### 4.6 LAND USE AND PLANNING

This section of the EIR analyzes the proposed project's potential land use impacts. This section specifically addresses consistency and compatibility with applicable land use plans, policies, and regulations. The initial environmental study determined that impacts associated with the division of an established community, and conflicts with applicable habitat conservation plans were not significant and no further analysis is required. Members of the public raised the claim that in the initial study the proposed project was not being measured against the correct land use regulations. Information and analysis presented in this section is intended to identify those land use regulations that are applicable and why. Accordingly, the analysis herein is based on the current applicable land use regulations, including the General Plan, Central District Specific Plan and City of Pasadena Zoning Ordinance.

This section of the EIR also presents pertinent information on the two non-applicable planning documents (the *Civic Center / Midtown Programming Effort Report* and the *Civic Center Specific Plan*) that guided development in specific areas of downtown prior to the adoption of the *Central District Specific Plan* and which gave rise to the public claims regarding applicable land use regulations. The City Council adopted the Central District Specific Plan on November 8, 2004 which specifically superseded the *Civic Center / Midtown Programming Effort Report* and the *Civic Center Specific Plan*. A description of these documents is provided as reference in Appendix E. The intent of this information is to clarify the status of these two documents and their inapplicability to the project site.

## 4.6.1 Setting

- **a.** Surrounding Land Uses. All Saints Church is surrounded by a mix of governmental facilities, office uses and commercial businesses. City Hall is across Euclid Avenue to the west. The Kaiser Permanente parking lot and offices are across Walnut Street to the north. Adjacent uses immediately to the east and south include the Plaza Las Fuentes complex. Uses in the vicinity, to the south, include multi-story residential and office buildings, multi-level parking structures, surface parking lots, and the Western Asset office complex. Paseo Colorado shopping center and residences are located across Colorado Boulevard one block to the south.
- **b. Project Site.** All Saints Church is a three-parcel, 2.79-acre site located along Euclid Avenue south of the intersection with Walnut Street. The northernmost parcel facing Walnut Street (202 N. Euclid Avenue) is 21,021 square feet in area and is developed with a small commercial building used for storage and a 55-space surface parking lot. The middle parcel facing Euclid Avenue (164 N. Euclid Avenue) is 22,465 square feet in area and is developed with a 57-space surface parking lot which serves the adjoining Church and ancillary uses (child daycare facility). The southernmost parcel is 1.96 acres and is developed with the sanctuary, rectory, parish hall (Regas House), Scott Hall (previously used as a day-care center), and an office trailer. The remnant wall of the Maryland Hotel encloses the area used as outdoor play space for the day-care facility.

### 4.6.2 Regulatory Setting

- a. Regulatory Framework. The City of Pasadena is the regulatory agency with jurisdiction over the proposed project. Development and use of the private property is required to comply with the Pasadena Municipal Code (zoning code), the City of Pasadena's General Plan, and the Central District Specific Plan that implements the City's General Plan Land Use Element. The City of Pasadena General Plan and zoning code provide regulations governing land use, which are intended to guide future growth and development. The General Plan is the fundamental planning policy document of the City, providing a "blueprint" for growth and development that lays out specific strategies which reflect the community's values and guide all of the municipal government's day-to-day decisions, plans and priorities. The zoning code regulates where various land uses may be located and places restrictions on specific uses as well as building placement and envelope (bulk/massing). A lot line adjustment, which is a necessary subsequent entitlement, is processed and reviewed under the provisions of Pasadena Municipal Code Title 16 Subdivisions.
- b. General Plan Land Use Classification and Zoning Designation. The zoning designation for All Saints Church is CD-2 (Central District subarea 2, Civic Center / Midtown). The General Plan Land Use Designation for All Saints Church is Central District Specific Plan in the adopted 2004 Land Use Element. The All Saints Church project site is located within the Pasadena Civic Center Historic District (1980), listed in the National Register. The Chapter on Cultural Resources addresses the potential impact to historic resources including the Historic District and the application of the Secretary of the Interior's Standards for Rehabilitation to the proposed project.

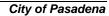
# 4.6.3 Impact Analysis

**a. Methodology and Significance Thresholds.** The assessment of land use and planning impacts involves analysis of applicable land use regulations, policies and programs. The Environmental Impact Report discusses consistency with the goals, policies and objectives of the General Plan, Central District Specific Plan and Zoning Code.

