

Agenda Report

February 29, 2016

TO: Honorable Mayor and City Council

FROM: Planning & Community Development Department

SUBJECT: RECOMMENDED STRATEGY TO IMPLEMENT THE GENERAL PLAN

RECOMMENDATION:

It is recommended that the City Council endorse the recommended strategy to implement the 2015 General Plan, as revised below.

EXECUTIVE SUMMARY:

On January 25, 2016 staff presented to City Council the Planning & Community Development Department recommendation to implement the General Plan. As presented, the recommended strategy would have taken four years to complete all tasks, with a total estimated cost of \$7.3 million. City Council was generally supportive of the strategy presented, however directed staff to condense the timeline to implement the General Plan within three years and limit the budget to a maximum of \$5 million.

Based on City Council's direction, the revised strategy would be a three-year effort that focuses on the following:

- Develop new citywide Zoning Districts to ensure subsequent development and land uses are consistent with the recently adopted Land Use Diagram of the Land Use Element;
- Consolidate existing design guidelines and revise as necessary to establish Citywide Design Guidelines;
- Update each Specific Plan with tailored development regulations; and
- Conduct focused community outreach.

BACKGROUND:

On January 25, 2016 staff presented to City Council the Planning & Community Development Department recommendation to implement the General Plan. Overall, City Council was supportive of the strategy presented however there were questions regarding the implementation of the 1994 General Plan and expenditures related to the 2015 General Plan Update that required further clarification.

Implementation of the 1994 General Plan

The last time the City's General Plan went through a similar update was over 20 years ago in the early 1990s and the City spent approximately 11 years to complete the process to update the zoning ordinance and establish seven new specific plan areas. It took the City over a decade to implement the General Plan primarily because most of the work was conducted by in-house staff and the implementation was phased over time, focusing on two to three specific plan areas at a time. Keep in mind these were new specific plan areas that required extensive community outreach in order to develop the specific development regulations and design guidelines.

This time around, it is anticipated that the implementation of the 2015 General Plan would occur more quickly because the vision has already been established through the extensive community outreach process that was conducted as part of the General Plan Update. The approach this time around would also expedite the process because consultants in addition to in-house staff would conduct the work and all existing specific plans would be updated simultaneously.

Expenditures Related to the 2015 General Plan Update

Over the course of the six-year effort to update the General Plan the Planning & Community Development Department and Department of Transportation spent a total of \$6.9 million to update the Land Use and Mobility Elements. The Planning & Community Development Department spent approximately \$5.5 million (not including expenditures related to the production of the numerous workshops conducted). Approximately \$1.5 million of the \$5.5 million was spent on consultant expenditures related to the development of the Environmental Impact Report (EIR). The Department of Transportation spent approximately \$1.4 million, of which approximately \$215,000 was spent to develop the Travel Demand Model and \$120,000 to develop performance measures.

