

**ATTACHMENT A:
FINDINGS
FULLER MASTER PLAN AMENDMENT AND RELATED APPLICATIONS**

I. MASTER PLAN AMENDMENT (ZONING CODE SECTION 17.61.050.H)

- 1. The proposed use is allowed with a Conditional Use Permit (Major and Minor) or Hillside Development Permit within the applicable zoning district and complies with all applicable provisions of this Zoning Code;*

The Fuller Theological Seminary (Fuller) was established in 1947 and moved to their current location in Pasadena in 1953. The Fuller campus includes properties located within the Public, Semi-Public (PS), Central District Residential Multi-Family (CD-RM-87), Central District Mixed-Use Neighborhood (CD-MU-N), and Planned Development 21 (PD-21) Zoning designations. The application includes a Tentative Parcel Map to split the parcel at 261 N. Madison Avenue into two parcels (Parcel #1 - 261 N. Madison Avenue and Parcel #2 – 260 N. Oakland Avenue) and a General Plan Amendment and Zoning Map Amendment to change the land use designation of the property located at Parcel #2 from Institutional to Medium Mixed Use Residential (87 du/ac) and to change the zoning designation of the same property from Public and Semi-Public (PS) to Central District Residential Multi-Family (CD-RM-87).

A “School - public and private” is a conditionally permitted use that is allowed in the PS zoning district. The project complies with the applicable provisions of the Zoning Code as the development standards for PS zoned parcels are established through either a Conditional Use Permit or a Master Plan. The proposed Fuller Master Plan includes conditions of approval for operational restrictions. Additionally, the Master Plan complies with other applicable provisions of the Zoning Code such as standards for specific land uses (Schools, private) in Zoning Code Section 17.50 and parking and landscaping requirements in Section 17.46. The Master Plan Amendment will reduce the boundary to only PS zoned properties operated by Fuller. Thus, the use is allowed with a Master Plan and complies with all applicable provisions of the Zoning Code.

- 2. The location of the proposed use complies with the special purposes of this Zoning Code and the purposes of the applicable zoning district;*

The purpose of the Zoning Code is to protect and promote the public health, safety and general welfare, and to implement the policies of the General Plan by classifying and regulating the uses of land and structures within the City of Pasadena in a manner consistent with the General Plan. The purpose of the PS zoning district is for large public or semi-public land uses that may not be appropriate in other zoning districts, such as educational institutions. 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 Master Plan Amendment proposes a reduction in the Master Plan boundary, which will only include Fuller-owned core properties. A proposed condition of approval would include Fuller-

owned non-core properties within the boundary until they are sold or leased for non-campus use. The Master Plan allows Fuller to continue to operate as an educational institution within the proposed campus boundaries, which is consistent with the purpose and intent of the PS zoning district.

- 3. The proposed use is in conformance with the goals, policies, and objectives of the General Plan and the purpose and intent of any applicable specific plan;*

Guiding Principle #6 of the Land Use Element of the General Plan places importance on education and opportunities for existing institutions:

Pasadena will be a cultural, scientific, corporate, entertainment and education center for the region. Long-term growth opportunities will be provided for existing institutions; a healthy economy will be fostered to attract new cultural, scientific, corporate, entertainment and educational institutions.

Fuller Theological Seminary is proposing to continue its operation of a private university in its existing location; the Master Plan does not include any new uses but does include a reduction in the Master Plan boundary which would result in a reduction of campus services. The use is in conformance with the goals, policies, and objectives of the General Plan in that Land Use Policy 2.9 (Institutional Uses) requires the City to “accommodate the development of educational, religious, cultural, and similar facilities that enrich the lives of Pasadena’s residents.” Additionally, Land Use Goal 17 supports “a strong and diverse educational system that is responsive to the life-long needs of the community and related to maintaining a high quality of life and a strong economy.” Consistent with Land Use Policy 17.4, related to long-range planning for private schools and collaboration with the City on site selection, site design, traffic control, circulation and site acquisition to ensure compatibility with the neighborhoods or districts in which they are located, and through the Master Plan process, as conditioned, Fuller and the City are collaborating to ensure the campus continues to be compatible with the surrounding neighborhood.