In accordance with the CEQA Guidelines, the following standards were used to evaluate the potential for land use impacts that my result from construction of the project. The project would have a significant impact if it will:

- Physically divide an established community
- Conflict with any applicable habitat conservation plan or natural community conservation plan
- 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.

As indicated in the Initial Study (see Appendix A), the proposed project would not physically divide an existing community. The All Saints Church site is surrounded by development on all sides and the project is an infill development on an already developed, contiguous site within an urbanized area. No adverse impact would occur.



As indicated in the Initial Study, the proposed project would not conflict with habitat conservation or natural community conservation plans. There are no adopted Habitat Conservation or Natural Community Conservation Plans within the City of Pasadena. There are also no approved local, regional or state habitat conservation plans in Pasadena. There are no designated natural communities in the City. Within the City's boundaries, the natural habitat areas identified are the upper and lower portions of the Arroyo Seco, the City's western hillside area, and Eaton Canyon. All Saints Church is located in an urbanized area approximately 1.5 miles away from the nearest habitat restoration areas of the Arroyo Seco; therefore, no impact would occur.

### b. Project Impacts and Mitigation Measures.

#### Impact LUP-1

Scenario 1 and Scenario 2 of the proposed 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. Scenario 1 and Scenario 2 of the project would not conflict with the City of Pasadena's General Plan, Central District Specific Plan, or Zoning Ordinance. Scenario 1 and Scenario 2 of the project layout implement the objectives of the Specific Plan to provide active uses and a comfortable pedestrian environment along the street edge. The site plan has already been modified in response to direction from the Planning Commission and Design Commission. Therefore, the proposed project would not cause any significant land use impacts and the impact would be Class III, less than significant.

The City's General Plan includes goals, policies and objectives that balance the needs and expectations of residents, business owners, and institutions. The seven guiding principles of the General Plan ensure that residential neighborhoods are protected and change is in harmony with Pasadena's history and environment. Citizen participation is highly valued, as is reducing automobile dependency. The principles promote Pasadena as a healthy family community that is an economically vital, cultural center for the region. The Land Use Element was last updated on November 8, 2004, together with the Mobility Element of the City's General Plan. The Central District Specific Plan and Zoning Code (Pasadena Municipal Code) which govern uses and set development standards for private properties were considered concurrently with the General Plan update.

General Plan – Land Use Element. The General Plan principles, objectives and policies are reviewed to determine if the project objectives are aligned with the City's vision and goals for future development. The following guiding principles, objectives and policies of the Land Use Element are found to be applicable to the All Saints Church Master Plan:

Guiding Principle 1 Growth will be targeted to serve community needs and enhance the quality of life.

- Objective 1 Targeted Development: Direct higher-density development away from Pasadena's residential neighborhoods and into targeted areas, creating an exciting urban core with diverse economic, housing, cultural and entertainment opportunities.
  - Policy 1.1 Targeted Development Areas: Geographical areas have been identified where the bulk of future economic development is to occur.
  - Policy 1.3 Transit-Oriented and Pedestrian-Oriented Development: Within targeted development areas, cluster development near light rail stations and along major transportation corridors thereby creating transit oriented development "nodes" and encouraging pedestrian access.
- Guiding Principle 2 Change will be harmonized to preserve Pasadena's historic character and environment
  - Objective 5 Character and Scale of Pasadena: Preservation of Pasadena's character and scale, including its traditional urban design form and historic character, shall be given highest priority in the consideration of future development.
    - Policy 5.5 Architectural and Design Excellence. The City shall actively promote architectural and design excellence in buildings, open space and urban design and shall discourage poor quality development.
    - Policy 9.5 Stewardship of the Natural Environment: Encourage and promote the stewardship of Pasadena's natural environment, including water conservation, clean air, natural open space protection, and recycling. Encourage the use of native, water conserving and regionally appropriate landscaping.
- Guiding Principle 4 Pasadena will be promoted as a Healthy Family Community
  - Objective 18 Improved Environment: Improve the quality of the environment for Pasadena and the region.
    - Policy 18.6 Construction Materials Recycling: Promote recycling of construction materials to reduce use of natural resources and minimize impacts in waste management.
- Guiding Principle 5 Pasadena Will Be A City Where People Can Circulate Without Cars.
  - Objective 21 Circulation: Make Pasadena a city where there are effective and convenient alternatives to using cars.
    - Policy 21.5 Parking Management: Manage parking to reduce the amount of land devoted to frequently vacant parking lots.
- Guiding Principle 6 Pasadena Will Be Promoted as a Cultural, Scientific, Corporate, Entertainment and Educational Center for the Region.
  - Objective 24 Existing Institutions: Provide long-term opportunities for growth of existing cultural, scientific, corporate, entertainment and educational institutions in balance with their surroundings.
    - Policy 24.1 Expansion: Recognize and support the expansion opportunities of existing regionally significant cultural, scientific, corporate, entertainment and educational institutions.
    - Policy 24.2 Land Use Opportunities: Provide land use opportunities to retain and to develop regionally significant cultural, scientific, corporate, entertainment and educational uses.