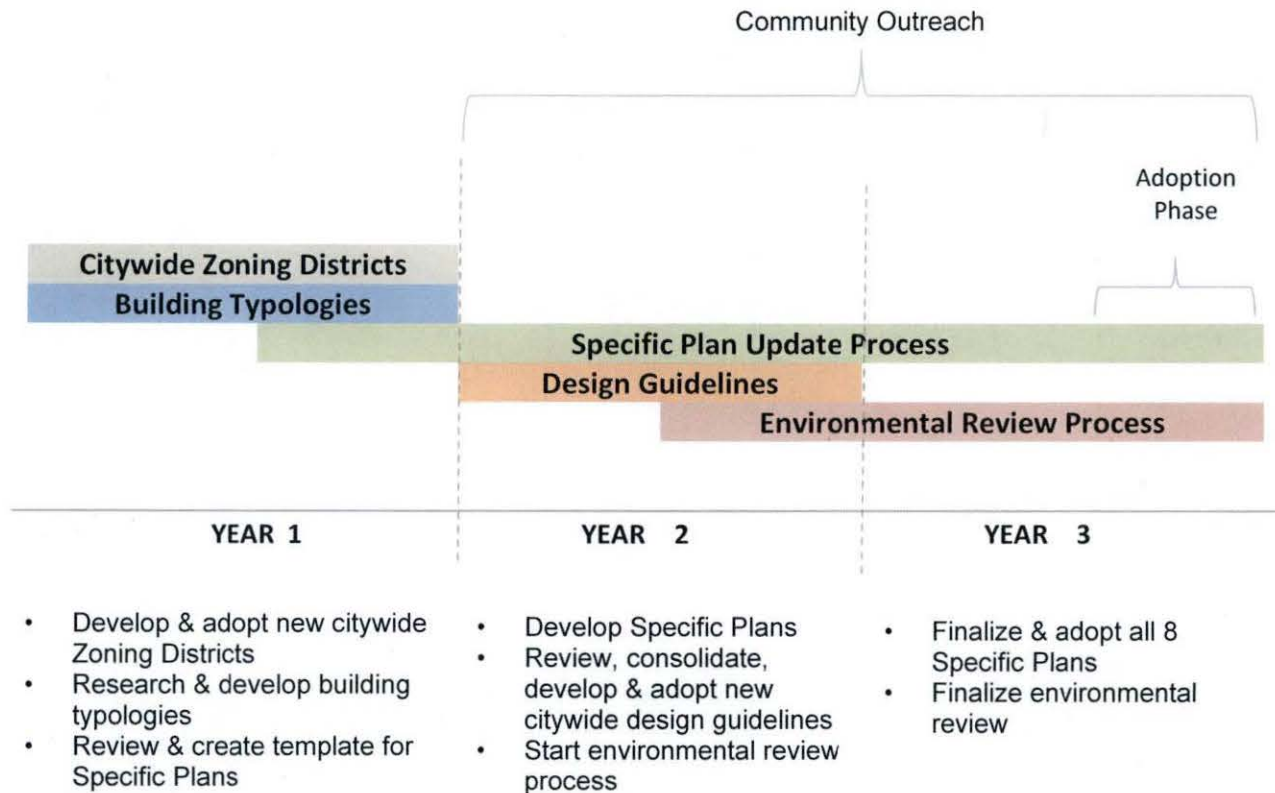
RECOMMENDED IMPLEMENTATION STRATEGY FOR THE 2015 GENERAL PLAN:

Recommended Implementation Strategy

The recommended strategy would complete the following tasks within three years: (1) create new zoning districts to correspond to each new Land Use Designation identified in the Land Use Diagram of the Land Element; (2) update each Specific Plan's policies, development standards, and zoning; and (3) consolidate existing design guidelines and

revise as necessary to establish citywide design guidelines. The figure below illustrates the recommended three year work program.

Figure 2 – Implementation of the 2015 General Plan (General Work Program Timeline)



Given the revised scope of work and timeline, it is anticipated that a supplement to the General Plan Update Environmental Impact Report (EIR) would suffice to update the specific plans. If an EIR or multiple EIRs are necessary for individual specific plan areas, additional time and or resources may be required.

Key Tasks

(1) New Citywide Zoning Districts

The City's Zoning Code would be amended to achieve consistency with the adopted land use designations identified by the Land Use Diagram of the Land Use Element. New zoning districts (i.e., allowable uses and development standards) for each of the new Land Use Designations created as part of the General Plan Update would be established. Each Land Use Designation established by the Land Use Diagram may have a series of zoning districts that would achieve the required consistency. These new zoning districts would specify the allowed uses, minimum lot size, height, setbacks, FAR, dwelling unit density, parking, etc., as appropriate. In addition, the City will explore the use of form-based zoning principles in the creation of the new zones.

(2) Citywide Design Guidelines

Existing design guidelines would be consolidated and revised as necessary to establish new Citywide Design Guidelines. These Citywide Design Guidelines would be created to implement the General Plan and establish a clear and common understanding of the City's design expectations. Design guidelines from all existing specific plans would be consolidated into one document, replacing and supplementing individual specific plan design guidelines. In certain instances, existing specific plan design guidelines would be converted into design standards where necessary. The anticipated result would be a clearly articulated design framework for new development in the City of Pasadena consistent with General Plan Update.

(3) Specific Plan Updates

The Specific Plan Update process would amend all of the existing specific plans by updating the goals, policies and regulations to implement the new vision established by the 2015 General Plan Update. In addition, new zoning districts would be established within each Specific Plan as may be needed to achieve consistency with the Land Use Element. In recognition of the varied development patterns within the City, new zoning districts and development standards would be tailored to each individual specific plan area. For example, a Medium Mixed Use Zoning District located in the South Fair Oaks Specific Plan area may have a different set of development standards than a Medium Mixed Use Zoning District in the East Pasadena Specific Plan area. Zoning regulations would therefore be differentiated across Specific Plans in order to address the unique circumstances and/or to accomplish a particular goal, such as preserving neighborhood character, encouraging pedestrian activity, or focusing greater densities and heights adjacent to transit stations.

