

Agenda Report

January 24, 2022

TO: Honorable Mayor and City Council

FROM: Planning & Community Development Department

**SUBJECT: PREDEVELOPMENT PLAN REVIEW OF A PROPOSED 141-UNIT
RESIDENTIAL CARE, GENERAL LAND USE AT 80 SOUTH OAKLAND
AVENUE**

RECOMMENDATION:

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

BACKGROUND:

The applicant, Andy Gerber, on behalf of Belmont Village, has submitted a Predevelopment Plan Review (PPR) application proposing a new 117,326 square-foot, 141-unit, five-story Residential Care, General facility building with two levels of subterranean parking. The facility will provide a continuum of care for seniors and will provide independent and assisted living, including memory care. The project site consists of one 87,549 square-foot parcel (AIN 5734-012-006) that is currently improved with a two-story 29,000 square-foot First Church of Christ, Scientist sanctuary building, the Church's two-story 7,288 square-foot Reading Room building, and a surface parking lot. The surface parking lot will be demolished to accommodate the proposed project. The proposal includes subdividing the existing parcel into two lots so that the Residential Care, General facility building is located on its own site with subterranean parking below. The project site is located in the CD-4 (Pasadena Playhouse, Central District Specific Plan) zoning district.

Pursuant to Zoning Code Section 17.60.040.C.2.a.(4) (Application Preparation and Filing – Predevelopment Plan Review – Applicability – Mandatory review) a PPR is required for projects involving new construction of more than 25,000 square feet of nonresidential gross floor area. The purpose of the PPR is to achieve better projects through early consultation between City staff and applicants. The intent is to coordinate the review of projects among City staff and City departments, familiarize applicants with regulations and procedures that apply to the project, and avoid significant investment in the design of a project without preliminary input from City staff. In addition, the purpose is to identify issues that may arise during review of the project, provide opportunities for discussion about the project and an exchange of information on potential issues between the City

staff and applicants, and inform the City Council and the public of proposed development projects defined in the administrative guidelines to be of communitywide significance.

A project is categorized as a project of communitywide significance if it consists of: 1) more than 50,000 square feet of gross floor area with one discretionary action; or 2) 50 or more housing units; or 3) any project determined by the Planning Director to be of major importance to the City. Projects of communitywide significance are presented to the City Council for informational purposes. The proposed project involves the construction of a 117,326 square-foot nonresidential building and qualifies as a project of communitywide significance. This is a public, semi-public land use and not a residential land use.

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 applicant proposes the subdivision of the 87,549 square-foot parcel into two lots, demolition of the 123 space surface parking lot, and construction of the following:

- A five-story, 117,326 square-foot Residential Care, General facility with a proposed height of up to 65 feet with height averaging;
- 141 units of independent, assisted, and memory care; and,
- 178 parking spaces in a two-level subterranean parking garage below the new building.

PREDEVELOPMENT PLAN REVIEW ANALYSIS:

All applicable City departments reviewed the project as part of the PPR and provided comments that are included in Attachment A. Notable Planning related standards and comments are discussed below.

Context and Compatibility

The existing site is 87,549 square feet and is developed with the First Church of Christ, Scientist sanctuary building, Reading Room and surface parking lot. The existing First Church of Christ, Scientist sanctuary building on the project site at 80 S. Oakland Avenue/550 E. Green Street is a contributing resource to the Pasadena Playhouse National Register Historic District. The church was designed by Franklin P. Burnham and Marston & Van Pelt, and is also eligible for listing individually as a Landmark. Adjacent to the church, on the same property facing the Green Street side, is a smaller reading room, designed in a compatible Classical Revival Style.

The proposed project would split the site into two parcels and the Residential Care, General facility would be constructed on the newly created approximately 56,000

square-foot southern parcel under a 99-year ground lease with the Church. The project includes the demolition of an existing surface parking lot and the construction of a 117,326 square-foot, five-story, Residential Care, General building with two-levels of subterranean parking providing 178 parking spaces.

The project consists of a “U” shaped building surrounding an interior central courtyard. The building would be oriented towards El Dorado Street, with an on-site drop-off area. Access to the subterranean parking would be provided from South Oakland Avenue, where a new curb cut and removal of an existing street tree are proposed. The project includes a centrally located private patio and pool area, a shared central courtyard with the existing First Church of Christ, Scientist, and terraces on the second, third, fourth, and fifth floors.

