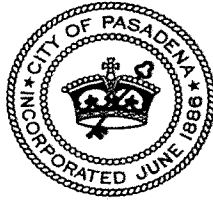


ATTACHMENT I
HEARING OFFICER STAFF REPORT (DATED JULY 17, 2019), WITHOUT ATTACHMENTS



PLANNING & COMMUNITY DEVELOPMENT DEPARTMENT

STAFF REPORT

DATE: July 17, 2019

TO: Hearing Officer

SUBJECT: Revocation of Conditional Use Permit #5535

LOCATION: 300 W. Green St, 100-248 S. Orange Grove Blvd, 363 W. Del Mar Blvd, 169 St. John St, and 400 W. Colorado Blvd

APPLICANT: City of Pasadena, Initiated by

ZONING DESIGNATION: WGSP-1A (West Gateway Specific Plan, The Ambassador College Campus west of St. John Avenue) and WGSP-1B (West Gateway Specific Plan, The Ambassador College Campus east of Orange Grove Boulevard)

GENERAL PLAN DESIGNATION: Medium-High Density Residential, Institutional, Low Commercial, Medium Commercial

CASE PLANNER: Luis Rocha

STAFF RECOMMENDATION: Adopt the Environmental Determination and the Specific Findings in Attachment A to **approve** Revocation of Conditional Use Permit #5535.

PROJECT PROPOSAL: Revocation of Conditional Use Permit #5535: A City-initiated public hearing to consider the revocation of Conditional Use Permit (CUP) #5535, originally approved by the Hearing Officer on March 6, 2013. CUP#5535 allows private group events, such as weddings and receptions, at various designated locations within the Ambassador College Campus. The approval includes a Minor CUP to allow shared parking with Maranatha High School and the Elk's Lodge, as well as an additional Minor CUP to allow off-street valet parking during the events. As authorized by Section 17.78.090 (Permit Revocation or Modification) of the Zoning Code, the Hearing Officer has the authority to revoke any discretionary land use permit, such as a Conditional Use Permit.

ENVIRONMENTAL DETERMINATION:

This project has been determined to be exempt from environmental review pursuant to the guidelines of the California Environmental Quality Act (Public Resources Code §21080(b)(9); Administrative Code, Title 14, Chapter 3, §15321, Class 21, Enforcement Actions by Regulatory Agencies), and there are no features that distinguish this project from others in the exempt class; therefore, there are no unusual circumstances. Section 15321 exempts actions by regulatory agencies to enforce or revoke a lease, permit, license, certificate, or other entitlement for use issued, adopted, or prescribed by the regulatory agency or enforcement of a law, general rule, standard, or objective, administered by the regulatory agency.

BACKGROUND:

Site characteristics: The subject site is located within the Ambassador College Campus, a campus composed of several parcels that are generally bound by Green Street on the north, Orange Grove Boulevard to the west, Del Mar Boulevard to the south and St. John Avenue to the east. Maranatha High School is located along St. John Avenue just east of the campus. The campus is composed of single-family residences, multi-family residences, and the former Ambassador College campus buildings, including a number of historic structures.

Adjacent Uses: Abutting the southeast and southwest of the campus boundary are single-family residences. Adjacent to the east are the Harvest Rock Church Auditorium and Maranatha High School. To the north, across Green Street, is the Elk's Lodge. To the south, across Del Mar Boulevard and to the west across Orange Grove Boulevard, are multi-family residences and single-family residences.

Adjacent Zoning:

- North: WGSP-1C (West Gateway Specific Plan – The Colorado Boulevard Area)
- South: WGSP-1B-LD-6 and RS-4 (West Gateway Specific Plan, The Ambassador College Campus east of Orange Grove Boulevard – Ross Grove Landmark District and Single Family Residential, 0-4 lots per acre)
- East: CD-2/ (Central District Specific Plan, Civic Center/Midtown sub-district)
- West: WGSP-1A and PS (West Gateway Specific Plan, The Ambassador College Campus west of St. John Avenue and Public, Semi-Public)

Previous Cases: CUP#4653 – To allow the operation of a new 450,000 square-foot senior life/care facility; a Transfer of Development Rights in the West Gateway Specific Plan zone; an Adjustment Permit to modify certain development codes on the 19.7 acre Ambassador West site for the construction of the senior facility and 70 residential condominiums; Private Tree Removal requests; a Vesting Tentative Tract Map; and a Subdivision Modification. Approved on April 2, 2007.