As part of this strategy, it is anticipated that building typologies would be utilized to address building facades, form, and massing of buildings as they relate to the public realm. The new zones would draw upon these building typologies in implementing appropriate development standards.

Finally, the specific plan boundaries would be adjusted to reflect the new Land Use Element and Diagram. Important to note that under this strategy, the focus would be to implement the General Plan and not necessarily re-vision existing specific plans. Since the overall work program is to be completed within three years, this strategy assumes that all seven existing specific plans would be reviewed and updated and that the Lamanda Park Specific Plan would be created almost simultaneously.

4) Focused Community Outreach

This implementation strategy would continue to engage the community but in a more focused manner. Extensive community outreach was conducted as part of the General Plan Update, which focused on creating a vision for the future of Pasadena. The outreach strategy envisioned for this effort would build upon the work that was already done under the General Plan Update process. Moving forward, the outreach would

focus on specific plan details that reinforce Pasadena's Guiding Principles and implements the refined vision that was established in the new General Plan. Given the condensed, three year timeline with fewer resources, it is particularly critical that community outreach remain focused.

Estimated Expenditures

The recommended implementation strategy is estimated to cost approximately \$4.8 million in consultant work. However, the City will go through a Request for Proposal (RFP) process to competitively seek out consultant(s) to perform the key tasks described in this report. City Council will have the opportunity to approve any contracts in excess of \$75,000 once proposals are submitted and reviewed.

The majority of the expenses would be covered by the awarded grant funds and the General Plan Maintenance Fee revenues. For more information on estimated expenditures and revenue refer to the *Fiscal Impact* section of this report.

ENVIRONMENTAL ANALYSIS:

In accordance with Section 15061 (b)(3) of the California Environmental Quality Act (CEQA) Guidelines, projects that have the potential for causing a significant effect on the environment are subject to CEQA. Establishing an implementation process for the implementation of the General Plan will not have a significant effect on the environment because the action will not result in or lead to a physical change in Pasadena. Therefore, no additional environmental review is needed at this time.

FISCAL IMPACT:

As part of the effort to acquire funding for this work program, in July 2014, the Department applied to the Metro Transit-Oriented Development Planning Grant Program for a grant in the amount of approximately \$1.9 million. On January 14, 2015, the City of Pasadena was awarded \$1.5 million in grant funding. The grant would be used for: 1) an amendment to six existing specific plans located within half mile radius of a Metro Gold Line station, 2) a focused update of the Zoning Code to align with the updated specific plans, 3) consolidate and update the citywide design guidelines, and 4) associated environmental analysis. On March 23, 2015, the City Council authorized the City Manager to execute a grant agreement with Metro.

In March 2014, the Department applied to the Strategic Growth Council Sustainable (SGC) Communities Planning Grant for a grant in the amount of \$500,000 in grant funding. In July 2014, the City was awarded \$491,770 in grant funding. Approximately \$400,000 of the grant would be used for the development of citywide zoning districts incorporating form based code principles. The grant also includes an environmental justice component requiring public outreach and a work program that has direct benefits to underserved community in the City. On April 21, 2015 the contract was executed.

The recommended strategy is estimated to cost approximately \$4.8 million in consultant work. Approximately \$1.9 million would be funded by the two grants awarded. The remaining balance of \$2.9 million would come from a combination of General Plan Maintenance Fee and the Building Fund revenues. Annually, as part of the preparation of the operating budget the funding allocation would be developed and presented as part of the Planning & Community Development Department's recommended operating budget.

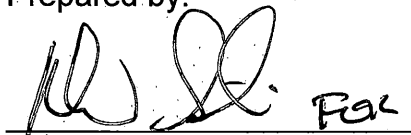
However, there is no immediate fiscal impact as a result of this action. This action will provide further direction to the Planning & Community Development Department on how to best implement the 2015 General Plan Update.

Respectfully submitted,



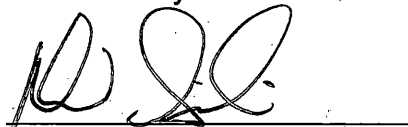
DAVID M. REYES
Interim Director of Planning and
Community Development

Prepared by:



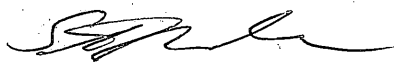
Anita Cerna
Senior Planner

Reviewed by:



David Sinclair
Senior Planner

Approved by:



STEVE MERMELL
Interim City Manager