



Agenda Report

January 22, 2018

TO: Honorable Mayor and City Council
FROM: Planning & Community Development Department
SUBJECT: PREDEVELOPMENT PLAN REVIEW OF A NEW MIXED-USE DEVELOPMENT AT 86 SOUTH FAIR OAKS AVENUE

RECOMMENDATION:

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

BACKGROUND:

The applicant, Architectural Resources Group, has submitted a Predevelopment Plan Review (PPR) application to develop the property at 86 South Fair Oaks Avenue. Situated to the south of the historic Green Hotel property and to the west of the historic Castle Green property, the 32,362 square-foot subject site currently serves as a surface parking lot for the adjacent Green Hotel apartments.

The proposed seven-story, mixed-use development includes: (a) approximately 8,000 square-feet of commercial space; (b) 87 rental apartment units, including eight very-low income units; (c) four work/live units; and (d) a three-level subterranean garage.

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 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 Councilmembers and the public of significant upcoming projects.

This report provides a project description, identifies the anticipated entitlement and environmental review processes, and summarizes key areas of concern regarding zoning code and General Plan compliance.

PROJECT SUMMARY:

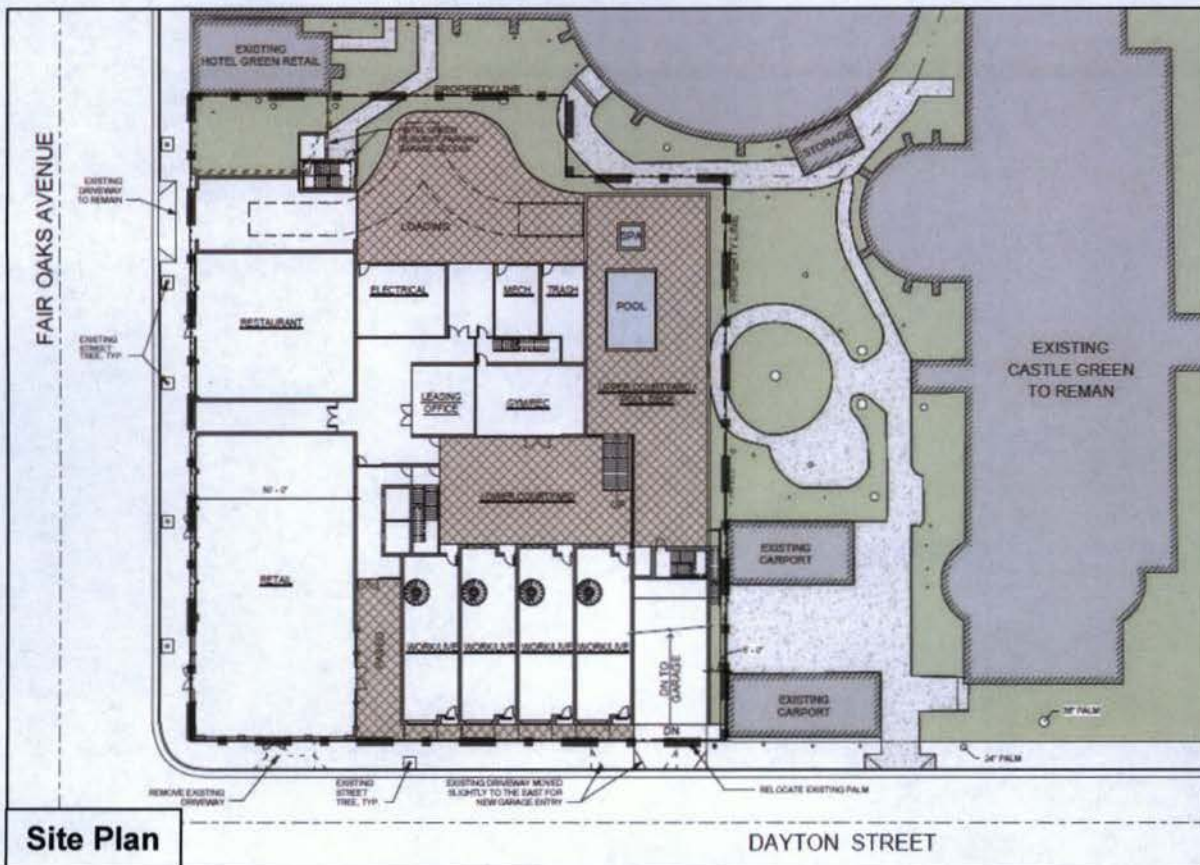
The 32,362 square-foot subject site has frontage along South Fair Oaks Avenue to the west and Dayton Street to the south. It is located in the CD-1 (Central District, Old Pasadena Sub-district) zoning district, with a General Plan designation of High Mixed-Use. The project includes:

