific Plan, there is not a minimum required setback or encroachment plane requirement for any interior side or rear yard that does not abut a residential zoning district. The abutting rear and side zoning district is IG-SP-2.

Height: Per Section 17.35.040 (South Fair Oaks Specific Plan) of the Zoning Code the height limit is that of the IG district: 45 feet, unless a different maximum height is shown on the Zoning Map. As previously indicated, the subject site is in the HL-56 (Height Limit Overlay District-56 Feet) overlay district and, therefore, the maximum building height is 56 feet. As proposed, the building would be approximately 64 feet in height, and is not in compliance with the maximum allowable building height.

Parking: Sections 17.46.040 (Parking and Loading) and 17.50.340 (Transit-Oriented Development) of the Zoning Code govern parking for this project. The number of required parking spaces is based on the number of beds of the facility and the Zoning Code land use category. The proposed 68,958 square foot rehabilitation hospital (Medical Services – Hospital) provides 90 beds and requires parking at a ratio of three spaces per bed the facility is licensed to accommodate, or 270 parking spaces. The mandatory 10 percent reduction in the number of parking spaces, per the Transit-Oriented Development standards, reduces the number of required parking spaces to 243 spaces.

The parking reduction of the Transit-Oriented Development section of the Zoning Code may be further reduced, per Section 17.50.340.D.1, through a parking demand study and approval of a Minor Conditional Use Permit. The submitted plans show a total of 85 parking spaces, which shows the applicant's intent to utilize this additional parking reduction, therefore a Minor Conditional Use Permit will be required.

Parking and Loading: Pursuant to Section 17.35.040.B.4, on-site parking and loading shall be located between the main building and the rear property line. The purpose of having on-site parking and loading located between the main building and the rear property line is to screen as much of the parking activities as possible, specifically along Fillmore Street. For multi-frontage lots, including corner lots that abut Raymond Avenue (which this site does), the rear property line shall be that property line perpendicular to Raymond Avenue. The submitted plans show four on-site parking spaces located along the west side of the proposed building, not located between the main building and the rear property line, and therefore does not comply with this requirement.

Open Space Requirement: Pursuant to Section 17.35.040.B.3, there shall be an open space area of 300 square feet, which may be located anywhere on the site and may be arranged in a courtyard, small garden space, or other outdoor design. This open space

area shall have a minimum dimension of at least 15 feet. It may be covered with a roof structure, but no portion of the required open space area may be enclosed.

From the preliminary plans submitted to the City, it appears that the project is in compliance with the open space requirement by proposing a landscaped area near the entry to the facility. However, further analysis will need to be provided as the project proceeds, demonstrating that the project complies with the open space requirement.

Design Review

Design Review is required as the project proposes over 25,000 square feet of floor area. Due to the size of the proposed project being more than 25,000 square feet in floor area the Design Commission is the review authority.

General Plan and Specific Plan

General Plan Consistency: The land use diagram adopted along with the 1994 General Plan designates the property as Specific Plan. In this case, it falls within the area defined in the Land Use Diagram as the South Fair Oaks Specific Plan. The goals of the Specific Plan are to:

- Create an attractive physical environment for businesses that commercialize emerging technologies;
- Integrate land use and transportation programs with the light-rail station site and Fillmore Street;
- Support the retention and enhancement of local businesses; and
- Mitigate related traffic impacts in the Specific Plan area and in adjacent residential neighborhoods.

The General Plan provides the following policies that are relevant; however, please note that a General Plan Update is currently underway and the proposed project may require future review for conformance with updated goals and policies.

The draft Land Use Element Update creates a new vision for the South Fair Oaks and Raymond Corridors. These areas have been identified as transitional areas where focused growth in the form of high-density mixed use developments and medical related uses are encouraged. The presence of two large-scale institutions (Huntington Hospital and the Art Center for Design) coupled with transportation infrastructure (Del Mar and Fillmore Gold Line Stations) provides an excellent foundation to foster development that supports institutional uses, and introduces housing that could be utilized by seniors, students, or employees of the major institutions.

Existing Objectives and Policies that the proposed project supports:

Policy 1.1 – Targeted Development Areas: Geographical areas have been identified where the bulk of future economic development is to occur.

The existing scale of development, access to transit stations and the 110 freeway make the South Fair Oaks and Raymond Avenue corridors appropriate for significant development.

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.

The proposed project site is less than one block away from the Fillmore Gold Line Transit Station.

Policy 10.10 – Regional Center: Encourage targeted development of cultural, scientific, corporate, entertainment and educational businesses and uses to promote Pasadena as a center of such activities in the region.

The proposed project is in the vicinity of the renowned Huntington Hospital and is a medical service facility under the ownership of Huntington Hospital. The proposed project's operation will promote Pasadena as a regional center.

OBJECTIVE 13 – ADEQUATE SERVICES: Provide adequate support for businesses and institutions that serve the needs of Pasadena's diverse residents and families, including schools, hospitals, parks, child and adult day care centers, libraries, shelters, public auditoriums, clinics, social clubs and recreation centers.

