

A. INTRODUCTION

This section of the EIR evaluates the potential of the Project to have environmental effects related to land use and planning. It includes a review of the proposed Project for consistency with existing City and regional land use plans and policies.

B. ENVIRONMENTAL SETTING

The Project Site has a General Plan Land Use designation of Medium Mixed-Use and is currently zoned CD-3 (Central District Specific Plan, Walnut Housing Subdistrict) Zone.¹ The Project Site is also within the Central District Transit-Oriented Area, which establishes additional land use and parking requirements. The areas to the east and south of the Project Site also have a General Plan Land Use designation of Medium Mixed-Use and are in the CD-3 (Central District Specific Plan, Walnut Housing Subdistrict) Zone.² The area to the west has a General Plan Land Use designation of Medium Mixed-Use, and is zoned CD-2 (Central District Specific Plan, Civic Center/Midtown). Directly north of the Project Site is the I-210 Freeway.

The Project Site is located within a developed area of Downtown Pasadena and is surrounded by residential, commercial, retail, and recreational land uses. To the north is the I-210, with the Los Angeles County Metropolitan Transportation Authority (“Metro”) Gold Line running between the east- and westbound traffic lanes. To the west is a multistory office building, used by Kaiser Permanente, and its parking structure. The Fuller Theological Seminary campus is located southeast of the Project Site, with two small buildings located approximately 100 feet directly south of the Project Site. A gas station, bookstore, and coffee shop also border the southern boundary, with the aforementioned Fuller uses located between them. To the east of the Project Site are single- and multifamily residences, of which most are Fuller housing.³ Additionally, City Hall is located approximately 0.25 miles to the southwest of the Project Site.

C. REGULATORY FRAMEWORK

1. City of Pasadena

Local plans and regulations that govern land use development on the Project Site include the City of Pasadena General Plan, the Central District Specific Plan, and the Pasadena Municipal Code.

1 City of Pasadena, Central District Specific Plan, District-Wide Land Use Concept (2004).

2 City of Pasadena, Central District Specific Plan, District-Wide Land Use Concept (2004).

3 Fuller Theological Seminary, Pasadena Campus Map.

a. Pasadena General Plan

In accordance with California Law, the City of Pasadena General Plan (General Plan) provides the overall framework for translating broad community values and expectations into specific strategies for managing growth and enhancing the quality of life in the City. The Land Use Element of the General Plan was last updated in 2015. The foundation of the Land Use Element is the following set of Guiding Principles:

- Growth will be targeted to serve community needs and enhance the quality of life. Higher density development will be directed away from residential neighborhoods and into the Central District, Transit Villages, and Neighborhood Villages. These areas will have a diverse housing stock, job opportunities, exciting districts with commercial and recreational uses, and transit opportunities. New development will build upon Pasadena’s tradition of strong sense of place, great neighborhoods, gardens, plazas, parks, and trees.
- Pasadena’s historic resources will be preserved. Citywide, new development will be in harmony with and enhance Pasadena’s unique character and sense of place. New construction that could affect the integrity of historic resources will be compatible with, and differentiated from, the existing resource.
- Pasadena will be an economically vital city by providing jobs, services, revenues, and opportunities. A diverse economic base with jobs for Pasadena residents will be fostered; existing businesses will be encouraged to stay or expand; affordable housing will be provided for the labor pool; the continued fiscal health of the city will be ensured.
- Pasadena will be a socially, economically, and environmentally sustainable community. Safe, well designed, accessible and human-scale residential and commercial areas will be provided where people of all ages can live, work and play. These areas will include neighborhood parks, urban open spaces and the equitable distribution of public and private recreational facilities; new public spaces will be acquired. Human services will be coordinated and made accessible to those who need them.
- Pasadena will be a city where people can circulate without cars. Specific plans in targeted development areas will emphasize a mix of uses, pedestrian activity, and transit; public and private transit will be made more available; neighborhood villages and transit villages will reduce the need for auto use.
- 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.
- Community Participation will be a permanent part of achieving a greater city. Citizens will be provided with timely and understandable information on planning issues and projects; citizens will directly participate in shaping plans and policies for Pasadena’s future.
- Pasadena is committed to public education and a diverse educational system responsive to the broad needs of the community.