The property and surrounding lots are designated with the General Plan land use of Medium Mixed-Use and are located in the CD-4 (Pasadena Playhouse, Central District Specific Plan) zoning district. To the north of the site is a three-story private school building. To the west is a five-story commercial complex. To the east are one-to-three story office buildings and surface parking lots. To the south are low-scale two-story commercial structures and one two-story residential structure.

Figures 1 and 2 below provide an aerial view of the existing site and its surrounding areas as well as a site plan of the proposed project. Figure 3 provides a summary of the applicable development standards for this site in the CD-4 zoning district.

Figure 1: Aerial View of Existing Condition



Figure 2: Proposed Site Plan

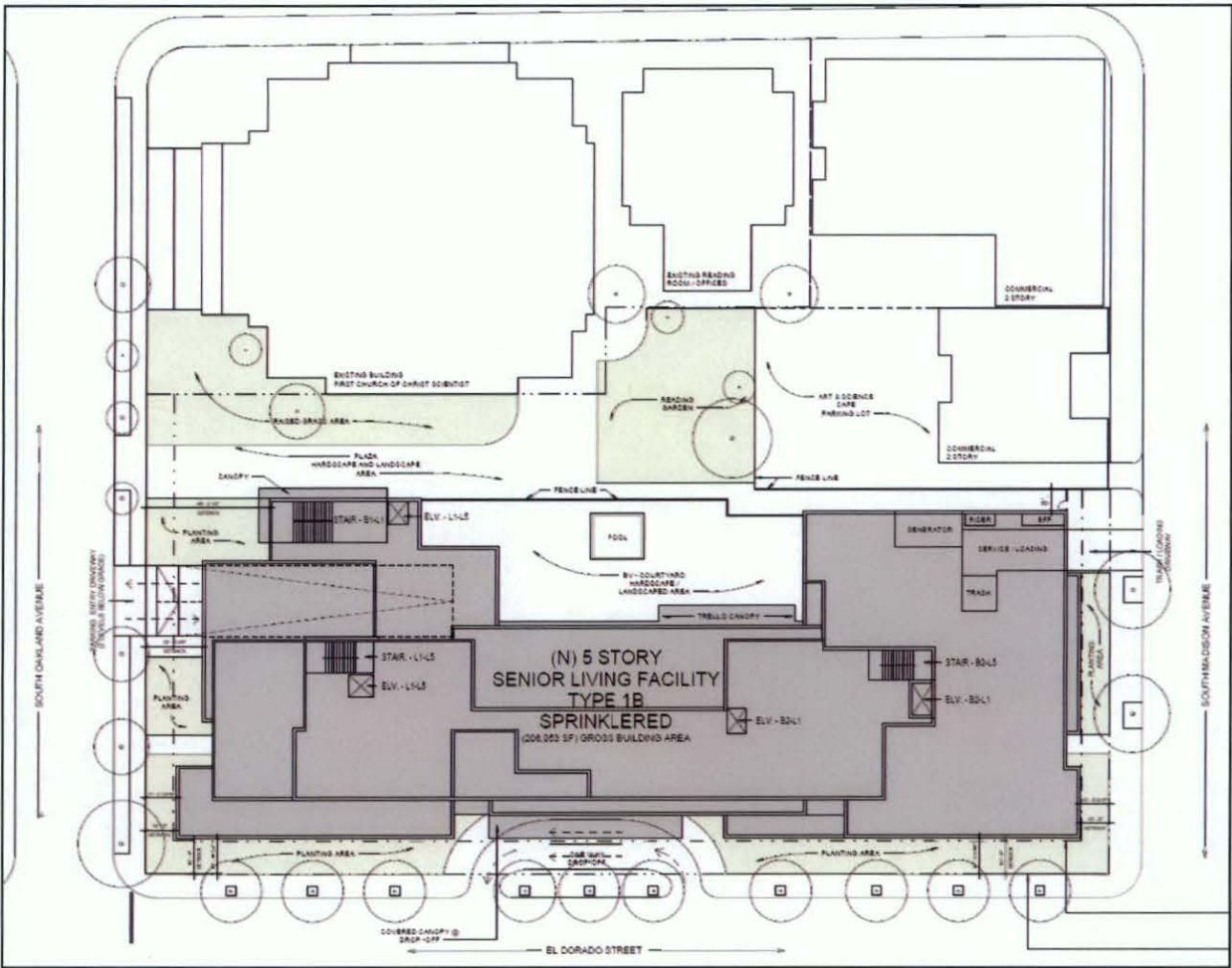


Figure 3: Development Standards Summary, CD-4

Development Standards	Code Requirement	Proposed
Gross Lot Size:	Determined through subdivision process, consistent with General Plan	Two parcels, approximately 32, 000 square feet and 55,000 square feet
Floor Area Ratio (FAR)		
Max. FAR	2.0	Approx. 2.0, additional information needed to clarify
Setbacks		
Oakland Ave.:	10'-0" minimum	10'-0"
El Dorado St.:	10'-0" minimum	10'-0"
Madison Ave.:	10'-0" minimum	10'-0"
Interior Side	None	0'-0"
Height		
Overall Height:	50' and up to 65' max. utilizing height averaging	50' average, 65' max.
Ground Floor Height	15'	15'
Parking		
Number	Existing Church and Reading Room: 123 spaces * Residential Care, General use: Specified by Conditional Use Permit**	**178 to be used for the Church and the proposed Residential Care, General use
Loading Spaces		
Number	6	1
<p>* Replacement parking for the existing Church and Reading Room must be provided in the proposed subterranean garage unless provided elsewhere.</p> <p>**The parking study which identifies demand for the Residential Care, General use will be reviewed through the Conditional Use Permit process.</p>		