The proposed project includes a mixture of skilled nursing facility rooms, rehabilitation rooms, and assisted living units, providing a wide range of support for the needs of Pasadena's diverse residents and families.

Policy 27.4 – Consultation: Encourage project applicants to contact the surrounding neighborhood prior to submitting a formal application for the project. Applicants will be encouraged to seek comments from residents and work with them to resolve conflicts on design, traffic, noise, use of the site and other impacts specifically related to the project.

Staff has identified the following existing objectives and policies for further consideration:

Policy 4.1 – Zoning: Establish zoning designations and standards which are consistent with the citywide intensity standards established in this Element.

The proposed facility is not a permitted or conditionally permitted use, and therefore does not comply with this policy.

General Plan Caps: The 1994 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 South Fair Oaks Specific Plan.

	Original Allocation in Existing General Plan	Balance of Allocation in Existing General Plan*
Residential (dwelling units)	300	166
Non-Residential (square feet)	1,550,000	836,537

* As of December 31, 2013

The proposed 68,958 square feet of non-residential development are within the remaining 836,537 square feet of development intensity.

Specific Plan: The property is located within the South Fair Oaks Specific Plan area, within the General Industrial Subarea (IG subarea). All permitted or conditionally permitted land uses allowed in the IG zoning are allowed in compliance with the land use permit requirements of the applicable base zoning district with the exception of a few uses that are allowed only on properties located west of Fair Oaks Avenue and south of Hurlbut Street. In this instance, the proposed facility is not allowed within the Specific Plan, therefore, the proposed project would require either:

- a Specific Plan amendment to allow Medical Services - Hospital in this portion of the overlay district; since the same language is in the Zoning Code, this option would also require a Zoning Code Amendment; or
- a Zoning Code Amendment to permit or conditionally permit Medical Services - Hospital on all IG designated parcels; the applicant would have to apply for the land use permit (CUP) requirements established by the Zoning Code Amendment.

According to Zoning Code Section 17.74.030, a Zoning Code Amendment may be initiated by Council action; Commission action; or Council action to adopt an urgency measure as an interim ordinance in compliance with State law (Government Code Section 65858); or the City Manager. The applicant does not have the authority to initiate an amendment.

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 one *Cinnamomum camphora*, Camphor tree on the Fillmore Street frontage.

Wheelchair Ramps: The applicant will be required to install a wheelchair ramp that complies with the regulations of the American with Disabilities Act (ADA) at the northwest corner of Fillmore Street and Raymond Avenue.

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.

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.

NEXT STEPS

In order for this project to move forward, several entitlements and actions will require review involving public hearings before the Design Commission, Planning Commission and the City Council. In addition, an environmental review will occur consistent with the requirements of the CEQA.

Section 17.060.030 (Concurrent processing) of the Zoning Code states that when a single project incorporates different land uses or features so that the Zoning Code requires multiple land use permit applications, the Director may determine that all of the applications shall be filed concurrently, and reviewed, and approved or disapproved, by the highest level review authority to any of the required applications. (For example, a project that requires a Zoning Text amendment and a Conditional Use Permit may be reviewed, and approved or disapproved by the Council after a recommendation from the Planning Commission.

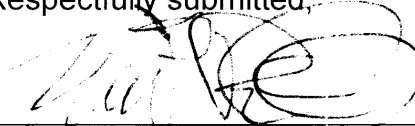
Therefore, the following identifies the tentative steps in the review process:

- Amendments to the text of the South Fair Oaks Specific Plan, initiated by the City Council or the Planning Commission;
- Amendments to the text of the Zoning Code, initiated by the City Council, the Planning Commission or the City Manager;
- Preliminary Consultation before the Design Commission;
- Environmental Review;
- Planning Commission Public Hearing for review and recommendation to the City Council of the Amendments to the text of the South Fair Oaks Specific Plan and the text of the Zoning Code, environmental documents, and the appropriate entitlements (i.e. Conditional Use Permit, Minor Conditional, Variance, Private Tree Removal, etc.);
- City Council Public Hearing for review and decision of the Amendments to the South Fair Oaks Specific Plan and Zoning Code text, environmental documents, and the appropriate entitlements (i.e. Conditional Use Permit, Minor Conditional, Variance, Private Tree Removal, etc.); and
- Design Commission to consider Concept and Final review.

FISCAL IMPACT:

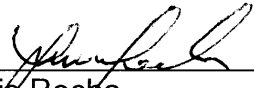
The project has the potential to generate revenue through the collection of Impact fees as well as Transportation Improvement fees. The exact amount of these fees will be determined during the plan check process.

Respectfully submitted,



VINCENT P. BERTONI, AICP
Director of Planning & Community
Development Department

Prepared by:



Luis Rocha
Planner

Concurred by:



Kelvin Parker
Principal Planner

Approved by:



MICHAEL J. BECK
City Manager

Attachment: (1)

Predevelopment Plan Review Plans