

Agenda Report

July 20, 2015

TO: Honorable Mayor and City Council
FROM: Planning & Community Development Department
**SUBJECT: HILLSIDES RESIDENTIAL CARE AND EDUCATIONAL CENTER
MASTER PLAN – 940 AVENUE 64**

RECOMMENDATION:

It is recommended that the City Council:

1. Find that the proposed Master Plan is exempt from the California Environmental Quality Act ("CEQA") pursuant to State CEQA Guidelines Section 15301: Existing Facilities, and that Sections 15311: Accessory Structures, 15314: Minor Addition to Schools, and 15331: Historical Resource Restoration/Rehabilitation also apply.
2. Adopt by Resolution the specific Findings (Attachment A) for the approval of the Master Plan (Exhibit 1 & 2 of Resolution) acknowledging that the Master Plan, as conditioned, is consistent with General Plan and Zoning Ordinance;
3. Approve the proposed removal of eight protected trees and nine mature trees, acknowledging that the replacement tree canopy is sustainable over the long term by adhering to the adopted replacement matrix; and
4. Direct the Department of Transportation staff to further review the street segments at Church Street and Avenue 64 and explore additional traffic management measures as part of the Neighborhood Traffic Management Program ("NTMP"), separate from the proposed Master Plan.

PLANNING COMMISSION RECOMMENDATION:

On May 13, 2015, the Planning Commission voted unanimously to recommend approval of the Master Plan to the City Council. The Commission discussed monitoring of parking conditions, tree removal, existing traffic condition, and addressing neighborhood concerns such as overall intensity, parking and construction-related impacts. In addition to recommending approval of the Master Plan, the Planning Commission requested that the City Council direct the Department of Transportation staff to further review the street segment at Church Street and Avenue 64 and explore additional traffic management measures as part of the Neighborhood Traffic Management Program ("NTMP"), separate from the proposed Master Plan.

DESIGN COMMISSION RECOMMENDATION:

On December 9, 2014 the Design Commission reviewed the proposed Master Plan. The Design Commission recognized that the services provided by the institution are very valuable to the community, and expressed general support of the project as the proposed plan will ultimately improve functionality of the facility and reduce parking impacts within the surrounding neighborhood. The Design Commission also commented: 1) the design of the new multi-purpose building needs further refinement; 2) periodic dialogue with neighbors during construction is encouraged, 3) construction impacts need to be addressed; and 4) impacts to historic resources should be analyzed.

EXECUTIVE SUMMARY:

Hillside Residential Care and Educational Center is a private, not-for-profit residential care and educational facility for children that provides education and support programs for children that come from challenged home settings. The proposed project is a ten-year, four-phase Master Plan for the institution. The purpose of the Master Plan is to increase the quality of care provided while maintaining existing enrollment and services. The Master Plan addresses various operational and programmatic needs of the institution. When all phases are complete, the gross floor area of the campus will be 74,293 square feet, which is 8,102 square feet greater than the current facility. A major component of the Master Plan is the demolition of the existing recreation facility (Keck Center) and the construction of a new multi-purpose building with a subterranean parking structure. No increase in number of students, residents, or employees is proposed.

BACKGROUND:

Hillside Residential Care and Educational Center is located in the southwest area of the City, on the east side of Avenue 64 between Church Street and the southern city limit adjacent to the City of Los Angeles. The surrounding neighborhood is a mix of one- and two-story single-family residences with a religious property (Church of the Angels) to the north.

The institution was founded at the present site in 1916 as a home-like refuge for neglected and abandoned children. Originally, all of its services and administrative functions were housed at the project site. However, in recognition of the growing need of the institution and the physical constraints of the project site, a number of satellite offices were established throughout the region (Los Angeles, South Pasadena, Pomona, and Baldwin Park). Many functions of the institution have been relocated to these satellite offices, including administrative functions such as human resources, finance, development and outreach, and business operations.

Currently, the following services are offered: 1) Residential treatment services for children and youth with emotional, psychological and behavioral challenges requiring specialized care and treatment; 2) Education services consisting of a therapeutic residential and day school for students with social-emotional, learning and/or behavior challenges for children in kindergarten through 12th grade; and 3) Counseling services to children under care and other at-risk families. In addition, administrative services

needed to support the above three services (i.e. food services and facility maintenance) are housed at the project site.