The Fuller Master Plan is located in the Walnut Transit Subarea of the Central District Specific Plan (CDSP). Goal 8 of the CDSP is to create “a supportive environment for new developments and businesses that are compatible with surrounding residential uses and historic resources, and which also leverage major institutions.” Furthermore, CDSP Policy 14.c Institutional Uses requires the City to “maintain the current mix and character of institutional uses, including educational, religious, and cultural facilities.” The Fuller campus has existed in Pasadena since 1953. Allowing the institution to reduce their Master Plan Boundary would further support their continued use of their campus while maintaining Pasadena’s position as a leader in intellectual pursuits.

- 4. The establishment, maintenance, or operation of the use would not, 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;*

The proposed Master Plan Amendment is consistent with the existing institutional land use. The Fuller campus has been in this location since 1953 and the proposed amendments allow for the continued use of the campus and educational operations. The purpose of the Master Plan Amendment is to reflect the changing operation of the campus as student enrollment declines. The proposed amendment includes requests to amend the boundaries of the Master Plan to only include Fuller-owned core properties; Extend the Master Plan an additional 20 years from the date of adoption and cancel the Development Agreement, both set to expire in 2026; Approve a Tentative Parcel Map to split the parcel at 261 N. Madison Avenue into two parcels (Parcel #1 - 261 N. Madison Avenue and Parcel #2 – 260 N. Oakland Avenue); and Change the General Plan land use designation from Institutional to Medium Mixed Use Residential (87 du/ac) and the Zoning designation from Public-Semi Public (PS) to Central District Residential Multi-Family (CD-RM-87) for Parcel #2. No development is proposed as part of the Master Plan Amendment. Conditions of approval have been included to require non-core properties to remain within the boundary until they are sold or leased for non-campus use and address operational aspects of the Master Plan to ensure the campus remains not detrimental to the public interest, health, safety, convenience, or general welfare of the City.

5. *The use, as described and conditionally approved, would not be detrimental or injurious to property and improvements in the neighborhood or to the general welfare of the City; and*

Fuller Theological Seminary has been in operation at the existing campus since 1953 and has demonstrated that an institutional use has been a compatible use with this neighborhood. Conditions of approval are included to further ensure the continual compatibility of the use in the neighborhood, including restrictions on night-lighting, noise, number of students, staff, and minimum off-site parking requirements. As described and conditioned, the use will not be detrimental or injurious to property and improvements in the neighborhood or the general welfare of the City.

6. *The design, location, operating characteristics, and size of the proposed use would be compatible with the existing and future land uses in the vicinity in terms of aesthetic values, character, scale, and view protection.*

There is no development proposed as part of this Master Plan Amendment. Any future development on any core properties would require a new Master Plan Amendment, which would be subject to a public hearing and environmental review. Once the non-core properties are sold off or leased for non-Fuller purposes, any new development would be subject to the requirements of the underlying zoning designation. Once these properties are out of the Master Plan boundary, they would not be permitted to be used for Fuller purposes without a Master Plan Amendment. Since the campus has been located on the site since 1953 and will continue to operate as an educational institution, the existing use is compatible with the surrounding neighborhood.

II. CANCELLATION OF DEVELOPMENT AGREEMENT NO. 19,378 (ZONING CODE SECTION 17.66.080)

1. Would be in the best interests of the City;

The Development Agreement was approved in 2006 along with the Master Plan and served to vest the 2004 Central District Specific Plan and Master Plan standards. The Development Agreement vested standards such as the permitted uses, density/intensity of use, maximum heights and size, setbacks and building square footages. The Development Agreement did not limit the City's ability to collect development fees and does not apply existing standards to properties that are not owned by Fuller. In exchange for these benefits, Fuller was to provide new affordable student housing, publicly accessible community open space, and night-time/weekend parking for the Playhouse District. All of these were provided except the affordable student housing. Due to several external factors, Fuller's enrollment has declined, and with it, the need to build out the adopted Master Plan. This is reflected on the campus today, as the only completed development that was approved in the 2006 Master Plan is the library expansion and other minor projects such as parking lot changes, landscaping, and open space improvements. None of the other development identified and approved in the Master Plan, including new housing units, academic building additions, parking structure, or the chapel, has been completed. Therefore, it would be in the City's best interest to cancel the Development Agreement which would allow non-core properties to be subject to the current zoning standards and to be returned to the market which could benefit the City and the community.

