

**PLANNING & COMMUNITY DEVELOPMENT DEPARTMENT****STAFF REPORT**

DATE: OCTOBER 9, 2024

TO: PLANNING COMMISSION

FROM: JENNIFER PAIGE, DIRECTOR OF PLANNING & COMMUNITY DEVELOPMENT DEPARTMENT

SUBJECT: FULLER THEOLOGICAL SEMINARY – MASTER PLAN AMENDMENT, DEVELOPMENT AGREEMENT CANCELLATION, TENTATIVE PARCEL MAP AND GENERAL PLAN LAND USE AND ZONING MAP AMENDMENTS

RECOMMENDATION:

It is recommended that the Planning Commission:

1. **Recommend** that the City Council find that the Addendum to the 2015 Pasadena General Plan Environmental Impact Report (State Clearinghouse No. 2013091009) to address the potential environmental impacts associated with the proposed Fuller Theological Seminary Master Plan Amendment and other related applications have been prepared in accordance with the California Environmental Quality Act of 1970 (CEQA) (Cal. Public Resources Code Section 21000, et. seq., as amended) and its implementing guidelines (Cal. Code Regs., Title 14, Section 15000 et. seq., 2016). This Addendum has been prepared and will be processed consistent with CEQA Guidelines (Cal. Code Regs., Title 14, Sections 15162 and 15164). The proposed Master Plan Amendment will not result in any potentially significant impacts that were not already analyzed, and no conditions described in State CEQA Guidelines Section 15162 calling for preparation of a subsequent EIR or negative declaration have occurred;
2. **Recommend** that the City Council make the findings in Attachment A and approve the Master Plan Amendment, with the conditions of approval in Attachment B;
3. **Recommend** that the City Council make the findings in Attachment A and approve the cancellation of Development Agreement No. 19,378;
4. **Recommend** that the City Council make the findings in Attachment A and approve Tentative Parcel Map #240830 to subdivide 261 N. Madison Avenue into two parcels;
5. **Recommend** that the City Council make the findings in Attachment A and adopt a General Plan Diagram Amendment to change the land use designation for one of the newly created parcels from Institutional to Medium Mixed Use Residential; and
6. **Recommend** that the City Council make the findings in Attachment A and adopt a Zoning Map Amendment to change the zoning designation for one of the newly created parcels from Public and Semi-Public (PS) to Central District Residential Multi-Family (CD-RM-87).

BACKGROUND:

Fuller Theological Seminary (Fuller or Applicant) was established in 1947 and opened its Pasadena campus in 1953, gradually acquiring properties as its enrollment increased. In the early 2000s, Fuller began considering the expansion of campus facilities to accommodate its anticipated growth of faculty, properties and students, and a desire to establish a traditional college campus. In 2006, the City Council approved a 20-year Master Plan and Development Agreement to vest Fuller's development rights to the 2004 Central District Specific Plan (Attachment I). The Master Plan is located within the Central District Specific Plan and is generally bounded by Corson Street and the 210 Freeway to the north, Union Street to the south, Madison Avenue to the east and Los Robles Avenue to the west. The area is bisected by Walnut Street, which runs east-west, and Oakland Avenue, which runs north-south.

The Master Plan proposed four phases of residential construction and four phases of academic construction. The residential phases proposed construction of 586 new units and renovation of 92 existing apartment units. The academic phases included construction of a 500-seat chapel, a 50,000 square-foot expansion of the existing library, and construction of three, multiple-story academic buildings with a total area of 180,000 square feet and a parking structure. However, since the 2006 approval, 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 alterations, landscaping, and open space improvements. None of the other development identified and approved in the Master Plan, including the new housing units, academic building additions, parking structure, or chapel, has been completed.

Fuller submitted the following applications to accommodate projected declines in enrollment and reduced needs for facilities and operational needs:

1. Master Plan Amendment: To Amend the Master Plan draft document and boundaries to only include Fuller-owned properties (Attachments C and D) and designate properties as "core" and "non-core." Also extend the expiration date of the Master Plan an additional 20 years (extending it from 2026 to 2046);
2. Development Agreement: To cancel the agreement, which was set to expire in 2026;
3. Tentative Parcel Map #240830: To subdivide the lot at 261 N. Madison Avenue (Chang Commons); and
4. General Plan Land Use and Zoning Map Amendments: To Change the General Plan Land Use Designation from Institutional to Medium Mixed Use Residential and the Zoning designation from Public-Semi Public (PS) to Central District Residential Multi-Family (CD-RM-87) for one of the newly created parcels.