In achieving the Guiding Principles, the Land Use Element establishes a framework for development that promotes higher density, mixed-use, urban environments oriented to transit and pedestrian activity within specific, high-quality areas of the city that reflect the historic scale and character of Pasadena. Targeted areas include distinctly urban locations such as the urban core, underutilized properties, transit-oriented development areas, mixed-use areas, and urban villages. The Land Use Element also identifies a series of objectives and policies targeted towards implementing the Guiding Principles and the overall development framework.

The Land Use Element also incorporates Citywide Design Principles, which are a statement of the City's vision for the future of Pasadena. Applied citywide to all types of projects, the Citywide Design Principles provide overall guidance to new development, encouraging projects to complement the scale of the City and the quality of its finest architectural traditions. The Citywide Design Principles focus on enhancing the surrounding environment, incorporating human values and needs, and showing creativity and imagination. In addition, design guidelines supplement the Citywide Design Principles, offering more direction for proceeding with the design of projects. Design guidelines illustrate options, solutions, and techniques to achieve the goal of excellence in new design. The City has more than 30 sets of adopted design guidelines for areas with plans (e.g., specific plans, redevelopment plans, master development plans), historic properties, special uses, public alleys, signs, and commercial areas.

b. Central District Specific Plan

The Project Site is located within the Central District Specific Plan area, which functions as the city's urban core and encourages urban villages, work-live spaces, in-town housing, and cultural and entertainment opportunities. The Central District Specific Plan area encompasses 960 acres corresponding to the areas recognized by Pasadena residents as "Downtown." The Central District Specific Plan includes a vision statement and objectives that are intended to support the Guiding Principles of the General Plan. To implement this vision, the Central District Specific Plan provides District-Wide Land Use, Mobility, and Urban Design Concepts, which together offer a comprehensive vision for the physical design and development of Downtown Pasadena. Included within the District-Wide Land Use, Mobility, and Urban Design Concepts are specific development standards for permitted land use types, maximum housing density, maximum FAR, minimum and maximum building heights, required setbacks, open space, signage, and parking. The development standards of the Central District Specific Plan are codified in Chapter 17.30 of the Zoning Code, discussed below. Thus, a project that is consistent with the Zoning Code is in turn consistent with the development standards of the Central District Specific Plan.

The Project Site is located within the CD-3 (Walnut Housing) subdistrict. The subdistrict is intended to promote high-density, urban-village type residential development north of Colorado Boulevard and in

close proximity to the Lake Avenue Light Rail Station, as well as to balance the institutional growth and historic preservation activities of Fuller Seminary, prominently located within the subdistrict.

c. *Pasadena Zoning Ordinance*

The City’s Zoning Code (Title 17 of the PMC) implements the General Plan’s Land Use Element and its policies. The intent of the Zoning Code is to protect public health, safety, and the general welfare of residents and visitors in the City. The Zoning Code identifies particular uses permitted on each parcel of land in the City and sets forth regulations and standards for development to ensure that the policies, goals, and objectives of the General Plan are implemented. The current zoning designation on the Project Site is CD-3 (Central District Specific Plan, Walnut Housing Subdistrict). The purpose of the CD district is to implement the goals and development standards of the Central District Specific Plan.

d. *Fuller Master Plan and Development Agreement*

The Site was formerly owned by Fuller Theological Seminary (“Fuller”) and is included within the current Master Plan (MP) and Development Agreement (DA) between the City and Fuller. At the time the current MP was prepared in 2006, Fuller anticipated increasing on-campus enrollment and the MP identified the site as a potential location for additional student housing. The purpose of the DA was to implement the MP.

2. *Southern California Association of Governments*

The Southern California Association of Governments (SCAG) is the federally designated Metropolitan Planning Organization for six Southern California counties, including the County of Los Angeles. As such, SCAG is mandated to create regional plans that address transportation, growth management, hazardous waste management, and air quality.