- Guiding Principle 7 Community participation will be a permanent part of achieving a greater city.
  - Objective 26 Information: Provide clear, understandable information to encourage more citizen involvement in the planning process from the Pasadena community.
    - Policy 26.3 Proposed Projects: Information on proposed projects with upcoming public hearings will be available from the City's Neighborhood Connections office.
  - Objective 27 Participation: Provide numerous opportunities for citizens to become involved in planning decisions.
    - Policy 27.4 Consultation: Encourage project applicants to contact the surrounding neighborhood prior to submitting a formal application for the project. Applicants will be encouraged to seek comments from residents and work with them to resolve conflicts on design, traffic, noise, use of the site and other impacts specifically related to the project.
    - Policy 27.5 Neighborhood Meetings: In addition to the applicant's meeting with the neighborhood prior to submitting a formal application, the City will hold a neighborhood meeting for General Plan Amendments, Zone Changes, Planned Developments, and Master Developments Plans to ensure that issues important to the neighborhood have been identified. If issues arise that need to be mediated between the applicant and the neighborhood, additional meetings will be held.

General Plan - Consistency Analysis. The following findings are provided to demonstrate compliance with the General Plan - Land Use Element principles:

Guiding Principle 1 – Growth will be targeted to serve community needs and enhance the quality of life.

The project site is located within the Central District Specific Plan area, which is identified by the General Plan as one of several areas within the City targeted to accommodate future growth. The proposed expansion of the religious facilities with an outdoor café and gymnasium or senior housing building will add to the diverse uses in the Civic Center area. The project site is located along Walnut Street, a multi-modal transportation corridor, and within walking distance to the Metro Gold Line station at Memorial Park.

Guiding Principle 2 – Change will be harmonized to preserve Pasadena's historic character and environment.

The site layout and building shape are sensitive to the design elements of both the existing Church and surroundings. The layout of the buildings is organized around a central courtyard much like the original church cloister although in a north-south orientation rather than and east-west orientation. The north-south orientation is reflective of the courtyard and fountains on the adjacent Plaza Las Fuentes complex. The proposed new buildings correspond to the contextual environmental setting and the building orientation around a central courtyard carries forward the traditions and character of Pasadena development by taking advantage of the mild climate and using outdoor rooms as usable space. Native, water conserving landscaping appropriate for the regional climate would be used throughout the site. Maximizing the use of outdoor areas reduces the quantity of enclosed space necessary and ensures access to light and air to adjacent buildings. The proposed building mass and bulk



reflect the existing scale of surrounding structures and create a horizontal and vertical visual rhythm along the streetscape. Building A and Building E would face Euclid Avenue and Walnut Street, respectively. Preliminary designs show that from the existing plaster wall northward (Maryland Hotel wall), Building A includes a colonnade with stone detailing creating a sense of depth along the street. The plans indicate that Building E uses the same stone for the perimeter wall along the Euclid Avenue edge. These buildings are placed along Euclid Avenue with an outdoor dining courtyard providing a horizontal break between them. The vertical scale of Building A aligns with the height of the existing church buildings. Under the senior housing option, this taller building, placed at the northernmost portion of the site, "bookends" the block by mirroring the existing Maryland Apartments at the southern end of Euclid Avenue. The taller, senior-citizen housing building would be located between the 12story Westin Hotel and Los Angeles County Courthouse building along Walnut Street. Under the second scenario, the project would include a gymnasium that would be a lower scale alternative at 41 feet in height. Buildings B and C are placed toward the interior of the site and are primarily visible to the public through the courtyard spaces. Thus, the building massing under either option both correlates to the existing church buildings, the Euclid Avenue block as a whole, and the surrounding buildings along Walnut Street. The Master Plan for the proposed expansion preserves the existing cultural resources (All Saints Church original sanctuary, lawn, and Maryland Hotel wall).