Massing and Scale

The development standards applicable to the proposed nonresidential land use in the CD-4 zoning district are identified in Section 17.40.040 of the Zoning Code. The maximum floor area ratio (FAR) for the site is 2.0; based on the preliminary submittal, more information is required to determine if the project meets the required FAR of 2.0. In addition to the Floor Area, the Code requires ten-foot minimum setbacks from South Oakland Avenue, El Dorado Street, and South Madison Avenue. As proposed, the project is compliant with the setback requirements.

Pursuant to Section 17.30.050.B of the Zoning Code, the maximum height shall be 50 feet, and may be exceeded to a maximum of 65 feet through the City's height averaging standards. The additional height allowed through height averaging requires Design Commission approval. As described by the applicant, the proposed building would meet the maximum 65-foot height requirement with an average height of 50 feet. The fifth level is stepped back from the lower four floors to provide a penthouse feature, and the massing varies on-site to provide visibility of the First Church of Christ, Scientist sanctuary building and to compliment the varied scale of surrounding buildings. In addition, the minimum height of the ground floor of all non-residential buildings shall be 15 ft. The proposed preliminary elevations demonstrate that the maximum height of the ground floor will be 15 feet.

The Figures below provide the preliminary street elevations of the proposed five-story building:

Figure 4: South Elevation, El Dorado Street (Preliminary Only)



Figure 5: West Elevation, South Oakland Avenue (Preliminary Only)



Figure 6: East Elevation, South Madison Avenue (Preliminary Only)

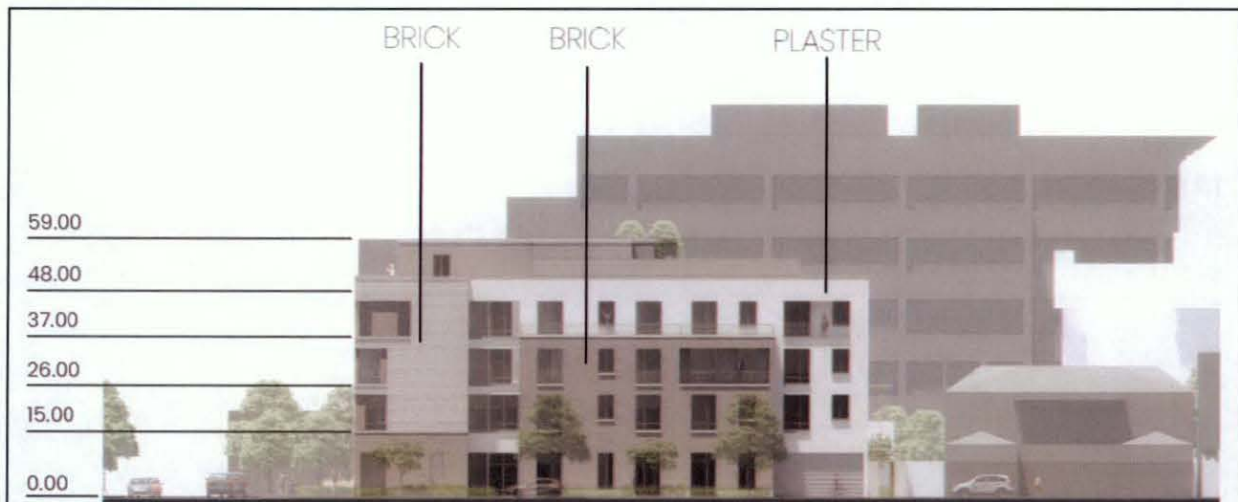


Figure 7: Southwest Elevation, South Oakland Avenue and El Dorado Street (Preliminary Only)