SCAG’s *2012–2035 Regional Transportation Plan/Sustainable Communities Strategy* (“2012–2025 RTP/SCS”), adopted in April 2012, presents a long-term transportation vision through the year 2035 for the six-county region of Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura Counties. The mission of the 2012–2035 RTP/SCS is to provide “leadership, vision and progress which promote economic growth, personal well-being, and livable communities for all Southern Californians.”⁴ The 2012–2035 RTP/SCS places a greater emphasis on sustainability and integrated planning compared to previous versions of the RTP, and identifies mobility, economy, and sustainability as the three principles most critical to the future of the region. As part of this new approach, the 2012–2035 RTP/SCS establishes

4 SCAG 2012–2035 Regional Transportation Plan/Sustainable Communities Strategy, pp. viii, available at <http://rtpscs.scag.ca.gov/Pages/2012–2035-RTP-SCS.aspx>, accessed January 5, 2017.

commitments to reduce emissions from transportation sources in order to comply with Senate Bill (SB) 375; improve public health; and meet the National Ambient Air Quality Standards (NAAQS).

D. ENVIRONMENTAL IMPACTS

The analysis of potential land use impacts considers the Project's consistency with applicable plans, policies, and regulations that regulate land use on the Project Site, as well as the compatibility of the proposed uses with surrounding land uses.

1. Thresholds of Significance

The project is considered to have a significant impact to land use and planning, if it would:

Threshold 4.4-1: Physically divide an established community.

Threshold 4.4-2: Conflict with an applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to, the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.

Threshold 4.4-3: Conflict with any applicable habitat conservation plan or natural community conservation plan.

2. Project Impacts

Threshold 4.4-1: Would the project physically divide an established community?

The Project Site is located in an urbanized area featuring existing uses that are similar to the proposed uses. The Project would not result in the separation of related uses or disruption of access between land use types. Impacts would be less than significant and no mitigation is necessary.

Threshold 4.4-2: Would the project conflict with an applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to, the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect?

General Plan Land Use Element

The Project as proposed would be consistent with the overall intent of the City's Land Use Element. The project would target growth in the Central district at the density envisioned by the Land Use Element. The Land Use Element contains policies specific the Central District. The relationship of the Project to these policies is outlined in **Table 4.4-1, General Plan Land Use Element Policies for the Central District**.

Central District Specific Plan

The Project's land use and density comply with the standards of the Central District Specific Plan. The Project is consistent with the planning concept for the Walnut Housing Subdistrict, which the Specific Plan envisions as Downtown's main residential area north of Colorado Boulevard, with a transformation into a high-density urban-village.

Central District Zoning Ordinance

The Project is an allowed use within the CD-3 zone. In addition, the Project has been designed to meet the development standards of the zoning code. No variation or exception from the zoning code is sought.

Southern California Association of Governments

The Project would develop an underdeveloped site within an existing urban setting, focusing growth in a transit supported area. As such, the Project is consistent with the growth policies envisioned by SCAG.

Table 4.4-1
General Plan Land Use Element Goals and Policies for the Central District

Goals and Policies	Relationship of Project
Goal 31. Central District. The primary civic, business, financial, retail, entertainment, and cultural center of Pasadena with supporting housing enabling residents to live close and walk to these uses and access regional transit.	Supportive. The Project provides housing that enables residents to walk to transit and to the civic, business, financial, retail, entertainment, and cultural amenities of Pasadena's Central District.
Policy 31.1 Focus Growth. Focus growth in the Central District into key sub-areas including the Pasadena Playhouse, Civic Center/Midtown, Lake, Northwest Gateway, and Walnut Districts, and in proximity to the three Metro Gold Line stations, to support economic vitality while preserving and complementing the historic core.	Supportive. The Project introduces residential growth in a location targeted by the General Plan and the Central District Specific Plan.
Policy 31.2 Sub-District Identity. Enhance the distinctive, yet complementary nature of the Central District's sub-areas by recognizing and building on their unique attributes and features through signage, streetscape designs, design guidelines and encouraging new uses and infill development that fits with the vision of each sub-area.	Supportive. The vision of the Walnut Housing sub-area is to promote high-density, urban-village type residential development. The Project supports this vision. Design details will be developed through the design review process.
Policy 31.3 Del Mar, Memorial Park and Lake Transit Villages. Concentrate higher intensity development with a mix of retail, office, and multi-family housing uses that are compatible with one another expanding the customer base for local retail uses and supporting Metro Gold Line ridership.	Not applicable. Refers to locations other than the Project site.

