

Framework For Downtown Development



*A Special Report Of
The Community Redevelopment Commission
Adopted By
The Community Redevelopment Agency
February 18, 2004*

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Report and Recommendations of the Community Redevelopment Commission to the
Community Redevelopment Agency

February, 2004

The findings and recommendations of the Community Redevelopment Commission included in this report are intended to implement and to build upon the General Plan adopted in 1998, which contains a powerful and succinct vision statement for the future of South Pasadena and its downtown.

I. Introduction

The Community Redevelopment Commission, after several months of discussion and analysis, believes there is a great opportunity for the City of South Pasadena and its Redevelopment Agency to facilitate very desirable new development activity in the downtown redevelopment area. This area, bounded generally by Mission Street, Fremont Avenue, Fair Oaks Avenue and Oxley Street, currently contains a substantial amount of under-utilized land, which could be developed and used to much greater advantage, to the benefit of the downtown business community and the city as a whole. Through a public process that affords opportunities to a broad range of landowners and developers, there is a real possibility of reinventing and reinvigorating the downtown area in a way that will make it a special public place for our community.

This area is currently dominated by the surface parking lot known as the Mission Oaks lot. While it provides valuable free public parking for downtown area, it does not qualify as the central community-gathering place that it could be. In fact, some feel that the central business district does not do justice to the quality of the residential neighborhoods in South Pasadena, which call out for a thriving commercial downtown of equal character and charm. The city's intimate neighborhoods of historic houses and tree-lined streets inspire feelings of love and loyalty from South Pasadena residents. Why does the commercial area not do the same? How can the powers of redevelopment be used to give South Pasadena a business district that will be a source of pride to the community?

The Community Redevelopment Agency established the Community Redevelopment Commission (CRC) in order to attend to these important questions. It charged the CRC to define the community's vision for the downtown's future development and revitalization, and to create a plan to implement that vision.

The commission is guided by the community's attachment to the special small town charms of the neighborhoods, and believes that the downtown can and should be an equally significant community treasure. The mission is to create a *sense of place* in the downtown that is as special, intimate, attractive and inviting as if it were an outdoor room. The reason for new development is to provide a special place and atmosphere where South Pasadena residents can enjoy their community relationships: where they can shop with local merchants, stroll and dine outside where they greet their neighbors and school friends, celebrate public art and entertainment, and pass through on their way to the Goldline station or from one part of town to another. This place will be actively used both day and night, and will have a definite South Pasadena identity, as the Mission Station plaza and intersection has. An example of what is envisioned in terms of design and activity in a public space (though not necessarily in terms of uses or buildings) is Miller Alley, also known as One Colorado Place, in Pasadena

The City's General Plan, Zoning Code, Mission Street Specific Plan, redevelopment documents, and downtown revitalization report work together to create a substantial

policy foundation for new development and new business in the downtown. However, even these documents lack sufficient specificity to convey confidence that a proposed project that complies with them would actually create an acceptable and positive change. The CRC undertook the challenge to create a planning document, similar to a specific plan, which is detailed and specific enough to protect the community while being flexible enough to encourage economically feasible proposals.

The CRC thus embarked upon an intensive process by which it could return to the CRA in a compressed period of time with a report containing the commission's consensus to date. The CRC members familiarized themselves with the history of redevelopment and the planning and regulatory documents that govern the redevelopment area. They visited and critiqued sample infill projects in the immediate area. Four subcommittees were established to enable the commission to conduct their work efficiently: master planning and finance, outreach, urban and architectural design, and parking. These committees met frequently for five months and formulated recommendations that were confirmed by the full commission. This report represents the combined results of these deliberations.

This report is the first stage of a work in progress. If the CRA approves it, a second report will further the unfinished work on design guidelines, outreach, and parking; and incorporating additional public input and information from future study. The commission expects this process to in a Request for Qualifications and Proposals (RFQ/RFP) from private developers

The CRA has \$1.8 million in bond funds available to stimulate private investment to implement the vision. It will be used where necessary to make the project(s) work. Project proponents will be asked to include in their responses the proposed use of the funds and will be required to provide financial information documenting the need.