Since its inception, the institution has obtained several use permits from the City to complete various improvements to its campus until 1993, when the first Master Plan was approved. The 1993 Master Plan included an addition of 16,800 square feet of new building area, including the construction of two residential cottages, a maintenance/storage facility, a student resource center, and an addition to the school classroom buildings, all of which have been constructed.

PROJECT DESCRIPTION:

Existing Conditions

The project site is located at the southeast corner of Avenue 64 and Church Street. The property is an irregularly-shaped lot that is 16.49 acres in size. Primary access to the site is via Avenue 64, through property leased from the neighboring Church of the Angels at 1050 Avenue 64. Secondary access is via Church Street, with a separate maintenance facility access at the northern end of the property. The project site is currently developed with a total of 12 buildings ranging in age from 1916 to 1998, with gross square feet of 66,191 square feet, surface parking areas consisting of 120 parking spaces (105 permanent and 15 temporary) and an outdoor recreational area including a swimming pool. The existing buildings are comprised for five residential cottages (Redwood, Family, Tradewinds, Canyon, and Arroyo Cottages), three educational facilities (Education, Resource, and Keck Centers), and four support buildings (Administration, South Annex, North Annex, and Maintenance Buildings).

Proposed Master Plan

The proposed Master Plan is a ten-year, four-phase Master Plan for Hillsides Residential Care and Educational Center. The purpose of the Master Plan is to increase the quality of care provided by improving the existing facilities while maintaining the existing enrollment and services. The Master Plan addresses various operational and programmatic needs for the institution, which include: 1) improvements to the food services and recreation facility to enhance the quality of care offered to students and residents; 2) increased separation of vehicular and pedestrian activity on campus to promote safety; and 3) additional parking to lessen the impact to the neighborhood. When all phases are complete, the gross floor area of the campus will be 74,293 square feet, which is 8,102 square feet greater than the current facility. A major component of the Master Plan is the demolition of the existing recreation facility (Keck Center) and the construction of a new multi-purpose building with a subterranean parking structure.

Operational Components

No changes to the existing residential treatment or educational programs are proposed. The maximum number of resident population will remain at 50, and the maximum number of students enrolled in the educational program will remain at 90. There may be an overlap of resident and student population as some of the residents may also

attend the educational program. In addition, no changes to the overall number of employees are proposed. However, the maximum number of employees that are permitted to be present on-site at any given time will be limited to 100 employees, which is significantly less than the current level of 138 employees. The institution will continue to provide counseling services to the children and youth under its care in residential treatment program and students in the education program. However, counseling services provided to other clients (i.e. at-risk families) will be removed from the project site and relocated to an off-site location.

Phasing

The major components of the Master Plan are divided into four phases:

Phase	Estimated Start Date	Estimated Length of Construction	Proposed Improvements
1	1 year after effective date of the Master Plan	3 to 5 months	<ul style="list-style-type: none"> • Construction of a new pool • Improvements to the outdoor recreational space • New welcome kiosk
2	2 years after effective date of the Master Plan	12 to 15 months	<ul style="list-style-type: none"> • Demolition of the existing pool and recreation facility (Keck Center, 5,978 square feet); • Construction of a new multipurpose building (approximately 10,413 square feet) with a subterranean parking facility (52 spaces) • Restoration of the main playing field • Relocation of the access road between the lower and upper campuses
3	3 to 5 years after effective date of the Master Plan	2 to 3 months	<ul style="list-style-type: none"> • Access, circulation, and parking improvements in front of the Administration Building and the area south of the school building
4	4 to 10 years after effective date of the Master Plan	8 to 12 months	<ul style="list-style-type: none"> • Renovation and minor additions to the North Annex, South Annex and Administration buildings.

In addition, removal of eight protected trees and nine mature trees are proposed during Phases 1, 2 and 3. All other protected trees must be preserved unless a subsequent Tree Removal Permit is approved.

The Master Plan Narrative and the Project Plans are Exhibits 1 and 2 of the City Council Resolution, respectively.

NEIGHBORHOOD MEETINGS:

A neighborhood meeting was held on November 11, 2014 to receive comments on the proposed Master Plan. Attendees expressed interest in the operation of the institution, how the Master Plan projects advance the mission of the institution, and how neighborhood concerns regarding existing and future operational impacts would be addressed. Also of interest to neighbors were concerns about construction-related impacts.