2. Is in conformance with the goals, policies, and objectives of the General Plan and the purpose and intent of any applicable specific plan, and this Zoning Code;

Fuller currently owns 29 properties within the Master Plan boundary. The proposed boundary would only include 15 Fuller-owned properties, which would be designated as "core." The other 14 properties would be designated as "non-core." Core properties are proposed to continue to be used for school related facilities, such as classrooms, administrative offices, and student housing. Any future development on any core property would require a new Master Plan Amendment, which would be subject to a public hearing and environmental review. Non-core properties would continue to be subject to the Master Plan until they are no longer needed for Fuller campus purposes and are sold or leased to non-Fuller entities. Once the "non-core" properties are sold or leased for non-Fuller purposes, they would be subject to the underlying zoning district. The parcels could not be used again for Fuller purposes without another Master Plan Amendment.

The Fuller Master Plan is located in the Walnut Transit Subarea of the Central District Specific Plan (CDSP). Goal 8 of the CDSP is to create "a supportive environment for new developments and businesses that are compatible with surrounding residential uses and historic resources, and which also leverage major institutions." Furthermore, CDSP Policy 14.c Institutional Uses requires the City to "maintain the current mix and

character of institutional uses, including educational, religious, and cultural facilities.” Although there is no development proposed as part of this Amendment, cancelling the Development would allow for future development of properties no longer within the Fuller Master Plan boundary. Any future development would be subject to the underlying zoning regulations which seek to create a cohesive development that is consistent with the General Plan Land Use designation and the zone.

The properties that would remain in the Master Plan were determined to comply with the purposes of the General Plan, Zoning Code, and Specific Plan, when the Master Plan was adopted. The properties within the Master Plan boundaries would continue to comply as they would be used for institutional uses as originally envisioned.

- 3. Would not be detrimental to the health, safety, and general welfare of persons residing in the immediate area, nor be detrimental or injurious to property or persons in the general neighborhood or to the general welfare of the residents of the City; and*

Due to several external factors, Fuller’s enrollment has declined and with it the need to build out portions of the adopted Master Plan which had zoning standards that were vested by the Development Agreement. This is reflected on the campus today, as the only completed development that was approved in the 2006 Master Plan is the library expansion and other minor projects such as parking lot changes, landscaping, and open space improvements. None of the other development identified and approved in the Master Plan, including new housing units, academic building additions, parking structure, or the chapel, has been completed. Cancelling the Development Agreement would allow non-Fuller owned properties to be returned to the market which could benefit the City and the community instead of remaining vacant or underutilized therefore, it will not be detrimental to the health, safety or general welfare of people residing in the vicinity of the building.

- 4. Is consistent with the provisions of State law (Government Code Sections 65864 through 65869.5).*

The cancellation of the Development Agreement is consistent with the provisions in State law where a development agreement may be amended, or canceled in whole or in part, by mutual consent of the parties to the agreement or their successors in interest.

III. TENTATIVE PARCEL MAP #084630 (SUBDIVISION CODE SECTION 16.20.170)

The subject parcel is approximately 97,759 square feet or 2.24 acres in size and is a double frontage lot. The proposed subdivision to split the existing parcel into two parcels (with Parcel #1 at 261 N. Madison Avenue and Parcel #2 at 260 N. Oakland Avenue) is consistent with the following findings:

- 1. The proposed map is consistent with the applicable general plan and specific plans as specified in California Government Code Section 65451;*

The proposed subdivision and the newly created parcel is in compliance with the provisions of the Land Use Policies of the General Plan for the Medium Mixed Use Residential land use designation and the City's Zoning Code for the Central District Residential Multi-Family (CD-RM-87) zone.