Guiding Principle 4 – Pasadena will be promoted as a Healthy Family Community.

The proposed building would be constructed in accordance with the City's Green Building Practices Ordinance. The courtyards include the use of native plants and water conserving materials appropriate for the regional climate that reduce the use of natural resources. The proposed project would provide community serving uses including a day care center and after school recreation programs.

Guiding Principle 5 - Pasadena Will Be A City Where People Can Circulate Without Cars.

The ancillary off-street parking use during weekdays would benefit surrounding property and business owners. Use of alternate modes of transportation is encouraged as All Saints Church is located within a 1/2 mile of two Gold Line Metro light rail stations, Memorial Park and Lake Avenue, and within short walking distances to various local and regional bus lines, particularly those that travel along Colorado Boulevard, one block to the south.

Guiding Principle 6 - Pasadena Will Be Promoted as a Cultural, Scientific, Corporate, Entertainment and Educational Center for the Region.

The proposed project supports the objective of creating an exciting urban core by expanding the existing institution that serves residents in the community. The All Saints Church Master Plan will accommodate the current and future program needs of a significant Pasadena institution. Further, the placement of a signature building by a Pritzker-prize winning architectural firm in the Civic Center will add to the architectural richness of the Central District.

Guiding Principle 7 - Community participation will be a permanent part of achieving a greater city.

This EIR is the second attempt to complete CEQA review for the project. The first attempt went through the proper procedures for public notice and involvement and resulted in a draft mitigated negative declaration. The community expressed dissatisfaction with the analysis therein and, in deference to that dissatisfaction, the applicant and the City undertook to draft this EIR. Notices of neighborhood meetings, advisory reviews, public hearings, and the scoping meeting for the environmental impact report were mailed to property owners and stakeholder groups. Information on public hearings was also emailed as part of the Neighborhood Connections email newsletter and notices were posted on the City's internet website. In addition to these public meetings, representatives for All Saints Church met with citizens and stakeholder groups to describe the objectives of the project and attempt to resolve issues regarding project design.

Central District Specific Plan / Zoning Ordinance. The Central District Specific Plan implements the City's General Plan, and land use entitlements are required to be consistent with its policies, standards and guidelines. The zoning ordinance codifies the use regulations and development standards of the Central District Specific Plan (CDSP). The purpose of the Civic Center/Midtown subdistrict of the CDSP is, "... to strengthen its role as the symbolic and governmental center of the City, supporting civic, cultural, and public service institutions, while augmenting the character of the area with a complementary mixture of uses." The purpose of the Zoning Ordinance is to list the land uses that may be allowed within the Central District, determine the type of land use permit/approval required for each use, and provide basic standards for site layout and building size.

<u>Central District Specific Plan - Consistency Analysis.</u> The Central District Specific Plan includes planning concepts that are used to evaluate the project. These planning concepts are stated below and narrative describing the project's adherence to these concepts follows. The project's consistency with the Citywide Design Principles and Design Criteria is further described in the Section 4.1, *Aesthetics*, of the EIR.

The precinct character is defined as the City's symbolic center and calls for building design to be the highest quality and respectful of the landmark civic buildings in the area.