In addition, Hillsides Residential Care and Educational Center hosted four informal neighborhood advisory group meetings since September 2014, where residents were invited to share any concerns and issues related to the institution, including the proposed Master Plan.

ANALYSIS:

Key Issues

Similar to many of the City's not-for-profit educational institutions, Hillsides Residential Care and Educational Center is located amidst an established single-family neighborhood. Although it has existed at the current location for over a hundred years, consideration of the proposed Master Plan affords an opportunity to review the existing conditions as well as any potential impacts of the proposed changes. As mentioned before, the proposed Master Plan has been reviewed by the Design Commission, and there has been a City-hosted neighborhood meeting and other informal neighborhood meetings hosted by Hillsides Residential Care and Educational Center. Through these meetings, concerns related to overall intensity, parking (both operational and construction-related), construction, and cultural resources were identified.

- **Overall Intensity:** The Community expressed concerns related to the intensification of the campus activities and corresponding impacts to the surrounding neighborhood. To address this concern, many administrative functions of the institution have been relocated to its satellite offices already, and 40 additional staff will be relocated to its satellite offices before any Master Plan related construction begins. In addition, various conditions related to number of students, employees, and special events are proposed to ensure that the existing services and programs are not intensified.
- **Parking:** Constant overflow of vehicles onto neighboring streets has been a major concern for neighboring residents. In order to properly identify the accurate parking need for the campus, a parking utilization study was prepared. The Master Plan proposes a sufficient number of parking spaces to accommodate the parking need identified in the study. Additionally, the institution is conditioned to provide off-site parking and transportation services during construction to reduce impacts during construction. Other parking related conditions include minimum number of parking spaces and limitations on construction and employee parking on public streets.
- **Construction-Related Impacts:** Concerns were raised about construction-related activities as these activities can impact surrounding neighborhoods in many ways. In response to this concern, a Preliminary Construction Management Plan was submitted that outlines preliminary construction schedule, staging, haul routes, and other construction related activities. Based on the submitted information, several conditions of approval related to construction activities have been included to ensure the impacts related to construction activities are minimized as much as possible,

such as incorporation of best management practices and a requirement of neighborhood notification before and during construction.

- **Cultural Resources:** To address concerns related to cultural resources, a Historical Evaluation Report (Attachment C) was prepared for the proposed improvements to the Administration, South and North Annex Buildings. This report determined that with a recommended change to the proposed porch restoration for South and North Annex buildings, which is already incorporated into the Master Plan documents, the proposed improvements conform to the Secretary of the Interior's Standards for Rehabilitation. The Supplemental Memorandum to the Historical Evaluation Report confirming this determination is Attachment D.

General Plan Consistency

The project site has a General Plan designation of Institutional. This category is used to designate public land uses, including schools, colleges, libraries, fire stations, police stations, convention centers, museums, governmental offices, utility stations, and hospitals. This category is also used to designate land used by some quasi-public entities, including public utilities and institutions such as churches, private schools and private hospitals. Therefore, the continued use of the project site as a residential care facility that provides education and support programming for youth is consistent with the General Plan, as further discussed in detail in attached Findings (Attachment A).

Zoning Code Consistency

The zoning designation for the project site is Public/Semi-Public (PS) which correlates directly to the Institutional land use designation. The PS district is intended to provide a specific base zoning district for large public or semi-public land uses that may not be appropriate in other base zoning districts. The PS zone is applied to sites with a contiguous area of two acres or more, including alleys, streets, or other rights-of-way. The project site is one large parcel and is 16.49 acres. All existing and proposed uses within the project site are conditionally permitted in the PS zone. The proposed Master Plan would allow Hillsides Residential Care and Educational Center to continue to operate a school, provide residential care, and counseling services to serve children from difficult home situations. Therefore, the proposed use is consistent with the intent of the PS zoning district.

Development Standards

The Master Plan process allows for flexibility in establishing development standards in the PS zoning district. The proposed development standards are included in Exhibit 1 of the Resolution (refer to Page 6 of Exhibit 1 of the Resolution).