No development is proposed as part of the applications.

COMMUNITY MEETING:

As part of the City's Master Plan application process, nearby property owners and other stakeholders were invited to a community meeting at the Fuller campus on June 27, 2024. The meeting included a presentation by Planning staff and the applicant, questions and comments from the public, and the opportunity for one-on-one discussions between community members and City and Fuller staff. Approximately nine people attended the meeting. Questions revolved

around which Fuller properties would be remain as part of the school campus, which ones would be removed from the Master Plan, and the preservation of the Ford Place Historic District.

PROJECT DESCRIPTION:

The 2006 Master Plan includes both Fuller-owned properties and non-Fuller owned properties; however, only the Fuller-owned properties are subject to the regulations of the Master Plan and Development Agreement. If Fuller purchased a property within the boundary, they would be subject to the regulations of the Master Plan and the Development Agreement. In July 2013, Fuller sold eight properties, totaling 3.8 acres, that were developed separately with multi-family units and a surface parking lot at 282 N. Los Robles Avenue. These properties were originally envisioned for redevelopment in the 2006 Master Plan. However, due to the decline in enrollment, Fuller no longer needed these properties to support campus operations. In 2022, The City Council approved the removal of 282 N. Los Robles Avenue from the Master Plan and Development Agreement to facilitate the construction of a multi-family residential development with 105 dwelling units not associated with Fuller.

Master Plan Amendment

The Master Plan Amendment includes a revised draft document and boundaries (Attachments C and D). The revised draft document details the proposed boundary and the applicant's justification for the change and maintains operational requirements for Fuller. Since no development is proposed, the revised draft document does not contain development standards to facilitate development. Currently, Fuller 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 outside the boundary and 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 (Central District – Mixed-Use Neighborhood or CD-MU-N, except for one parcel that is Central District Residential Multi-Family or CD-RM-87). The parcels could not be used again for Fuller purposes without another Master Plan Amendment.

As part of the Master Plan Amendment, the Applicant also proposes to extend the expiration date an additional 20 years (extending it from 2026 to 2046).

Development Agreement No. 19,378

The Development Agreement was approved in 2006 for a 20-year period and only applies to Fuller owned properties (Attachment J). It vests Fuller to the development standards in the 2004 Central District Specific Plan and the Master Plan, including the permitted uses, density/intensity of use, maximum heights, setbacks, and building square footages. In exchange, 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. Properties owned or sold by Fuller since 2006 continue to be subject to the Development Agreement, except for 282 N. Los Robles Avenue, which was formally removed in 2022 through the Amendment process.

Since Fuller does not intend to build out any of the academic or residential projects called out for by the 2006 Master Plan, Fuller proposes to cancel the Development Agreement. Cancelling the Development Agreement would also allow previously sold properties “non-core” properties that are sold or leased to be unencumbered by the provisions of the Development Agreement and subject to the underlying zoning regulations (i.e., the 2024 Central District Specific Plan).

Pursuant to Section 17.66.080 of the City’s Zoning Code, a Development Agreement can only be cancelled by mutual agreement of all parties to the agreement, including the City. The Applicant has obtained mutual agreement to cancel the Development Agreement by all properties owners whose properties are subject to the Development Agreement. The Planning Commission acts as a recommending body and the City Council has decision-making authority on cancelling the Development Agreement.

Tentative Parcel Map #240830

The application also includes a request to subdivide 261 N. Madison Avenue into two parcels, which would require the approval of a Tentative Parcel Map (Attachment E). The subject parcel is approximately 97,759 square feet or 2.24 acres in size, is double frontage, and is T-shaped with the larger frontage on N. Madison Avenue and the narrower frontage on N. Oakland Avenue. Currently, the parcel has a zoning designation of Public and Semi-Public (PS). The proposed subdivision would split the existing parcel, thereby creating an east parcel (Parcel #1 – 261 N. Madison Avenue) and a west parcel (Parcel #2 – 260 N. Oakland Avenue). Minimum lot width and area are determined through the subdivision process.

Parcel #1 is currently improved with a four-story, 179-unit student housing complex (Chang Commons). Proposed Parcel #1 would measure 76,746 square feet in area and would maintain an existing width of 358.15 feet along N. Madison Avenue. The Parcel would remain in the PS zone and will be designated as a “core” property.