II. The future of downtown

Our Vision

The downtown will be a place for the community that builds upon the existing historic fabric and is recognizable as uniquely South Pasadena. It will be a place where business thrives, people can meet, eat, shop, live, walk around, and enjoy the atmosphere. The place is an open public courtyard or plaza defined by buildings that open onto the courtyard as well as onto the streets. The height and scale of buildings is complementary to what exists now. Inside the courtyard people are seated on benches, and dining outdoors, surrounded by shade trees and greenery. The surrounding buildings may have balconies on upper floors that look out onto the courtyard. Pedestrian pathways and openings from the streets to the courtyard, as well as the streets themselves, allow this place to be both open and contained. People are walking and strolling.

This place is primarily to serve as a community amenity for local residents and people who live and work in South Pasadena, and, while it may also to draw people from neighboring communities to enjoy our special atmosphere and unique stores, it is not intended to become a regional commercial destination. The place is defined by two major streets: Mission Street and Fair Oaks Avenue, as well as smaller streets of Mound, Hope, El Centro, Oxley, and Edison Way. The varied characters and role of these streets will be strengthened by new development, which should be seen as similar to a room addition to a house in that it is a deliberate expansion and extension of an existing place.

We recognize that with new development and even with additional parking, commercial property values will increase in the downtown. Owners may pay more in taxes and may raise rents accordingly. This may result in some businesses leaving for other locations or even failing altogether. Although this is neither desirable nor our intended purpose, we need to be prepared for this possibility.

Goals and objectives for new development

1. Use new development scaled appropriately to the site, the existing historic and building and street context, with a mix of uses to create a pleasant, interesting, safe, comfortable, and walkable place having additional retail and restaurant activity, along with some housing. Transform the downtown neighborhood into one equal in atmosphere and quality to the historic residential neighborhoods in South Pasadena.
2. Fill the gaps in the building frontage on Mission Street. Replace underdeveloped existing surface parking lots with buildings and public spaces suitable to the community and with pedestrian pathways
3. Concentrate parking in structures in central locations and provide additional parking.

4. Emphasize and improve pedestrian connections between Fair Oaks and Meridian, along Mission and El Centro, and along Mound Street, to link the town center to the library and senior center and residential neighborhoods as well as to Mission West. Edges must feel open and accessible, rather than walled-in, with walk-throughs from the development to the surrounding neighborhoods.
5. Identify the intersection of Fair Oaks and Mission Street with design features that invite a view from Fair Oaks into Mission Street and visually indicate that this is a place.
6. Design corners of blocks to create street edge and identity.
7. Continue concepts of the Mission Street Specific Plan (MSSP) along Mission Street from Fremont to Brent.
8. Connect new development to the aesthetics and historicity of existing buildings, which, together with the street characteristics, are the basis for the character of the commercial area.
9. Invite local businesses and property owners, particularly the key stakeholders in the CRA area, to compete for business and development opportunities.
10. Emphasize unique boutique specialty retail businesses and restaurants that are destinations for consumers, as well as business types that serve the unique needs of the South Pasadena residential community: children and young people, sports and athletics, home design, furnishing and gifts, arts and antiques, books, music, and specialty clothing.
11. Leverage public funds to the maximum extent possible to create the conditions in which private funds will be invested in the downtown. The provision of parking is the key need, the key expense, and the key catalyst to successful commercial endeavors in the downtown.
12. Strengthen the downtown as a mixed-use neighborhood where residential coexists with commercial activity. Additional residential is an important element of the mix because it makes projects financially feasible and makes non-revenue generating components viable. One and two bedroom units for singles, empty nesters, and couples of any age are appropriate. Multiple bedroom family housing is not encouraged because of potential strain on schools.
13. Protect existing businesses as much as possible during construction, and complete as much as possible as early as possible to minimize disruption.
14. Actively encourage the rehabilitation and renovation of existing building facades and signs, in particular the Rialto Theater and marquee, which could be both catalyst and anchor for other stores.

15. Implement and expand the citywide policy to encourage pedestrian, multi-modal, and alternative forms of travel as well as transit oriented development.
16. Expand the natural environment and identity of the city of trees with site planning and landscaping, and encourage environmentally responsible development with technically advanced features addressing such issues as energy conservation and storm water runoff.
17. Integrate each new addition of construction, landscaping, signage, and uses, whether public or private, into the overall concept of *the sense of place*, so that the whole is more than the sum of its parts and the parts are identifiable as pieces of the whole. Even if new development occurs piece by piece, it must assist in creating the public realm and public identity.
18. Allow development consistent with the evolution of the downtown that includes a theater arts and cultural component, and, where possible, create the opportunity for such a concept to develop, connecting the Rialto Theater, the Fremont Centre Theater, the Chouinard Foundation, and art and craft galleries and stores.
19. Assemble sufficient land area to insure the success of the project and implement to the greatest extent possible the above goals and objectives, and secure a means of effectively assembling properties sufficient to accomplish the project.
20. Explore and implement new financing mechanisms such as property and business improvement districts to facilitate creation of parking and other amenities.
21. Consider creating a special review and entitlement process for a selected development project.