- Demolition/removal of the existing parking lot, motor court, billboard, and mature landscaping on site;
- Construction of a seven-story, mixed-used development including:
 - Approximately 8,000 square-feet of commercial space;
 - 87 rental apartment units, including eight very-low income units;
 - Four work/live units; and
 - A three-level subterranean garage that accommodates parking for the project, as well as replacement parking for the Green Hotel apartment spaces being displaced.

The project features three interconnected buildings, united by walkways and courtyards at the ground plane and inclusive of a series of rooftop gardens and terraces. Project frontage along Fair Oaks Avenue consists of retail and restaurant spaces at the ground level, with residential units above. Project frontage along Dayton Street includes work/live spaces at the ground level, with residential units above. An aerial map of the existing site and the proposed site plan are provided on the following page:



Aerial Map



Site Plan

The following table summarizes basic project statistics:

Zoning Designation:				
CD-1 (Central District, Old Pasadena Sub-district)				
General Plan Designation:				
High Mixed-Use				
Proposed Development Standards:			Code Req.	Meets Code
Gross Lot Size:	32,362	Sq. Ft.	N/A	
Proposed Building Size:	96,550	Sq. Ft.	N/A	
Floor Area Ratio (FAR):	2.98		3.0 (Max)	Yes
Density:	87	Units	64 Units	Yes (35% Density Bonus per State Law for inclusion of 8 VLI units)
Setbacks:				
Front (Dayton):	0 - 4	Ft.	0 Ft. (Min) – 5 Ft. (Max)	Yes
Rear:	5	Ft.	None Required	Yes
Corner Side (Fair Oaks):	0	Ft.	Build to Property Line	Yes
Interior Side:	5	Ft.	None Required	Yes
Height:	75	Ft.	75 Ft. (up to 90 Ft. with height averaging)	Yes
Community Space:				
	18,180	Sq. Ft.	150 Sq. Ft. /unit (13,050 Sq. Ft.)	Yes
Parking Calculations				
Total # of Spaces Provided:	215		215 (Min) – 225 (Max)	Yes
Res. Unit < 650 Sq. Ft.	47		1 space/unit	
Res. Unit > 650 Sq. Ft.	60		1.5 min -1.75 max spaces/unit	
Res. Guest Parking	9		1 space/every 10 units	
Work/Live Units	14		3 spaces/1,000 sf (25% CD reduction)	
Restaurant Space	20		10 spaces/1,000 sf (25% CD reduction)	
Retail Space	12		3 spaces/1,000 sf (25% CD reduction)	
Displaced Parking	53		53	

Discretionary Entitlements:

The project proposes a new mixed-use development, which is permitted by right in the CD-1 zoning district. Following a thorough review of the proposed plans, staff concluded that the project, as proposed, is not in full conformance with applicable Code requirements, due to non-conformance with a few development standards. In a meeting with the applicant on September 22, 2017, the applicant advised staff that their intent is to submit a fully conforming project, and that the few areas of non-conformance will be addressed prior to the official application submittal. Upon submittal of a project that is in full-conformance of applicable Code requirements, no Current Planning entitlements will be required. The entitlement process will consist of the following levels of design review:

1. Preliminary Consultation-Design Review: This project must be reviewed by the Design Commission through the Preliminary Consultation process for preliminary advisory comments.
2. Concept & Final-Design Review: This project must be reviewed by the Design Commission through the Concept and Final Design Review process.