Parking

Hillsides Residential Care and Educational Center is not a typical school or a residential care facility use, as it is a unique institution that provides housing for foster youth, daily schooling for both resident and non-resident students, and therapy services for the

students. Therefore, application of the City's zoning code requirements related to on-site parking for a residential care facility, a grammar school, or a high school will not present an accurate representation of the minimum parking needs of the institution.

In order to identify the minimum parking needs that is specific to the institution, a Parking Assessment Study was completed. This study found that with a permanent relocation of 40 administrative staff to an off-site location, a minimum of 131 parking spaces must be provided on-site to meet the parking demand for the institution. The Master Plan proposes a total of 137 on-site parking spaces, which exceeds the required minimum number of spaces. In addition, 40 administrative staff is required to be relocated to an off-site location prior to issuance of any building permits related to improvements associated with the Master Plan.

Traffic and Circulation

Based on a review by the Department of Transportation (DOT), which was based on the thresholds outlined in the Traffic Impact Review Guidelines, a traffic study was not required for this project because the proposed project does not include an increase in the number of employees or increase in client population.

However, in recognition of the concerns expressed by the public with regards to the existing traffic conditions at the adjacent streets, the Planning Commission has recommended that the City Council direct Department of Transportation staff to further review the street segment at Church Street and Avenue 64 and explore additional traffic management measures as part of the Neighborhood Traffic Management Program ("NTMP"), separate from the proposed Master Plan.

Tree Removal Permit

The Tree Protection Ordinance requires protection of public trees and trees on private property of a certain size. The six types of trees protected by the City's Tree Protection Ordinance include public, landmark, landmark-eligible, specimen, mature, and native trees.

The project site contains 227 private trees, 86 of which would be removed for the construction of the project or because the respective trees are diseased, dying, or hazardous. The project proposes the removal of eight protected trees and nine mature (any tree with a trunk diameter of 19 inches or more) trees to accommodate the improvements included in the Master Plan. The applicant has submitted a preliminary landscaping plan to show the general location of replacement trees and new landscaping on the Master Plan site. The preliminary landscaping plan emphasizes a tree canopy that is sustainable over the long term. A condition of approval is included, which requires the applicant to submit a final landscaping plan, demonstrating adherence to the replacement matrix adopted by the City Council.

Conditions of Approval

A complete list of the proposed Conditions of Approval is contained in Attachment B. These conditions are proposed to minimize any potential impact of the Master Plan, and

include the conditions proposed to address the key issues described in the previous section. These conditions supersede all the previous entitlements.

COUNCIL POLICY CONSIDERATION:

The proposed Master Plan furthers General Plan objectives and policies including:

- 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.
- Policy 13.4 – Education: Promote public and private schools, support quality education for all students.

ENVIRONMENTAL ANALYSIS:

This project has been determined to be categorically exempt from environmental review pursuant to the guidelines of the California Environmental Quality Act (Public Resources Code §21080(b)(1); Administrative Code, Title 14, Chapter 3, Sections 15301: Existing Facilities as explained below:

- Section 15301 – Existing Facilities: The Master Plan consists of activities relating to the operation, repair, maintenance, and minor alteration of the existing campus for the institution with negligible expansion of the existing use (i.e., minor increase in square footage, but no increase in enrollment, boarding capacity, or staff). Sections (a) and (e)(2) of this exemption addresses interior and exterior alterations and additions to existing structures provided that the addition will not result in an increase of more than 10,000 square feet if all public services and facilities are available and the project is not located in an environmentally sensitive area.

Hillside Residential Care and Educational Center is an existing facility, and the proposed Master Plan consists of changes to the existing campus facilities. In total, the additions and alterations to the campus’ buildings (i.e., the Administration Building alteration, the proposed multi-purpose building to replace the existing recreational facility, the proposed welcome kiosk, and the relocated pool complex) will only result in a net increase of approximately 8,102 square feet. The size of the 52 space subterranean parking garage below the proposed multi-purpose building is not included in the square footage calculation per the City of Pasadena’ Municipal Code Chapter 17.80. Other improvements involving the existing surface parking lot, access road, and South and North Annex Buildings will not result in any additional square footage, and all improvements will occur within already developed area of the campus that is not an environmentally sensitive area. No increase in enrollment, staffing, or boarding capacity is proposed. Finally, per the Historical Evaluation Report and the Supplemental Memorandum to the Historical Evaluation Report (Attachment C and D, respectively) prepared for the proposed improvements to the Administration, South and North Annex Buildings, the proposed alterations would

comply with the Secretary of the Interior's Standards for Rehabilitation and, therefore, the project would clearly not cause a substantial adverse change in the significance of a historical resource.