III. Community Involvement

Our values

The commission is committed to creating opportunities for public information and involvement so that everyone who wants to know about or provide feedback to the process can do so. It is very important that the entire community be considered as stakeholders in the downtown, and not simply those who are already involved, or those who are the most vocal or articulate. While respecting that the most immediate business and property owners have a very special interest in the commercial success of the downtown, we also believe that the project must be shaped by and for the entire community. We use a broad definition of “stakeholder,” Residents and potential customers who do not currently shop in South Pasadena must be considered and asked why, and what would it take for them to come downtown. We favor an outreach approach that reaches community wide. Public outreach will continue as plans for the revitalization of downtown evolve and crystallize.

Outreach plan

Outreach has the dual purposes of providing information and obtaining feedback, so that the community is both informed and influential to the process. It is the job of the CRC to integrate public feedback into its recommendations to the CRA, which makes final decisions for the community. It is the goal of both to craft a vision and implementation plan that is essentially desirable and acceptable to and will be an asset for the community.

Three levels of community stakeholders are identified.

First ring: In this early stage, the commission focused on individual meetings with the most immediate business and property owner stakeholders. These meetings have not been completed and are ongoing.

Second ring: These meetings with other businesses and property owners and residents in the CRA area and greater downtown have begun, and more are planned.

Third ring: The biggest tier- and perhaps the hardest to reach - is the community as a whole. Outreach is planned to such groups as seniors and school students with help of senior and youth commissions, and will culminate in participatory citywide workshops and events.

Diverse methods of communication will be employed.

- Newspapers and magazines: South Pasadena Review, Quarterly, Star News, Los Angeles Times, Los Angeles Business Journal
- Individual briefings with journalists as well as press releases
- Regular articles and notices in the South Pasadena Review and Quarterly Magazine
- Create and maintain an accurate list of business and property owners and resident contacts in the area
- Televised CRC meetings if possible

- Neighbors Newsletter and Monthly Project Status Update
- PowerPoint or multi media presentation formats
- Questionnaires and surveys
- Explanations of redevelopment process will be included

Effort will be made to reach out to the entire community

- South Pasadena organizations
- Residents in the downtown and throughout the community
- Individual South Pasadena developers and business owners
- Focus group of business and property owners in the CRA area
- Significant minority populations

What we have heard to date

These comments were obtained from preliminary outreach and are presented as information rather than as representative of consensus or conclusion. Outreach will continue and expand.

1. Generally, the idea of a mixed-use project or series of projects with public parking and some residential is favorable. The design must be appropriate to the community and the context. More restaurants would be helpful for retail customers and provide local choices for residents and employees. Existing business owners would like input into the type of ground floor uses. South Pasadena has unique and somewhat high-end boutique destination retail, which should be added to with similar businesses. Large national chains are distinctly unsuited to this community. Types of unique retail that could work are a men's clothing store, family sporting goods, Fosselmans' ice cream, a second "Buster's", a Vroman's bookstore.
2. Parking is the biggest immediate concern for most. Some feel there is not enough, some feel that there are not enough customers to take advantage of all the existing parking. Some say they have a long term need for easy "impulse" or short-term parking. It is believed that if there is sufficient parking, the downtown will take care of itself.
3. There should be a public meeting to discuss and evaluate the unique problems of parking in the downtown business district since the imposition of parking restrictions, since increases in enrollment in the Culinary School, and since the Goldline opened. Parking in the downtown must be restricted to 2-4 hour time periods, and the regulations must be enforced immediately, even at the Mound Hope lot. Parking permits should be considered for residents and businesses, but employees should park elsewhere. A study of the Mound Hope Lot is needed to determine who is parking there, whether it is employees, students, Gold Line commuters, or others.
4. Downtown is already a mixed-use community, with people living right next to or above commercial uses and offices. The adaptive reuse of the building at 1100 Fremont Avenue demonstrates that there is a market for higher density and live