The Master Plan for All Saints Church indicates that the preliminary design uses high-quality building materials including cast stone, copper details, architectural concrete, metal panels, structural glass, tubular steel railings, and stone veneer exteriors. The site design places smaller scale buildings (two and three-stories) near the original church cloister and taller buildings at the north and east edges of the project site. The site layout utilizes outdoor areas as functional space enabling the use of lower scale buildings to accommodate the programmatic needs of the church. The West Building matches the height of the existing Rectory and the Forum building is lower in height than the original sanctuary. The three new buildings closest to the original church are below the allowable 75-foot height limit for the area. The height of the fourth building under the senior housing option would be at the maximum height while the gymnasium option would be 41 feet tall. The building placement is respectful of the original church cloister by setting aside a significant amount of space to serve as a transition between the existing historic buildings and the new structures.

The plan encourages new buildings to accommodate pedestrian movement along Euclid Avenue to reinforce the link between the Civic Center core and the commercial activity along Colorado Boulevard to the south.

The West Building and outdoor café face Euclid Avenue and would be placed behind a landscaped setback that matches the placement of the original church cloister from the street. The West Building and North Building façades incorporate a variety of building materials and are articulated to create visual interest along Euclid Avenue. The building placement with transitional open space courtyards in between the West and North Buildings follow the traditional pattern of development along Euclid Avenue. The availability of off-street parking will benefit the institutional uses in Civic Center in general, and other nearby uses, like the nearby restaurants specifically, by allowing pedestrians to park once and walk to multiple destinations.

The layout of new buildings should define streets with courtyards and formal open spaces interior to the block.

The Church expansion is oriented around a central open space (pre-function garden). Two open spaces which are along the interior of the block serve as transitional areas leading from Euclid Avenue to the large central courtyard. An open space separates the new West Building and existing Rectory and serves as a visual and physical transition between the existing historic buildings and the new structures. The forecourt also serves as a terminus to the Euclid Avenue streetscape view from Thurgood Marshall Drive. The outdoor café serves as a courtyard between the North Building and the West Building.

Zoning Ordinance - Consistency Analysis. Religious facilities with a columbarium are a use allowed by right in the CD-2 zone. The Master Plan encompasses ancillary uses that are conditionally permitted in the CD-2 zone. The zoning ordinance includes provisions allowing concurrent review of conditional use permits for shared parking, use of tandem parking, and operation of a commercial off-street parking lot.

Several variances are under consideration because of building and structure placement on the site. The site layout requires a variance to provide a greater setback than is allowed to create space between Building A and the Maryland Hotel wall, a variance to construct a six-foot fence/gate along the perimeter to secure the property, a variance to construct a columbarium near the east side property line, and a lot line adjustment (Certificate of Exception). The proposed project is generally consistent with the zoning designation.

The proposed project is designed to carry out the goals and objectives of the Central District Specific Plan. The Master Plan for All Saints Church complies with the goals, purpose and intention of the CD-2 (Civic Center/Midtown Subdistrict of the Central District Specific Plan) zoning classification.

Mitigation Measures. None required.

c. Cumulative Impacts. As indicated in Table 3-1, in Section 3.0, *Environmental Setting*, about 1.2 million sf of non-residential development and two thousand dwelling units are planned and pending in the site vicinity. The project is consistent with the General Plan of the City of Pasadena which is the long-term planning document for the City. The project does not require an amendment to the Land Use Element of the General Plan nor does it require changes to the zoning map. The project would occur in two phases with the North Building being constructed after the three other buildings are complete. These buildings may be constructed at the same time that other related projects would occur. Although other related projects contribute to overall density and intensity of development, the project is consistent within the intensity and density anticipated in the City's General Plan and the implementing Central District Specific Plan and zoning ordinance. Other related projects are required to be consistent with these applicable land use plans as well, and therefore there is not a cumulatively considerable land use impact arising from the list of projects (see Table 3-1). Thus, the project's incremental effect on land use is not cumulatively considerable, and the project would not result in potentially significant cumulative land use impacts.

Mitigation Measures. None required.

## 4.6.4 Civic Center - Prior Planning Documents

The following discussion establishes the justification for an analysis of potential project impacts within the framework of the General Plan, Central District Specific Plan and Zoning Code, and rejection of the use of any other land use planning document. The need for this analysis was driven by community concern and controversy over the governing land use documents.