The Tentative Parcel Map is also consistent with the following General Plan Policies:

GOAL 4. Elements Contributing to Urban Form. *A safe, well-designed, accessible City with a diversity of uses and forms. These diverse forms include distinct, walkable districts, corridors, and transit and neighborhood villages and cohesive, unique single and multi-family residential neighborhoods and open spaces where people of all ages can live, work, shop and recreate.*

4.8 **Complete and Livable Neighborhoods.** *Maintain the pattern of distinct residential neighborhoods oriented around parks, schools, and community meeting facilities that are connected to and walkable from neighborhood-serving businesses and public transit.*

GOAL 6. Character and Scale of Pasadena. *A built environment that evolves while maintaining Pasadena's unique sense of place, character, and the urban fabric.*

6.2 **Established Neighborhoods.** *Preserve, protect, and enhance established residential neighborhoods by providing appropriate transitions between these and adjoining areas. Require new development to complement and respond to the existing physical characteristics that contribute to the overall character and livability of the neighborhood.*

GOAL 21. Desirable Neighborhoods. *A City composed of neighborhoods with a variety of housing types that are desirable places to live, contribute to the quality of life, and are well maintained.*

21.3. **Neighborhood Character.** *Maintain elements of residential streets that unify and enhance the character of the neighborhood, including parkways, street trees, and compatible setbacks.*

The Tentative Parcel Map is consistent with General Plan Policies 2.5, 4.8, 6.2, 21.3 as the existing land use is intended to remain as residential. The existing residential use is as a permitted land use of the CD-RM-87 zone and is similar in character to existing residential complexes on the street. Since no development is being proposed as part of this application, the neighborhood character, including the streets, street trees, and compatible setbacks, will be maintained.

2. *The site is physically suitable for the type of development;*

The site is located in an urban area, is primarily flat, and does not contain any significant environmental resources. The existing uses on the site will be maintained and will continue to function in compliance with City standards. Access to the site will continue to be provided from the public right-of-way, and circulation will remain consistent with the existing path of travel. The existing parking will remain and will continue to be provided onsite.

- 3. The design of the subdivision or the proposed improvements will not cause substantial environmental damage or substantially and unavoidably injure fish or wildlife or their habitat;*

The property is located in an urbanized area, not near any sensitive habitat, and does not contain any significant environmental resources. The proposal will not cause substantial environmental damage as the site has been previously developed with institutional and office uses. No new developments are proposed as part of the Tentative Parcel Map application. There are no changed circumstances or new information found as part of the proposed Tentative Parcel Map application that necessitate further environmental review, and there are no features that distinguish this project from others in the exempt class.

- 4. The design of the subdivision or the proposed improvements is not likely to cause serious health problems in that the subdivision is compatible with existing residential land uses in the vicinity;*

The design of the subdivision allows each of the two existing buildings and the associated surface parking lots on the property to be located on separate parcels. Existing access to each parcel will be maintained from a public street. The existing residential uses on the subject site will be maintained with no changes proposed. Therefore, the proposed subdivision is not likely to cause serious health problems.

- 5. The proposed map meets the requirements of Title 16 as applicable;*

The proposal to subdivide one parcel into two parcels will comply with the applicable standards of Title 16. The Tentative Parcel Map was prepared by a registered engineer, obtained a map number assigned by the County, references the locations of adjacent streets and other public properties, identifies easements, and references means of vehicular access. Copies of the Tentative Parcel Map were provided to relevant reviewers including the Water and Power Department, Public Works Department, and Building & Safety Department as required by Title 16.

- 6. The discharge of waste from the proposed subdivision into existing sewer system would not add to or result in violation of existing water quality control standards; and*

There are no proposed changes to the existing land uses as a result of the proposed project, therefore there is no expected additional waste discharge. As such, the

proposed subdivision will not result in a violation of the existing water quality control standards.

- 7. The design of the subdivision or the type of improvements will not conflict with easements, acquired by the public at large, for access through or use of property within the proposed subdivision.*

The design of the subdivision and improvements proposed will not conflict with easements acquired by the public because the application request does not propose any new developments that may otherwise conflict with any existing easements on the property.