PREDEVELOPMENT PLAN REVIEW SUMMARY:

PPR comments were provided to the applicant in response to the project that was submitted. The applicant elected to meet with Current Planning, Public Works, and Transportation staff to gain clarity on some of the more significant comments. As mentioned above, and following a meeting and dialogue with staff, the applicant indicated that portions of the project would be redesigned to comply with all applicable zoning regulations; and that no variances would be sought. Below is a summary of the notable PPR comments:

Department of Transportation:

Pursuant to the adopted Street Design Guide by the City Council on March 20, 2017, the applicant shall comply with the following:

1. There shall be no new driveway along Fair Oaks Avenue. The driveway along Fair Oaks Avenue shown on the plans shall be removed as it is in direct contrast to the City's Street Design Guidelines.
2. Provide a 16-foot wide sidewalk with 8-foot minimum clear walk zone by additional right-of-way dedication or sidewalk easement along the project's frontage on Fair Oaks Avenue.
3. Provide a 9-foot wide sidewalk with 5-foot minimum clear walk zone by additional right-of-way dedication or sidewalk easement along the project's frontage on Dayton Street.
4. Bus zone length is currently substandard for a far-side stop at only 73-feet. Additional red curb along Fair Oaks Avenue will need to be extended by

approximately 17-feet. Additionally, the removal of on-street parking meter within the bus zone will require removal.

5. No new trees shall be installed with the bus zone. Therefore, as the bus zone will have to be brought up to a standard of 90-feet, no trees are allowed in this zone and will have to be removed.
6. Transit Amenities: the minimum recommended amenities are already provided. Per the Street Design Guide on pages 6-3, we would consider this a Destination stop per the bus stop hierarchy, as it serves Old Pasadena, Central Park, and dense residential developments (including the one being proposed here). This location currently has a bench, a trash receptacle, and is already all concrete. This is not a Pasadena Transit stop, so we are not in a position at this time (though this may change in future) to be able to use one of the real-time arrival information BusFinders here.

Zoning Code:

The property is within the CD-1 zoning district (Old Pasadena Sub-district), and shall therefore meet the requirements in Section 17.30 of the Zoning Code. The Old Pasadena Sub-district is intended to maintain and reinforce the historic character of the area, and to support its long-term viability as a regional retail and entertainment attraction through the development of complementary uses, including medium to high-density housing near light rail stations. The proposed project is classified as a mixed-use project, defined in Section 17.80.020 of the Code as a combination of commercial and residential uses in the same structure. Mixed-use projects (including the work/live component) are a permitted use in the CD-1 zoning district and are an anticipated use in the High Mixed Use designation of the General Plan.

Ground Floor Height: The minimum ground floor height of all non-residential buildings (including mixed-use projects) shall be 15-feet, as measured from the floor of the first story to the floor of the second story. Per the proposed plans, the work/live units are in compliance with this requirement. However, the necessary cross-section has not been provided to determine compliance through the commercial segment of the structure (the restaurant & retail spaces). For future submittals, include a cross-section demonstrating the ground floor height of the commercial component of the project.

Loading: Per Section 17.46.260 of the Zoning Code, the proposed project is required to provide one (1) loading space. The minimum size of this space shall be 12-feet by 30-feet, with 14-feet of vertical clearance. Although the proposed site plan shows a loading space in the loading zone accessed from Fair Oaks Avenue, the Department of Transportation has commented that there cannot be a driveway off of Fair Oaks Avenue. This would eliminate access to the proposed loading zone. Therefore, the required loading space shall be provided elsewhere on site.