CUP#5535 – To allow private group events, such as weddings and

receptions, at various designated locations within the Ambassador College Campus. The approval included a Minor CUP to allow shared parking with Maranatha High School (169 S. St. John St.) and the Elk's Lodge (400 W. Colorado Blvd.), as well as an additional Minor CUP to allow off-street valet parking during the events. Approved on March 6, 2013.

Modification of CUP#4653 – Approved on May 7, 2014.

- Relinquishment of CUP #4653: To relinquish a previously approved Conditional Use Permit for the establishment of a 248-unit senior life/care facility. In lieu of this previously approved CUP, the applicant proposed to construct a 78-unit multi-family residential project, which is permitted by right in the zoning district. This request also included relinquishment of two adjustments that were previously granted as part of an Adjustment Permit for the 248-unit senior life/care facility, which will not be needed for the proposed 78-unit multi-family residential project.
- Minor Variance #11791: To allow the western portion of the proposed 78-unit multi-family residential project to be located as close as 10-feet from the corner side property line, where the minimum required corner side yard setback is 15 feet.
- Certificate of Exception #331: To allow the relocation of a property line to create a single lot for the proposed 78-unit multi-family residential project and separate the project from the Merritt Mansion, a historic house on the former Ambassador West campus that will be returned to single-family residential use.
- Private Tree Removals: To allow removal of four protected trees previously proposed for retention or relocation on-site as well as relocation of four protected trees that were previously proposed for retention on-site.

CE#334 – To adjust lot boundaries between three lots within the Ambassador West campus. Two lot line adjustments were proposed between Lots 5 and 7 (refer to as Parcel 3 and 2 in the application), and three lot line adjustments were proposed between Lots 5 and 6 (refer to as Parcel 3 and 1 in the application). Approved on February 4, 2015.

PROJECT DESCRIPTION:

The Zoning Administrator has determined that there are reasonable grounds for revocation of Conditional Use Permit (CUP) #5535. The CUP was originally approved by the Hearing Officer on March 6, 2013. The CUP allows private group events, such as weddings and receptions, at four designated locations within the Ambassador College Campus: the Merritt Mansion, Terrace Villa, Italian Garden and Fowler Garden. The approval included a Minor CUP to allow shared

parking with Maranatha High School (169 S. St. John St.) and the Elk's Lodge (400 W. Colorado Blvd.), as well as an additional Minor CUP to allow off-street valet parking during the events.

ANALYSIS:

Pursuant to Chapter 17.78 of the Zoning Code, upon a determination by the Zoning Administrator that there are reasonable grounds for revocation of a discretionary permit, a public hearing shall be scheduled by the Zoning Administrator before the review authority which originally approved the permit. The City's action to revoke the CUP shall have the effect of terminating the entitlement and denying the privileges granted by the original approval.

Acting on the provisions of Section 17.78.090 (Permit Revocation or Modification) of the Zoning Code, the City has the authority to revoke any discretionary land use permit, such as a Conditional Use Permit, if any one of the following findings of fact can be made in a positive manner:

- a. Circumstances under which the permit or entitlement was granted have been changed by the applicant to a degree that one or more of the findings contained in the original permit or entitlement can no longer be made in a positive manner and the public health, safety, and welfare require the revocation;
- b. The permit or entitlement was issued, in whole or in part, on the basis of a misrepresentation or omission of a material statement in the application or in the applicant's testimony presented during the public hearing for the permit or entitlement;
- c. One or more of the conditions of the permit or entitlement have not been substantially fulfilled or have been violated;
- d. The exercise of rights granted by the permit or entitlement has been discontinued for a continuous period of at least 12 months;
- e. The improvement authorized in compliance with the permit or entitlement is in violation of any code, law, ordinance, regulation, or statute; or
- f. The improvement/use allowed by the permit or entitlement has become detrimental to the public health, safety, or welfare, or the manner of operation constitutes or is creating a public nuisance.