Goals and Policies	Relationship of Project
Policy 31.4 Contextual Development in Historic Districts. Require new development within and adjacent to the historic districts to be compatible with the scale, density, and urban design features of existing historic buildings and districts.	Not applicable. The Project is not within or adjacent to a historic district.
Policy 31.5 Transit Options. Increase the network of transit, walking, and bicycling opportunities between sub-areas within the Central District through expanded services, additional rights of way/pathways with corresponding signage.	Not applicable. Policy refers to transit service and rights-of-way. The Project would not conflict with this policy as it would make no changes to, nor interfere with, transit facilities or rights-of-way.
Policy 31.6 Connections to Other Community Places. Establish and maintain pedestrian walkways that provide access to the other Community Places and encourage people to move freely between each sub-area within the Central District through a unifying/connected network of public areas.	Supportive. The Project would maintain the sidewalk system along the perimeter of the site and provide internal courtyards that allow for pedestrian access by residents through the site and to the existing sidewalks which in turn connect with the other places in the Central District area.
Policy 31.7 Expanded Economic Opportunities. Strengthen the Central District's economic vitality by supporting existing businesses and providing opportunities for new commercial development in underutilized areas with higher development capacity.	Consistent. The Project would realize the development capacity of the site and introduce a new residential population that would utilize the businesses of the Central District.
Policy 31.8 Street Vitality During Evenings and On Weekends. Sustain a vibrant pedestrian atmosphere in traditionally civic and office dominant sub-areas on evenings and weekends by encouraging additional residential and mixed-use development.	Consistent. The Project would introduce new residents who would utilize the dining, retail and cultural amenities of the Central District.
Policy 31.9 Housing Choice. Provide a wide variety of housing options in the Central District in terms of the type, location, size and price.	Consistent. The Project would introduce a new housing options.
Policy 31.10 Building Orientation. Require businesses to be oriented primarily to pedestrian streets and urban spaces and secondarily to parking lots and to provide visibility and accessibility to customers arriving on foot, by bicycle, and by automobile.	Supportive. The proposed buildings would be oriented to the public streets and interior landscaped courtyards. Parking would be hidden in subterranean levels.
Policy 31.11 Public Art Overlay Zone. Create a Public Art Overlay Zone to preserve and enhance existing art in the Civic Center area	Not applicable. Policy refers to overlay that is not applicable to the site.

Fuller Master Plan and Development Agreement

As noted previously, the site is within the current Fuller Master Plan (MP) and Development Agreement (DA) between the City and Fuller, and through the transfer of ownership to the Applicant, the Applicant is now also a party to the DA. When executed in 2006, the DA applied to Fuller-owned properties and was concerned with expansion of campus facilities, including academic construction and student housing. Since that time, Fuller determined that the site was not needed to meet its housing goals and sold the site. As the site is no longer owned by Fuller, the vision for the site contained in the MP is no longer applicable. The Applicant has requested that the City and Fuller amend the MP and DA to exclude the site.

This change would align the purpose of the MP with property ownership and the site would then be subject to the jurisdiction of existing underlying Zoning Code and Specific Plan.

Based on the above, the Project would not conflict with applicable land use plans, policies, or regulations. Impacts would be less than significant and no mitigation is necessary.

Threshold 4.4-3: Would the project conflict with any applicable habitat conservation plan or natural community conservation plan?

The Project Site is not subject to any applicable habitat conservation plan or natural community conservation plan. The Project Site is developed with existing buildings and surface parking, and is within an urbanized area. Therefore, the Project would not conflict with any conservation plans. There would be no impact and no mitigation is necessary.

E. CUMULATIVE IMPACTS

From a land use and planning perspective, the characteristics of the Project—redevelopment of underutilized property, development in close proximity to transit and within walking distance of amenities—is a desired and intended outcome of the City’s planning initiatives. As such, the Project does not incrementally contribute to any potential cumulative land use impacts.

F. MITIGATION MEASURES

The Project would not conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project adopted for the purpose of avoiding or mitigating an environmental effect. No mitigation is necessary.

G. LEVEL OF SIGNIFICANCE AFTER MITIGATION

Impacts would be less than significant, and no mitigation is necessary.