Work/Live Units: The project is subject to the Work/Live Unit development standards (PMC 17.50.370). According to the plans, the westernmost work/live unit does not

comply with the minimum size requirement of 1,250 square-feet (plans indicate a unit size of 1,222 square-feet).

Bicycle Parking: Bicycle parking standards are addressed in Section 17.46.320 of the Zoning Code. Per Tables 4-16 and 4-17, the bicycle parking requirement for the multi-family portion of the mixed-use project is one space for every six dwelling units in a Class 1 facility; and four spaces for the non-residential portion of the mixed-use project in a Class 2 facility. By providing a Class 1 bicycle storage facility for fifteen bicycles on Level 1 of the subterranean garage, the project is in compliance with the multi-family bicycle parking requirement. However, the plans do not include the required four spaces for the non-residential component, and are therefore not in compliance with this requirement.

General Plan:

According to the General Plan Land Use Diagram, the subject property is designated as High Mixed Use (0.0 to 3.0 FAR, 0 to 87 dwelling units per acre). The proposed project would have a floor area ratio (FAR) of 2.98, in conformance with the maximum allowable FAR for this site. The residential density standard of 87 units per acre amounts to a maximum of 64 units allowed on this 0.74-acre site. However, by providing eight very-low income units, the project may utilize a density bonus of up to 35 percent, or 23 additional units, for a total of 87 residential units. Therefore, the proposed density is consistent with the number of dwelling units allowed for this site.

The General Plan provides the following policies and objectives that are especially relevant to this project in its review:

- *Policy 1.2 – Targeted Growth: Target growth and new construction in infill areas and away from Pasadena’s residential neighborhoods and open spaces by redeveloping underutilized commercial and industrial properties, especially within the Central District, Transit Villages, Neighborhood Villages, and along selected corridors.*

The project would replace a surface parking lot with a mixed-use development including ground-floor commercial space, 87 residential units, four work/live units, and a three-level subterranean parking garage. The development would occur within the CD-1 (Old Pasadena) subarea of the Central District Specific Plan.

- *Policy 1.3 – Development Capacities: Regulate building intensity and population density consistently with the designations established by the Land Use Diagram. Within these, cumulative new development within the specific plan areas shall not exceed the number of housing units and commercial square feet specified in the table.*

The 2015 General Plan establishes allocations for residential and non-residential development in each of the specific plan areas. Below are the allocations for the Central District Specific Plan.

	<i>Original Allocation in Existing General Plan</i>	<i>Balance of Allocation in Existing General Plan*</i>
<i>Residential Units</i>	4,272	3,984
<i>Commercial Square Feet</i>	2,112,000	2,108,477

**Building permits Issued as of May 31, 2017*

The proposed development is within the remaining development intensity.

- *Policy 2.1 – Housing Choices: Provide opportunities for a full range of housing types, densities, locations, and affordability levels to address the community's fair share of regional, senior, and workforce housing needs and provide a strong customer base sustaining the economic vitality of Pasadena's commercial land uses. The types, densities, and location of housing shall be determined by the Land Use Diagram and reflect the projected needs specified in the Housing Element.*

The proposed project would provide 87 new residential units in a variety of accommodation options, from studios to two-bedroom units, and would provide affordable housing units in conformance with the Inclusionary Housing Ordinance. The project would also provide four work/live units, which would offer unique joint work and living opportunities.

- *Policy 2.5 – Mixed Use: Create Opportunities for the development projects that mix housing with commercial uses to enable Pasadena's residents to live close to businesses and employment, increasing non-auto travel, and interact socially.*

The proposed project would provide both commercial and residential uses on a single property within an area designated for mixed-use development near transit.

- *Policy 4.11 – Development that is Compatible: Require that development demonstrates a contextual relationship with neighboring structures and sites addressing such elements as building scale, massing, orientation, setbacks, buffering, the arrangement of shared and private open spaces, visibility, privacy, automobile and truck access, impacts of noise and lighting, landscaping quality, infrastructure, and aesthetics.*

The project would be required to demonstrate its compatibility with the existing neighborhood and its consistency with the future development envisioned for this area within the updated General Plan Land Use Element.