Through the years, the downtown area has been the focus of numerous planning studies which preceded preparation and adoption of the Central District Specific Plan (CDSP). Two of these plans are the *Civic Center Specific Plan* and the *Civic Center / Midtown Programming Effort Report* (*Gray Book*). During preparation of the CDSP, both documents were analyzed and pertinent provisions were ultimately incorporated into the CDSP. Appendix B of the *Central District Specific Plan* lists these and other planning documents that were analyzed, generally incorporated into the CDSP, and, in effect, superseded by the Specific Plan to avoid confusion over their applicability. The goal was to avoid redundancy and occasional inconsistencies by merging these sets of planning studies and recommendations into one and consolidating some of these documents in the CDSP. Information on the *Civic Center Specific Plan* and *Gray Book* are provided below to describe the legislative history of these documents in reference to the CDSP.

**a.** Civic Center Specific Plan (March 20, 1990; amended July 11, 1994). The *Civic Center Specific Plan* was a framework for development with highly detailed, parcel-specific development standards and guidelines for properties within the Civic Center area. The major goals and purpose of the Specific Plan were intended to preserve and enhance the civic identity of the Civic Center area. The *CDSP* essentially incorporated those planning concepts for the Civic Center area as shown in Table 4.6-1 below.

Table 4.6-1
Goals & Planning Concepts Comparison

Civic Center Specific Plan	Central District Specific Plan – Civic Center / Midtown Planning Concepts
Bring the "City Beautiful" vision of the Bennett plan up-to-date;	"City Beautiful" Vision:realization of 1920's "City Beautiful" Vision should be advocated through 1) preservation of historically significant buildings; 2) requirements for new buildings that are complementary to existing landmarks; and 3) reintegration of the Beaux-Arts axial plan.
Preserve, maintain and contribute to Pasadena's cultural heritage;	Civic-minded Architecture: New buildings should exhibit permanence and quality, as well as respect the dominance and monumentality of major civic buildings, and the scale and form of existing historic structures.
Make the Civic Center an important destination in Pasadena;	Major Public Spaces: Investment in public space should enhance [the Civic Center's] most unique attribute – its civic character.
Make a commitment to housing in the Civic Center;	Civic Identity: the Sub-district should also provide for the integration of a complementary mix of commercial and residential uses; these will add vitality to the area.
Give support to the religious and service institutions;	Civic Identity: Land Uses should promote civic life, with a predominance of civic, cultural and public service institutions and activities.
Connect the Civic Center to other areas of development; and	Mid-Town Commercial Enterprise: Mixed-use and commercial activities should be most prominent along Colorado Boulevard, Pasadena's "main Street", [to complement] the retail entertainment core of Old Pasadena.
	Visual and Physical Connections: The Civic Center / Midtown area should continue to be highly accessible and well-connected to its surroundings to encourage public participation in the civic life of the community.
7. Undertake public actions that will reinforce the Civic Center Master Plan.	Major Public Spaces: Investment in public space should enhance [the Civic Center's] most unique attribute – its civic character.

The Civic Center Specific Plan contained both general guidelines and a development framework for buildings in the Civic Center area. General guidelines intended to ensure a coherent urban environment in the overall Civic Center while development framework accounted for the distinctive characteristics of particular sites and sub-areas. The development framework included an accompanying diagram for the project site. The *Gray Book* carried forward these key concepts but with more flexibility for building layout. Further information regarding the *Gray Book* is provided below. Likewise, the CDSP adopted the vision, goals and objectives from both of these plans calling for civic minded architecture, visual and physical connections to the surroundings, and public spaces that emphasize the area's civic identity for the Civic Center area in general but with still more flexibility for building layout. Consequently, Appendix B of the Central District Specific Plan noted that, "...the *Civic Center Specific Plan* will no longer apply following adoption of the Central District Specific Plan [November 8, 2004]." In the

Appendices, Table 8: Document Status also indicated that the *Gray Book* was superseded by both the Central District Specific Plan and the Pasadena Civic Center/Mid-town District Design Project: Refined Concept Plan.