The Zoning Administrator has determined, pursuant to finding "a", that the circumstances under which CUP#5535 was granted have been changed by the applicant to a degree that the findings contained in the original CUP can no longer be made in a positive manner and the public health, safety, and welfare require the revocation.

When CUP#5535 was issued to the applicant (City Ventures, LLC) the privileges granted included up to 32 group events per calendar year within the Merritt Mansion, Terrace Villa, Italian Garden and Fowler Garden areas of the Ambassador College Campus. The Merritt and Terrace Villa mansions include interior and exterior event spaces while The Italian Garden and Fowler Garden are exclusive outdoor event spaces. Approximately 100 on-site parking spaces were provided on three surface parking lots along Green Street. Shared parking was approved to utilize the parking lot at Elk's Lodge located at 400 West Colorado Boulevard as well as the parking lot at Maranatha High School located at 169 South St. John Avenue, which is located adjacent to the east of the campus. Elk's Lodge contains 246 parking spaces while Maranatha

High School contains 250 parking spaces. The approval also included the use of off-street valet parking during events, with a valet attendant located adjacent to Green Street.

Subsequent to the approval of the CUP, the applicant sold the Merritt Mansion to a private party. The applicant also sold Terrace Villa to a separate private party. City records indicate that building permits have been issued to utilize both structures as single-family residences. The applicant incorporated the Italian Garden as part of the recreational open space for an adjacent 39-unit, for sale, multi-family residential project, and is now under private ownership and under the control of the homeowners association of the multi-family residential project.

City records indicate that events have not been held at the Merritt Mansion, Terrace Villa or the Italian Garden for at least the past two years. Substantiated by conversations with the property owners, or their representatives, there are no intentions by the owners of the Merritt Mansion, Terrace Villa or the Italian Garden to utilize these areas as event space or to exercise any of the privileges granted by CUP#5535. Of the four approved locations approved for event space, only the Fowler Garden remains under ownership of the applicant and is used for event space.

The 100 on-site parking spaces, formerly provided along Green Street, no longer exist. The applicant received approval to demolish the surface parking lots to accommodate a for sale multi-family residential project. Furthermore, the sharing of parking at the Elk's Lodge is no longer being exercised by the applicant. At this time, the only parking utilized for the events is at Maranatha High School. The use of off-street valet parking during events, with a valet attendant, is provided by the applicant at Maranatha High School; not along Green Street, as originally approved.

Based on these changed circumstances caused by the applicant, the findings contained in the original CUP can no longer be made in a positive manner and the public health, safety, and welfare require the revocation. Specifically, the following three findings contained in the original CUP cannot be continued to be made:

3. *The proposed use is not in conformance with the goals, policies, and objectives of the General Plan and the purpose and intent of any applicable specific plan.* Policy 25.7 of the Land Use Element of the General Plan (Buffering Adjoining Residential Areas) is intended to ensure that commercial uses adjoining residential neighborhoods are designed to be compatible with each other. The original CUP contemplated up to 32 events per year, at four locations throughout the Ambassador College Campus. In addition, the CUP approved up to 300 maximum daily guests for events from Sunday through Thursday and up to 500 maximum daily guests on Friday and Saturday among the four event spaces. The number of daily guests allowed is the maximum permitted at the four event locations on any given day. However, only Fowler Garden, an outdoor area, remains under the ownership of the applicant and available for use as event space; Fowler Garden is immediately adjacent to multi-family and single-family residences along its western boundary. Without Terrace Villa or Merritt Mansion to provide kitchen or restroom amenities, the events at Fowler Garden rely on either additional amenities brought on-site or the use of amenities from adjacent facilities not originally contemplated under the CUP. Allowing up to 32 outdoor events per year, with up to a daily maximum guest attendance of 300-500 at one outdoor event space immediately adjacent to multi-family and single-family residences, results in a commercial use that is not compatible with the adjoining residential neighborhood due to event impacts (e.g. amplified music, lighting, number of event attendees, event set-up and tear-down).