In addition, Sections 15311: Accessory Structures, 15314: Minor Additions to Schools, and 15331: Historical Resource Restoration/Rehabilitation also applies as follows:

- Section 15311 - Accessory Structures: This exemption addresses construction, or placement of minor structures accessory to existing institutional facilities, including but not limited to small parking lots and on premise signs. The proposed welcome kiosk, new outdoor recreation area with a pool, building additions/alterations, and improvements to the access road between lower and upper campuses and the existing parking area in front of the Administration Building are structures and infrastructure improvements that are accessory to the institution. In addition, the new subterranean parking garage is a part of the improvements to increase the number of on-site parking spaces to alleviate neighborhood congestion and reduce car trips in residential areas.
- Section 15314 – Minor Additions to Schools: This section exempts from environmental review minor additions to schools within existing school grounds where the addition does not increase the original student capacity by more than 25 percent or 10 class rooms, whichever is less. The Master Plan does not propose any increase in student capacity nor increase in number of classrooms. The new multi-purpose building with the subterranean parking garage and the additions and renovations to the Administration, South and North Annex Buildings will better facilitate existing operation and programs of the institution by either replacing the existing structure or reconfiguring the existing buildings. These structures do not result in increase in student capacity or number of classrooms. In addition, the improvements to the surface parking lot and access road are to improve the vehicle and pedestrian environment within the campus, which do not have any impact on existing student capacity or the number of classrooms.
- Section 15331 – Historical Resource Restoration/Rehabilitation: This exemption applies to projects limited to the maintenance, repair, stabilization, rehabilitation, restoration, preservation, conservation or reconstruction of historical resources in a manner consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstruction of Historic Buildings (1995), Weeks and Grimmer. The Historical Evaluation Report (Attachment C) prepared for the proposed improvements to the Administration, South and North Annex Buildings found that with a recommended change to the proposed porch restoration for South and North Annex buildings, these improvements conform to the Secretary of the Interior's Standards for Rehabilitation, for the following reasons:
 - There is no new use proposed that may have major impacts to the defining characteristics of the buildings;

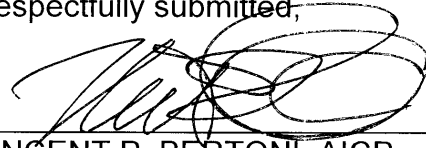
- Proposed changes have only minor impacts to the integrity of the buildings, appear to be integrated with the buildings while the location and rooflines allows them to be distinguished from the original building and accept the established configuration as the historic condition, and is compatible with massing, size, scale, and architectural features of the buildings;
- Excavation related to the proposed improvements are limited to already developed areas of the campus; and
- Proposed addition doesn't have major impact on essential form and integrity of the buildings.

The Master Plan has incorporated the recommended change and the project plans associated with both Annex Buildings now reflect the recommendation, and the Supplemental Memorandum to the Historical Evaluation (Attachment D) confirms this finding.

FISCAL IMPACT:

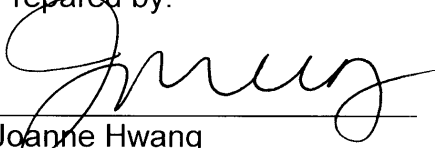
The cost of the project reviews and permits will be paid to the City by the applicant. The project will generate income to the City.

Respectfully submitted,



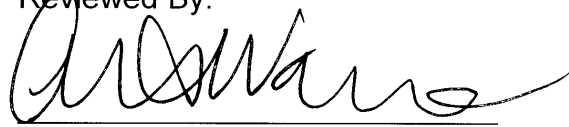
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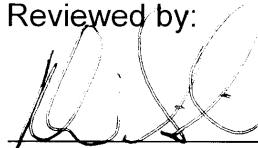
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MICHAEL J. BECK
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Attachments (4):

- Attachment A - Findings
- Attachment B - Conditions of Approval
- Attachment C - Historical Evaluation Report
- Attachment D - Supplemental Memorandum to Historical Evaluation Report