#### b. Civic Center / Mid-Town Programming Effort Report (Gray Book - April 6, 1998).

The Civic Center / Midtown Programming Effort Report, commonly referred to as the "Gray Book," was a program to reinvigorate the "heart" of the City. It established a framework for major private development anticipated in the Civic Center area as well as for major public spaces, streets and streetscapes. The City Council accepted this report from the Mayor and the City Center Task Force on April 6, 1998 (see Appendix E, Attachment B: Minutes of April 6, 1998 City Council Meeting). The report contained a set of recommendations that intended to capitalize on redevelopment of four opportunity sites within the Civic Center District¹. Development on these four sites, the Civic Auditorium, Plaza Pasadena (Paseo Colorado), the "Broadway Block" (Western Asset), and the "CenFed Block" (Montana I) are now complete (except for phase II of the Montana project). The Gray Book was used as a guide to direct design efforts of opportunity sites.

The Central District Specific Plan generally assimilated the goals of the *Gray Book* and reiterated the key concepts relevant to the Civic Center as shown in the table below. The Central District Specific Plan is the vehicle for implementing the *Gray Book's* vision, objectives, and programs. A vision statement for the entire Central District and planning objectives reflective of the General Plan Guiding Principles provided a policy framework for the CDSP. Table 4.6-2 shows a comparison of the objectives and concepts contained within the Gray Book and the Central District Specific Plan.

Table 4.6-2
Objectives & Concepts Comparison

Gray Book – Overall Objectives	Central District Specific Plan – Planning Objectives & Civic Center / Midtown Planning Concepts
The Program should reestablish and enhance the City Beautiful axial plan by emphasizing the visual connectivity and formal grouping of major buildings, mountain vistas, street trees, courtyards, floral gardens, water features and the linkage through boulevards, avenues, and streets of public spaces and squares;	<ul> <li>CD Objectives 6 &amp; 7: Reinforce district character; preserve historic &amp; cultural resources.</li> <li>"City Beautiful" Vision:realization of 1920's "City Beautiful" Vision should be advocated through 1) preservation of historically significant buildings; 2) requirements for new buildings that are complementary to existing landmarks; and 3) reintegration of the Beaux-Arts axial plan.</li> </ul>
The City's architectural heritage as expressed in its public buildings Civic Center should be preserved and enhanced by restoring public buildings and encouraging new buildings which are consistent with that heritage of quality;	<ul> <li>CD Objectives 6 &amp; 7: Reinforce district character; preserve historic &amp; cultural resources.</li> <li>Civic-minded Architecture: New buildings should exhibit permanence and quality, as well as respect the dominance and monumentality of major civic buildings, and the scale and form of existing historic structures.</li> </ul>

<sup>&</sup>lt;sup>1</sup> The Civic Center District generally encompassed the Central Library on the north, Los Robles Avenue on the east, Cordova Street on the south, and Marengo Avenue on the west.



Table 4.6-2
Objectives & Concepts Comparison

Gray Book – Overall Objectives	Central District Specific Plan – Planning Objectives & Civic Center / Midtown Planning Concepts
The Civic Center/Mid-town District should be reinforced and enhanced as a unique destination by encouraging a mix of uses, by creating a pedestrian and accessibility friendly environment by both active and passive recreation and resting areas, and by promoting a balanced transportation system;	<ul> <li>CD Objectives 6 &amp; 7: Reinforce district character; preserve historic &amp; cultural resources.</li> <li>CD Objectives 12, 22-25, &amp; 30: Diversify downtown economy; reduce auto dependency, minimize traffic impacts, manage parking facilities, promote transit usage, and make downtown walkable; support institutional growth.</li> <li>SE1.2 Design all downtown streets for safe and comfortable movement on foot, incorporate a high level of streetscape amenity</li> </ul>
The District should be comprised of a distinctive mix of uses including retail, hotel, office, governmental, recreational, conference center, cultural, institutional, entertainment and housing of all types and for all incomes;	<ul> <li>CD Objectives 2, 3 &amp; 5: Identify growth areas; develop urban land patterns; build housing downtown.</li> <li>Civic Identity: Land Uses should promote civic life, with a predominance of civic, cultural and public service institutions and activities.</li> <li> the Sub-district should also provide for the integration of a complementary mix of commercial and residential uses; these will add vitality to the area.</li> </ul>
The District should be economically vital, encouraging and enhancing private investment opportunities as well as public/private partnerships which fulfill the City's goals and objectives for the Civic Center/Mid-town District, including the provisions of cultural institutions and activities;	<ul> <li>CD Objectives 11-15: Provide economic opportunity; diversify downtown economy; encourage business retention; promote job growth; maintain fiscal health.</li> <li>Mid-Town Commercial Enterprise: Mixed-use and commercial activities should be most prominent along Colorado Boulevard, Pasadena's "main Street", [to complement] the retail entertainment core of Old Pasadena.</li> </ul>
The public and public/private financing plan for the Civic Center/Mid-town District must reflect realistic and politically acceptable sources of financing as well as entrepreneurial and job opportunities for Pasadena residents;	CD Objectives 11-15: Provide economic opportunity; diversify downtown economy; encourage business retention; promote job growth; maintain fiscal health.
The design of public spaces and major public gathering places shall be of very high quality.	<ul> <li>CD Objectives 20: Increase recreational opportunity.</li> <li>Major Public Spaces: Investment in public space should enhance [the Civic Center's] most unique attribute – its civic character.</li> </ul>