Parcel #2 is currently improved with a two-story, 10-unit residential building, would measure 21,013 square feet in area, and would maintain an existing width of 105.15 feet along N Oakland Avenue. Parcel #2 is currently in the PS zone. However, the Applicant proposes to change the General Plan Land Use and Zoning Designations (as described below). The Parcel would no longer be used for Fuller campus purposes and will be designed as a “non-core” property.

No development is proposed for either parcel.

General Plan Land Use and Zoning Map Amendments

Fuller owned parcels have General Plan Land Use Designations of Institutional and Medium Mixed-Use Residential (87 du/ac, 0.0-2.25 FAR) and Zoning Designations of PS and CD-MU-N. The Applicant proposes to change Parcel #2’s General Plan Land Use Designation from Institutional to Medium Mixed Use Residential and Zoning Designation from PS to CD-RM-87 (Attachments F and G). This would make Parcel #2’s Designations consistent with its existing multifamily use and would match the Designations of the surrounding neighborhood. If Parcel #2 were to be sold, any new development would be subject to the current standards of the CD-RM-87 zoning district.

Historic Preservation

The 2006 Master Plan required Fuller to nominate Ford Place to the National Register of Historic Places, which Fuller accomplished in 2010. The Ford Place Historic District consists of a residential subdivision created in 1902, located south of East Walnut Street and centering on Ford Place (now North Oakland Avenue) and West Ford Place. Historically, the T-shaped arrangement

of Ford Place encompassed a four-square block area extending from North Oakland Street between Union and Walnut Streets, and Ford Place, which connects Oakland Street at mid-block with Los Robles Avenue. There are ten buildings and one grouping of landscape features that are contributors to the Historic District.

Currently the entire Historic District is within the Master Plan boundary. However, only the buildings fronting North Oakland Avenue will remain in the proposed boundary as “core” properties. Buildings along Ford Place are proposed to be located outside the boundary as “non-core” properties. All properties, regardless of whether they are within or outside the Master Plan boundary, would still be subject to the City’s Historic Preservation Ordinance.

ENVIRONMENTAL DETERMINATION:

An Initial Study (IS) and Environmental Impact Report (EIR) was prepared for the Pasadena General Plan in compliance with the California Environmental Quality Act (CEQA) and certified by the City Council on August 17, 2015 (State Clearinghouse No. 201391009). The EIR analyzed potential citywide impacts, broad policy alternatives, and programmatic mitigation measures associated with the General Plan Update.

An Addendum to the IS/EIR was prepared analyzing the proposed Master Plan Amendment and related applications (Attachment H). The Addendum was prepared pursuant to CEQA Guidelines § 15164(a) which allows a lead agency to prepare an addendum to a previously certified EIR if only minor technical changes or additions to the previously certified EIR are necessary but none of the conditions described in CEQA Guidelines § 15162 requiring preparation of a subsequent EIR are present. The Addendum found that the proposed applications will not result in any new, potentially significant impacts or a substantial increase in the severity of previously identified significant impacts that were not already analyzed in the General Plan EIR. The analysis demonstrated that the proposed applications would not result in conditions meeting the criteria set forth in CEQA Guidelines § 15162. Therefore, pursuant to PRC § 21166 and CEQA Guidelines § 15162, preparation of a subsequent EIR is not required. Refer to Attachment H for the Addendum to the General Plan EIR.

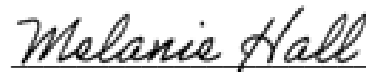
CONCLUSION:

The findings necessary to amend Fuller Theological Seminary Master Plan Amendment, Development Agreement cancellation, Tentative Parcel Map approval, and General Plan Land Use and Zoning Map Amendments can be made. Staff recommends that the Planning Commission recommend that the City Council make the required findings and approve the requested application.

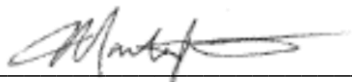
Respectfully Submitted,


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Attachments (10):

- Attachment A: Findings – Master Plan Amendment, Cancellation of the Development Agreement, Tentative Parcel Map #240830, General Plan Amendment, and Zoning Map Amendment
- Attachment B: Conditions of Approval
- Attachment C: Proposed Master Plan Boundary Map
- Attachment D: Draft Fuller Theological Seminary Master Plan
- Attachment E: Tentative Parcel Map #240830
- Attachment F: Proposed General Plan Diagram Amendment
- Attachment G: Proposed Zone Map Amendment
- Attachment H: Addendum to the EIR
- Attachment I: 2006 Master Plan
- Attachment J: 2006 Development Agreement (without exhibits)