

Agenda Report

February 3, 2025

TO: Honorable Mayor and City Council
FROM: 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 City Council:

1. Find that the 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. Adopt the Findings (Attachment A) to:
 - a. Approve the Master Plan Amendment, with the conditions of approval (Attachment B);
 - b. Cancel Development Agreement No. 19,378;
 - c. Approve Tentative Parcel Map #084630 to subdivide 261 N. Madison Avenue into two parcels (Parcel #1 at 261 N. Madison Avenue and Parcel #2 at 260 N. Oakland Avenue);
 - d. Approve a General Plan Diagram Amendment to change the land use designation for Parcel #2 from Institutional to Medium Mixed Use Residential; and
 - e. Approve a Zoning Map Amendment to change the zoning designation for Parcel #2 from Public and Semi-Public (PS) to Central District Residential Multi-Family (CD-RM-87).

3. Adopt a Resolution approving the Master Plan Amendment;
4. Direct the City Attorney to prepare an ordinance to cancel Development Agreement No. 19,378 within 60 days consistent with the provisions set forth in the agenda report;
5. Adopt a Resolution approving a General Plan Diagram Amendment to change the land use designation for Parcel #2 from Institutional to Medium Mixed Use Residential; and
6. Conduct first reading of an ordinance approving a Zoning Map Amendment to change the zoning designation for Parcel #2 from Public and Semi-Public (PS) to Central District Residential Multi-Family (CD-RM-87).

PLANNING COMMISSION RECOMMENDATION:

On October 9, 2024, the Planning Commission considered the proposed Fuller Theological Seminary Master Plan Amendment, and other related applications (Attachment C), and recommended that the City Council approve the Amendments as presented by staff, with an added condition of approval that allows Fuller to provide shared parking with neighboring commercial and residential uses, should they desire. Staff has incorporated the shared parking recommendation as a condition of approval.

BACKGROUND:

In 2006, the City Council approved a 20-year Master Plan and Development Agreement (Attachments D and E) for Fuller Theological Seminary (Fuller). 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 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 and the Coronavirus pandemic, Fuller has seen a shift from in-person learning to online study. This has resulted in an overall decline in enrollment, and with it, the need to build out the adopted Master Plan. This is reflected on the campus today, as the only completed development from 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.

PROJECT DESCRIPTION:

The 2006 Master Plan boundary 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 subsequently purchased a property within the boundary, it would be subject to the regulations of the Master Plan and the Development Agreement after an approved amendment to include the property. 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 development with 105 units not associated with Fuller.

Master Plan Amendment

The Master Plan Amendment includes a revised draft Master Plan, available in the Resolution accompanying this report, and revised boundaries in Attachment F. The revised Master Plan details the proposed boundary and the applicant's justification for the changes. No development is proposed and the revised Master Plan does not contain development standards to facilitate future development. Currently, Fuller owns 29 properties within the Master Plan boundary. The proposed boundary would include 15 Fuller-owned properties, which would be designated as "core" and 14 Fuller-owned properties, which would be designated as "non-core" (Attachment F).

"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 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. Once the "non-core" properties are sold or leased for non-Fuller purposes, they would no longer be subject to the Master Plan; instead, they would be subject to the underlying zoning district.

In the 2006 Master Plan, the number of on-site students was limited to 2,014 and the number of on-site faculty was not specified. The Amendment will reduce the maximum number of on-site students to 500 and limit on-site faculty to 121. Fuller currently provides approximately 450 parking spaces for "core" and "non-core" properties for students, faculty and guests. This may be reduced over time as "non-core" properties are sold or used for non-educational purposes. Nonetheless, a minimum 181 parking spaces will be maintained for "core" properties, which meets the parking requirements of the Zoning Code. The Applicant also proposes to extend the expiration date of the Master Plan an additional 20 years from the date of adoption.

Development Agreement No. 19,378

The Development Agreement was approved in 2006 for a 20-year period and will expire in 2026. It applies to all property owned by Fuller in 2006. 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, 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. Nine properties sold and formerly owned by Fuller 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.

Fuller has stated that since it does not intend to build out any of the academic or residential projects called out for by the 2006 Master Plan, they request to cancel the Development Agreement. Pursuant to Section 17.66.080 of the City's Zoning Code, the City Council has the authority to cancel a Development Agreement, provided there is mutual agreement of all parties to the Agreement, including the City. The Applicant has obtained agreement by all other owners whose properties have been sold that are still subject to the Development Agreement (Attachment F).

Tentative Parcel Map #084630

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 H). The subject parcel is 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 parcel creating an east parcel (Parcel #1 – 261 N. Madison Avenue) and a west parcel (Parcel #2 – 260 N. Oakland Avenue).

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

Parcel #2 is currently developed with a two-story, 10-unit student housing building. The parcel would measure 21,013 square feet in area and would maintain an existing width of 105.15 feet along North Oakland Avenue. The proposed parcel is currently in the PS zone. Fuller 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 designated as a "non-core" property.

No development is proposed for either parcel. The subdivision would allow for Parcel #2 to be developed in the future using the Central District, Residential Multi-Family, 0-87 dwelling units/acre (CD-RM-87) zoning standards, as discussed in the next section.

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 Central District, Mixed-Use Neighborhood (CD-MU-N). Fuller 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 I and J). 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.

COUNCIL POLICY CONSIDERATION:

The Master Plan Amendment and other applications are consistent with the City Council's strategic goal to support and promote the quality of life and the local economy. The Amendment and other approvals intend to facilitate the continued operation of Fuller as a graduate institution and are consistent with the General Plan, including Land Use Element Goal 17 – Educational System (for a strong and diverse educational system) and Policies 2.9 – Institutional Uses (including educational, religious, cultural and similar facilities that enrich the lives of Pasadena residents), 4.8 – Complete and Livable Neighborhoods (maintain neighborhoods around parks, schools and community meeting facilities) and 17.4 – Long-Range Planning for Private Schools (require private schools to collaborate with the City to ensure compatibility with the neighborhood or district in which they are located).

ENVIRONMENTAL ANALYSIS:

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 K). 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.

CONCLUSION AND RECOMMENDATION:

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. Therefore, Staff recommends that the City Council make the required findings and adopt the proposed Amendments. Staff also supports incorporating the additional condition of approval related to shared parking as recommended by the Planning Commission.

FISCAL IMPACT:

This action will not have a direct fiscal impact.

Respectfully submitted,




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Approved by:



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Attachments: (10)

- Attachment A: Findings for Master Plan Amendment, Cancellation of the Development Agreement, Tentative Parcel Map #084630, General Plan Amendment, and Zoning Map Amendment
- Attachment B: Conditions of Approval
- Attachment C: Planning Commission Hearing Staff Report (10/09/24 – without attachments)
- Attachment D: 2006 Fuller Master Plan
- Attachment E: 2006 Development Agreement (without exhibits)
- Attachment F: Existing and proposed Fuller Master Plan Boundaries
- Attachment G: Tentative Parcel Map #084630
- Attachment H: Proposed General Plan Diagram Amendment
- Attachment I: Proposed Zone Map Amendment
- Attachment J: Addendum to the 2015 General EIR