IV. GENERAL PLAN AMENDMENT (ZONING CODE SECTION 17.74.070.A)

- 1. The proposed amendment is in conformance with the goals, policies, and objectives of the General Plan;*

Fuller owned parcels have General Plan Land Use Designations of Institutional and Medium Mixed Use. The Institutional Land Use Category applies to uses that are “characterized by facilities owned and operated by the City or by other public and/or private institutions such as corporate yards, schools, libraries, and hospitals.” The Medium Mixed Use Land Use Category applies to uses that are “exclusively commercial or exclusively residential, or with buildings vertically integrating housing with non-residential uses.” Fuller has been an established graduate institution in the City since 1953. If the tentative parcel map to create an east parcel (Parcel #1 - 261 N. Madison Avenue) and a west parcel (Parcel #2 – 260 N .Oakland Avenue) is approved, the request to change the General Plan Designation of Parcel #2 from Institutional to Medium Mixed Use Residential (87 du/ac) is more appropriate since the parcel is proposed to be removed from the Master Plan boundary and will not be used for Fuller campus operations. The existing two-story 10-unit residential building would still be used for residential purposes, consistent with the proposed General Plan Land Use designation.

The Land Use Element of the General Plan provides a number of Goals and Objectives that support the General Plan Land Use Designation change of 260 N Oakland Avenue:

GOAL 2. Land Use Diversity. *A mix of land uses meeting the diverse needs of Pasadena’s residents and businesses, fostering improved housing conditions, offering a variety of employment and recreation opportunities, and supporting a healthy population while protecting the environment.*

- 2.5 **Mixed Use.** Create opportunities for 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.*

GOAL 4. Elements Contributing to Urban Form. *A safe, well-designed, accessible City with a diversity of uses and forms. These diverse forms include distinct, walkable districts, corridors, and transit and neighborhood villages and cohesive, unique single and multi-family residential neighborhoods and open spaces where people of all ages can live, work, shop and recreate.*

4.8 Complete and Livable Neighborhoods. *Maintain the pattern of distinct residential neighborhoods oriented around parks, schools, and community meeting facilities that are connected to and walkable from neighborhood-serving businesses and public transit.*

GOAL 6. Character and Scale of Pasadena. *A built environment that evolves while maintaining Pasadena’s unique sense of place, character, and the urban fabric.*

6.2 Established Neighborhoods. *Preserve, protect, and enhance established residential neighborhoods by providing appropriate transitions between these and adjoining areas. Require new development to complement and respond to the existing physical characteristics that contribute to the overall character and livability of the neighborhood.*

GOAL 21. Desirable Neighborhoods. *A City composed of neighborhoods with a variety of housing types that are desirable places to live, contribute to the quality of life, and are well maintained.*

21.3. Neighborhood Character. *Maintain elements of residential streets that unify and enhance the character of the neighborhood, including parkways, street trees, and compatible setbacks.*

The Fuller Master Plan Amendment proposes to designate Parcel #2 as “non-core” and it will no longer use the property for campus operations. As the property is currently used for residential purposes, the application also includes a request to change the General Plan Designation of Parcel #2 from Institutional to Medium Mixed Use Residential (87 du/ac), consistent with the surrounding residential community. There is no development proposed for this site as part of this project and any future development would be subject to the underlying zoning regulations. In this instance, the change from an Institutional land use to a Medium Mixed Use Residential land use is appropriate as it will reflect the residential use on the property. This land use designation change is supported by General Plan Policies 2.5, 4.8, 6.2, 21.3 as it more closely aligns to the residential use of the property and will maintain the character of the neighborhood.

2. The proposed amendment would not be detrimental to the public interest, health, safety, convenience, or general welfare of the City.

The General Plan characterizes the Medium Mixed Use Land Use designation as intended to support the development of multi-story buildings with a variety of compatible commercial (retail and office) and residential uses. Since the property will be labeled as “non-core” and no longer be used for campus operations, the changes to the General

Plan are necessary to align the General Plan Land Use diagram with the surrounding residential community, which also has a Medium Mixed Use Land Use designation. Therefore, the General Plan Amendment is consistent with and implements goals, policies, and objectives of the General Plan. The General Plan Amendment will benefit the city by aligning residential land use designations and will not adversely impact the public interest, health, safety, convenience, or general welfare of the city since there is no change to the intended use of the property.