The Central District Specific Plan includes private realm design guidelines in addition to the district-wide concepts that establish the allowable uses and provide direction for site design as well as overall building bulk/mass. The Central District Specific Plan incorporated "...to the extent feasible" key concepts expressing community values but, it did not incorporate the site

specific layouts of the *Gray Book* because of the regulatory ambiguity of the development envelope diagrams. Furthermore, the summary of the *Gray Book's* design program states that, "[t]he Proposed Alternative composite drawing graphically illustrates the recommendations for the buildings, open space, landscape, traffic and parking for the Civic Center/Mid-Town District. Although the plans and massing of future projects may differ somewhat from these graphic recommendations, these projects should nevertheless adhere to the fundamental principles, purposes and recommendations set forth in this Program."

Prior to being superseded by the CDSP, questions were raised about the applicability of the *Gray Book's* recommendations. The Council had accepted the report but the recommendations were not codified which led to ambiguity regarding how the specific recommendations would be implemented. On March 13, 2002, an information item was provided to the Planning Commission from the Director of Planning & Development regarding the *Gray Book* (see Appendix E, Attachment C). The information item describes the *Gray Book* recommendations as giving negotiated direction for planning and design efforts to support the reinvestment in the existing civic buildings and forthcoming reinstatement of the axial Bennett Plan. Although the *Gray Book's* recommendations reflected a consensus of the Civic Center Task Force, they, "d[id] not have the preciseness of the City's zoning code nor the refinement of the specific plans." At the time, the Central District Specific Plan was being prepared and the pertinent recommendations of the *Gray Book* were to be incorporated therein as implementation measures.

c. Review of Draft Central District Specific Plan. On December 8, 2003, the City Council approved in concept the initial *draft Central District Specific Plan (draft CDSP)*. The *draft CDSP* included four appendices: A) General Plan Consistency; B) Prior Downtown Planning Efforts; C) Civic Center / Midtown Development Guidelines; and D) Community Participation Process. Appendix B, listed the Civic Center Specific Plan and the Gray Book as superseded by the CDSP.

The inclusion of portions of the "Urban Design Program" of the *Gray Book* as Appendix C may have made it unclear that the *Gray Book* was no longer applicable. While the *Gray Book's* design recommendations in Appendix C of the *draft CDSP* included maps (district wide urban design concepts) and text (sub-district design guidelines) pertinent to the identified opportunity sites, it was particularly noted that the illustrative concepts (development envelope diagrams) were not intended to be limiting and other configurations could be allowed.

In the process of finalizing the CDSP, the Planning Commission staff report noted that there are overlapping issues among two or more of the four prior planning documents. During review of the conceptually approved *draft CDSP* over the summer of 2004, Appendix C was deleted to avoid ambiguity as to its applicability. As mentioned in Appendix B, the pertinent policies, guidelines, and recommendations from these "Downtown" studies were incorporated into the *draft CDSP* with the goal of minimizing redundancy and eliminating inconsistencies found in these documents.

On November 8, 2004, the City Council adopted the resolution approving the CDSP with attached modifications (Attachment N of the agenda report in Appendix E). Attachment N was the five-page summary indicating, among other changes, that Appendix C, the excerpts from



the *Gray Book*, would be deleted from the conceptually approved CDSP. Thus, the *Gray Book* and *Civic Center Specific Plan* have been superseded and are no longer applicable.