- *Policy 7.1 – Architectural Quality: Design each building as a high-quality, long term addition to the City's urban fabric; exterior design and buildings material shall exhibit permanence and quality, minimize maintenance concerns, and extend the life of the building; and*

- *Policy 7.3 – Compatibility: Require that new and adaptively re-used buildings are designed to respect and complement the defining built form, massing, scale, modulation, and architectural detailing of their contextual setting.*

In order to ensure the compatibility of the proposed project (in terms of scale, design quality, height, setbacks, etc.) to the scale and character of the surrounding neighborhood, the applicant will continue to work with the Design and Historic Preservation Section to refine the project's design, to achieve architectural and design excellence, and to be reflective of the City's design guidelines.

- *Policy 8.1 – Identify and Protect Historic Resources: Identify and protect historic resources that represent significant examples of the City's history; and*
- *Policy 8.8 – Evolving Preservation Practices: Continue to implement practices for historic preservation consistent with community values and conformance with the Secretary of the Interior's Standards for the Treatment of Historic Properties, California Historical Building Code, State laws, and best practices.*

The project adjoins Castle Green and the Green Hotel apartments, both of which are listed in the National Register of Historic Places. The project site is highly sensitive due to its proximity to these important historic resources. It appears that the project does not propose demolition of any portions of the historic buildings. The applicant will work the Design and Historic Preservation Section to ensure consistency with the Secretary of the Interior's Standards.

- *Policy 20.1 – Neighborhood Meetings: Encourage broad representation and community participation at all steps of the planning process.*

The applicant is highly encouraged to meet with the surrounding residents and the groups listed under the heading "Neighborhoods" below to address potential issues regarding design, traffic, noise, use of the site, and other impacts specifically related to the project.

- *Policy 31.4 – Contextual Development in Historic Districts. Require new development within and adjacent to the historic districts to be compatible with the scale, density, and urban design features of existing historic buildings and districts.*

The proposed project is located in Old Pasadena and in the National Register Historic District; it also adjoins significant historic properties. In order to ensure that the proposed project is compatible with the scale and urban design features of adjacent historic buildings and districts, the applicant will continue to work with the Design and Historic Preservation Section to refine the project's design.

Specific Plan:

The project site is located within the Central District Specific Plan. The primary purpose of the Specific Plan is to provide a diverse mix of land uses designed to create the principal business, financial, retailing, and government center of the City. It emphasizes the concept of a higher-density, mixed-use environment that will support transit- and pedestrian-oriented mobility strategies. The Specific Plan places the subject property in the CD-1 Old Pasadena sub-district. The objective of this sub-district is to maintain and reinforce the historic character of the area, and to support its long-term viability as a regional retail and entertainment attraction through the development of complementary uses, including medium- to high-density housing near light rail stations.

Within this area of the CD-1 zoning district, mixed-use development in compliance with the development standards specified in the Zoning Code is a permitted use. Within this area of the CD-1 zoning district, the maximum allowable FAR is 3.00. The proposed project would have a FAR of 2.98; therefore, it would be consistent with the FAR requirement of the Specific Plan. As discussed above, the project is also consistent with the density requirements of the Specific Plan.

The Central District Specific Plan provides the following Planning Objectives, which are relevant to the proposed project:

- *Objective 2 – Identify Growth Areas: Downtown growth and development will be directed toward the most appropriate locations, with the intention of 1) protecting existing residential neighborhoods; 2) supporting transit usage; 3) and revitalizing underutilized areas; and*

The proposed project is located within the Central District Transit-Oriented Development Area. Therefore, further consideration shall be given to ensure that the proposed project consists of design and programmatic elements that encourage pedestrian activities and transit use.