V. ZONING MAP AMENDMENT (ZONING CODE SECTION 17.74.070.B)

1. *The proposed amendment is in conformance with the goals, policies, and objectives of the General Plan;*

Fuller owned parcels have Zoning Designations of Public-Semi Public (PS) Zone and Central District Residential Multi-Family (CD-RM-87). The PS zone applies to uses that are “characterized by facilities owned and operated by the City or by other public and/or private institutions such as corporate yards, schools, libraries, and hospitals.” The CD-RM-87 zone applies to uses that are “exclusively commercial or exclusively residential, or with buildings vertically integrating housing with non-residential uses.” Fuller has been an established graduate institution in the City since 1953. If the tentative parcel map to create an east parcel (Parcel #1 - 261 N. Madison Avenue) and a west parcel (Parcel #2 – 260 N. Oakland Avenue) is approved, the request to change the Zoning Designation of Parcel #2 from Public-Semi Public (PS) Zone to Central District Residential Multi-Family (CD-RM-87) is more appropriate since the parcel is proposed to be removed from the Master Plan boundary and will not be used Fuller campus operations. The existing two-story 10-unit residential building would still be used for residential purposes, consistent with the proposed Zoning Designation.

The Land Use Element of the General Plan provides a number of Goals and Objectives that support the Zoning Map change of Parcel #2:

GOAL 2. Land Use Diversity. *A mix of land uses meeting the diverse needs of Pasadena’s residents and businesses, fostering improved housing conditions, offering a variety of employment and recreation opportunities, and supporting a healthy population while protecting the environment.*

- 2.5 ***Mixed Use.*** *Create opportunities for 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.*

GOAL 4. Elements Contributing to Urban Form. *A safe, well-designed, accessible City with a diversity of uses and forms. These diverse forms include distinct, walkable districts, corridors, and transit and neighborhood villages and cohesive, unique single and multi-family residential neighborhoods and open spaces where people of all ages can live, work, shop and recreate.*

4.8 **Complete and Livable Neighborhoods.** *Maintain the pattern of distinct residential neighborhoods oriented around parks, schools, and community meeting facilities that are connected to and walkable from neighborhood-serving businesses and public transit.*

GOAL 6. Character and Scale of Pasadena. *A built environment that evolves while maintaining Pasadena's unique sense of place, character, and the urban fabric.*

6.2 **Established Neighborhoods.** *Preserve, protect, and enhance established residential neighborhoods by providing appropriate transitions between these and adjoining areas. Require new development to complement and respond to the existing physical characteristics that contribute to the overall character and livability of the neighborhood.*

GOAL 21. Desirable Neighborhoods. *A City composed of neighborhoods with a variety of housing types that are desirable places to live, contribute to the quality of life, and are well maintained.*

21.3. **Neighborhood Character.** *Maintain elements of residential streets that unify and enhance the character of the neighborhood, including parkways, street trees, and compatible setbacks.*

The Fuller Master Plan Amendment proposes to designate Parcel #2 as a “non-core” property and the school will no longer use the property for campus operations. As the property consists of an existing residential use, the application also includes a request to change the Zoning Map Designation of Parcel #2 from PS to CD-RM-87. There is no development proposed for this site as part of this project and any future development would be subject to the proposed zoning regulations. In this instance, the change from PS to CD-RM-87 is appropriate as it will better reflect the residential use on the property. The subject property contains an existing two-story, 10-unit residential building that will remain and is similar in density to neighboring properties. The continuation of the residential use is consistent with the purpose of the proposed zoning district and will maintain the character of the street and residential neighborhood. This land use designation change is supported by General Plan Policies 2.5, 4.8, 6.2, 21.3 as it more closely aligns to the residential use of the property and will maintain the character of the neighborhood.

2. *The proposed amendment would not be detrimental to the public interest, health, safety, convenience, or general welfare of the City.*

The CD-RM-87 zoning district allows for high density urban housing that is compatible with the surrounding community in scale and character. Since the property is proposed to be removed from the Fuller Master Plan boundary, the changes to the Zoning Map are necessary to align the zoning with existing uses on site as well as the surrounding residential community, which also has a CD-RM-87 designation. The subject property contains an existing two-story, 10-unit residential building that is similar in density to

neighboring properties. The continuation of the residential use is consistent with the purpose of the proposed zoning district. The Zoning Map Amendment will benefit the city by aligning residential land use designations with the existing use of the property and will not adversely impact the public interest, health, safety, convenience, or general welfare of the city since there is no change to the intended use of the property.