Land Use

The Zoning Code defines "Residential Care, General" as a "State licensed facility, family home, group care facility, or similar facility that is maintained and operated to provide 24-hour nonmedical residential care for seven or more adults, children, or adults and children in need of personal services, supervision, or assistance essential for sustaining the activities of daily living or the protection of the individual. This use includes the administration of limited medical assistance." This is a public, semi-public use (PS) under the Zoning Code and the units are therefore not considered residential units subject to density requirements.

As proposed, the Residential Care, General facility (Belmont Village) will include 141 units of independent, assisted, and memory care living choices for seniors. The facility would receive a license from the State of California, Department of Social Services, Community Licensing Division prior to operation. The proposed units are not equipped with cooking facilities, and Belmont Village would provide three meals per day in a common dining room supported by an onsite commercial kitchen. In addition, the facility would provide hospitality, wellness, health and fitness programs led by full-time staff members. The proposed group care facility use aligns with the Zoning Code definition for Residential Care, General use. Pursuant to Section 17.30.030 of the Zoning Code, a Conditional Use Permit is required for the proposed use in the CD-4 zoning district.

Development Capacities

The 2015 General Plan established caps for residential and non-residential development in each of the specific plan areas. The original allocated development capacities for the Central District Specific Plan included 4,272 residential units and 2,112,000 square feet of non-residential development. Currently, the remaining balance in allocated development capacities are 2,550 residential units and 1,318,584 square feet of non-residential development. The project proposes net new construction of approximately 117,326 square feet of non-residential development, which is within the remaining development intensities.

ENTITLEMENT PROCESS:

Conditional Use Permit

A Conditional Use Permit is required for the proposed use of Residential Care, General use in the CD-4 (Pasadena Playhouse, Central District Specific Plan) zoning district. The Hearing Officer shall be the review authority for the CUP.

Tentative Parcel Map

In conjunction with the Conditional Use Permit (CUP) application, submittal of a Parcel Map application to subdivide the one parcel into two parcels is required. The Hearing Officer will also be the review authority for the Parcel Map, if submitted concurrently with the CUP and any additional entitlement applications found necessary.

Tree Removal

A private Tree Removal Permit would be required if an on-site protected tree is proposed to be removed. It is unclear given the information provided thus far if protected trees are on-site and are proposed to be removed. The Hearing Officer will also be the review authority for the Tree Removal Permit, if submitted concurrently with the CUP and any additional entitlement applications found necessary.

The development plans indicate that a street tree would be removed to accommodate a driveway approach to a subterranean garage. Pursuant to the City's Tree Protection Ordinance, a street tree is considered a Public tree. A Public tree is defined as a tree located in a place or area under ownership or control of the city including but without limitation streets, parkways, open space, parkland and including city owned property under the operational control of another entity by virtue of a lease, license, operating or other agreement. Any future request to remove a street tree must be reviewed by the Urban Forestry Division in the Public Works Department.

Design Review

New construction greater than 25,000 square feet is subject to Design Review before the Design Commission. The project is subject to three stages of review: 1) Preliminary Consultation; 2) Concept (schematic-level) Design; and 3) Final Design.

ENVIRONMENTAL REVIEW:

This project will be subject to the provisions of the California Environmental Quality Act (CEQA). According to the Department of Transportation, and based on the information submitted with the PPR, a traffic analysis would be required. Additional technical studies (i.e. parking study, noise, and air quality) may also be necessary to complete the appropriate CEQA analysis for the project.

NEXT STEPS:

Public hearings are required for the Conditional Use Permit and Tentative Parcel Map, with the Hearing Officer serving as the review authority. Furthermore, environmental review of this project will occur consistent with the requirements of the California Environmental Quality Act.

The following identifies the steps in the review process:

- Applicant submits Conditional Use Permit and Tentative Parcel Map applications;
- Conduct environmental review per CEQA;
- Conduct a noticed public hearing before the Hearing Officer;
- Applicant submits for Preliminary Consultation for advisory review with the Design Commission; and
- Conduct Concept and Final Design Review.

FISCAL IMPACT:

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

Respectfully submitted,



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Attachments: (2)

Attachment A – Predevelopment Plan Review Comments Provided to Applicant
Attachment B – Predevelopment Plan Review Plans