- *Objective 5 – Build Housing Downtown: Downtown will offer a range of housing opportunities, with provisions for the construction of new market-rate and affordable housing units, as well as non-traditional forms of housing, such as work-live accommodations; and*
- *Objective 19 – Offer Suitable Housing: Downtown housing will meet proper standards of maintenance, and accommodate a variety of income levels and lifestyles.*

The proposed project is a mixed-use project with 87 residential units in a variety of sizes, and would provide both market rate and affordable units in conformance with the Inclusionary Housing Ordinance.

- *Objective 7 – Preserve Historic & Cultural Resources: Downtown will retain its cultural heritage through recognition and protection of culturally and historically significant resources. Adaptive reuse and infill development that respect existing resources will be encouraged; adaptive reuse should receive favorable consideration when the original uses of an historic building are no longer feasible.*

The proposed mixed-use project adjoins the historic Castle Green and Hotel Green Apartments sites. The project does not involve demolition of any portions of the historic buildings. The project shall be in conformance with the Secretary of the Interior's Standards and reviewed under an appropriate review process.

Design & Historic Preservation:

Demolition or relocation of designated or eligible historic structures must be reviewed by the City as part of an environmental study or as an application for a Certificate of Appropriateness (permit) for demolition. The project does not involve demolition of any historic resources; however, it is adjacent to two buildings that are listed in the National Register of Historic Places, Castle Green and Green Hotel. The subject property is also included in the National Register listing, although no historic resources are present on it. The impact of the new development on adjacent historic resources will be evaluated in the environmental review required for the project, as well as being an important consideration in the design review process outlined below.

Because the project consists of new construction of a building of more than 5,000 square feet of floor area within the Central District Specific Plan area, design review is required, with the Design Commission being the reviewing authority. The applicable design guidelines for the project are the design-related goals and policies in the Land Use Element of the General Plan and the Design Guidelines in the Central District Specific Plan. Due to its proximity to historic resources, consistency with the Secretary of the Interior's Standards for Rehabilitation will also be a factor in the design review process.

Design review will consist of three steps: 1) Preliminary Consultation; 2) Concept (schematic-level) design review; and 3) Final design review. Concept design review is a noticed public hearing.

Preliminary Design Issues- Based on the information contained in the preliminary plans, the following issues are likely to be analyzed during design review:

- The scale, massing, materials, solid-to-void relationships, the interplay of horizontal and vertical elements of the new construction and the modulation of the exterior walls facing public streets.
- The introduction of design features that are "human scaled" and inviting to pedestrians. The treatment of private entrances and common entrances facing the streets is part of this review.

- The quality of materials and finishes, the proportions of window/door openings, the modulation of building walls, shade and shadow.
- Landscaping—especially in the setbacks along the sidewalks—and screening of mechanical equipment.
- Views from the interior of the campus.

Environmental Review:

This project will be subject to the provisions of the California Environmental Quality Act (CEQA). Depending on the final design, size, location, nature of the construction of the project, an Initial Study may be conducted to determine whether a Negative Declaration, Mitigated Negative Declaration, or an Environmental Impact Report (EIR) is required for the project. In the event that the project is determined not to have a significant effect on the environment, it may be exempt from the CEQA document requirement. It is expected that a traffic study will be required by the Department of Transportation. Additional environmental studies (e.g. air quality, noise, historic resource assessment) will be required to supplement an exemption from CEQA. With no Current Planning entitlements required, environmental review will be conducted by Design and Historic Preservation staff, concurrent with design review.

NEXT STEPS:

A public hearing before the Design Commission is required for the proposed project. Furthermore, environmental review will occur consistent with the requirements of CEQA. The steps included in the review process are as follows:

- Conduct preliminary design consultation;
- Conduct environmental review per CEQA; and,
- Conduct a noticed public hearing before the Design Commission for; (1) concept and final design review/approval; and (2) consideration of adoption of the environmental determination.

FISCAL IMPACT:


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

Respectfully submitted,



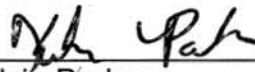
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Attachment: (1)

Attachment A – Predevelopment Plan Review Plans