4. *The establishment, maintenance, or operation of the use would, under the circumstances of the particular case, be detrimental to the health, safety, or general welfare of persons residing or working in the neighborhood of the proposed use.* Under the current circumstances, and pursuant to the Conditional Use Permit, up to 32 events per year with up to a daily maximum guest attendance of 300-500 can occur at Fowler Garden, an outdoor event space; where originally the CUP anticipated the number of events and guests distributed among four event spaces. The concentration of event impacts (e.g. amplified music, lighting, number of event attendees, event set-up and tear-down) at one outdoor event location, immediately adjacent to multi-family and single-family residences along its western boundary, would be detrimental to the health, safety and general welfare of persons residing in the neighborhood.

6. *The design location, operating characteristics, and size of the proposed use would not be compatible with the existing and future land uses in the vicinity in terms of aesthetic values, character, scale, and view protection.* The use is allowed up to 32 events per year, with up to a daily maximum guest attendance of 300-500, at Fowler Garden, an outdoor event area; where originally the CUP anticipated the number of events and guests distributed among four event spaces. These operating characteristics, along with the concentration of event impacts (e.g. amplified music, lighting, number of event attendees, event set-up and tear-down) at one outdoor event location would not be compatible with the character of the existing residential uses abutting the Fowler Garden on its western boundary.

The Zoning Administrator has also determined, pursuant to finding "f" above, that the use allowed by the CUP has become detrimental to the public health, safety, and welfare, and the manner of operation is creating a public nuisance.

Since the original approval of the CUP, 148 multi-family residences have been constructed on the Ambassador College Campus, in and around areas originally approved for events. Although a majority of these residences were contemplated when the CUP was approved, the current operation of the use, in conjunction with the adjacency of the built-out residential environment, have resulted in a condition that creates conflict. The original CUP contemplated up to 32 events to occur, per year, at four locations throughout the Ambassador College Campus. In addition, the CUP approved up to 300 maximum daily guests for events from Sunday through Thursday and up to 500 maximum daily guests on Friday and Saturday among the four event spaces. The number of daily guests allowed is the maximum permitted at the four event locations on any given day. However, only Fowler Garden, an outdoor event space, remains under ownership of the applicant that is used for event space; Fowler Garden is immediately adjacent to multi-family and single-family residences along its boundary. Without Terrace Villa or Merritt Mansion to provide kitchen or restroom amenities, the events at Fowler Garden rely on either additional amenities brought on-site or the use of amenities from adjacent facilities not originally contemplated under the CUP.

Allowing up to 32 outdoor events per year, with up to a daily maximum guest attendance of 300-500, at one outdoor event space immediately adjacent to multi-family and single-family residences, results in a use that is detrimental to the public health, safety, and welfare and the manner of operation is creating a public nuisance due to event impacts (e.g. amplified music, lighting, number of event attendees, event set-up and tear-down).

ENVIRONMENTAL REVIEW:

This project has been determined to be exempt from environmental review pursuant to the guidelines of the California Environmental Quality Act (Public Resources Code §21080(b)(9); Administrative Code, Title 14, Chapter 3, §15321, Class 21, Enforcement Actions by Regulatory Agencies), and there are no features that distinguish this project from others in the exempt class; therefore, there are no unusual circumstances. Section 15321 exempts actions by regulatory agencies to enforce or revoke a lease, permit, license, certificate, or other entitlement for use issued, adopted, or prescribed by the regulatory agency or enforcement of a law, general rule, standard, or objective, administered by the regulatory agency.

CONCLUSION:

It is staff's determination that there are reasonable grounds for revocation. Based on the changed circumstances caused by the applicant, the findings contained in the original CUP can no longer be made in a positive manner and the public health, safety, and welfare require the revocation. Furthermore, staff has determined that the use allowed by the CUP has become detrimental to the public health, safety, and welfare, and the manner of operation is creating a public nuisance. Therefore, staff recommends that the Hearing Officer revoke Conditional Use Permit #5535 with the findings in Attachment A.

Attachments:

Attachment A: Specific Findings of Approval

Attachment B: Staff Report for CUP#5535, dated March 6, 2013.

Attachment C: Decision Letter for CUP#5535, dated March 13, 2013