- work housing in the downtown. Any new business activity must coexist with the residents. Existing South Pasadena residents should have priority for any new housing to encourage turnover of pre-Proposition 13 houses by seniors. Senior housing is desirable and needed, though new residential should not necessarily be restricted to senior housing.
5. The duplexes on the westside of Mound and the single-family house on the east side of mound below the nursery should be part of the plan. Single-family historic houses could be relocated to make way for planned development.
 6. Charging a fee for parking is also a concern. Some currently benefit from the availability of free parking close to their businesses. Some support paid parking in some form, even parking meters, if the parking revenues are directed to the downtown. Some feel that parking could be free for a short time, after which there would be a charge. Some businesses are absolutely opposed to parking meters and feel that there should be much better management and enforcement instead, on Fair Oaks, Mission, Mound, and all downtown streets. Parking must be close and easily accessible for elderly and disabled customers. If a parking meter system is used, some feel that there should be no parking meters and instead a central pay mechanism can be used.
 7. The Rialto Theater is a key building in terms of its historic design and function and its potential to be an anchor and catalyst for future activity. The building is thought by some to be an opportunity for a public facility, incorporating the theater and using it as community space. Some feel that the CRA will need to reestablish eminent domain in order to facilitate the more appropriate reuse of certain properties. In any case, the exterior and the marquee should be renovated and refurbished. Others feel strongly that it should be completely refurbished and remain a theater, whether one screen or reconfigured to several small screens. Customers desire a better sound system, more comfortable seats, and more diverse and more extensive programming
 8. There is some evidence in the Mission West area of increasing demand for very high quality small office space for growing home based businesses, which can command up to \$3.00 per square foot. First class quality will bring first class tenants if they have more freedom on design.
 9. The design review process should focus on quality control rather than design control. High quality can accommodate and eclectic mix in design.
 10. Some businesses and developers report trouble in the planning process. The entitlement process should be more predictable, faster, and more sensitive to the challenges of running a business.
 11. The power of eminent domain should be reinstated in the CRA. It could be used to take properties such as Cappy's liquors, the nursery and the adjoining property,

- for rehabilitation and resale or to build a parking structure. The Mound Hope lot could be developed as affordable housing.
12. Mixed use with live work is an appropriate and successful residential use for the downtown.
 13. All forms of public financing should be considered, including bond financing, business and property improvement and parking assessment districts.
 14. While significant outreach and community process may help build consensus, it is not likely that there will be no opposition. In addition to the CRC, the City Council and the CRA should be prepared to champion the vision, the project(s), and make timely and consistent decisions necessary to achieve it, even when there is opposition. This type of project is unlikely to succeed without this institutional commitment and leadership from the highest levels.
 15. There is a concern about the effect on all of Mission Street from the traffic congestion at Mission and Meridian caused by Goldline.
 16. You are creating a downtown neighborhood for future generations, to last for many decades. This is not about how a particular individual may feel or be impacted; it is about the impact on future generations.
 17. The project design has to have the right mix of uses and be sensitive to the neighborhood. A project should be design driven. It is not a regional destination; it is a neighborhood. The design must knit together and strengthen the pieces of the neighborhood.
 18. The most important thing from the developer's perspective is certainty; so that the developer and the community know what the rules are and follow the rules. A developer cannot do business in a volatile political climate.
 19. Be careful of 'cowboy' developers, who are driven by economics only. Solicit developers and architects who specialize in mixed use and urban infill development.
 20. There is a concern that new development will result in higher rents which existing merchants will not be able to afford.

IV. Parking

The CRC is unanimous in the conclusion that parking is absolutely critical to the future of the downtown. The availability of parking determines the viability of existing businesses, and it will determine whether there is additional private investment in the future. No existing business or property owner may expand or bring in new business without additional parking. Therefore piecemeal development with one or more individual projects over time would not be feasible unless centralized parking is created for the area as a whole.

Ideally new development should 1) result in no loss in the number of existing parking spaces, plus 2) provide sufficient parking for both existing buildings and new development to comply with the zoning code, and 3) provide additional parking to help meet the existing need.

Existing parking supply

Mission/Oaks Lot: 252 spaces. This lot provides free public parking and is governed by a reciprocal easement agreement between the surrounding property owners that will expire in 2009 unless it is extended. Until that time, any entity seeking to develop a portion of the parking area would have to obtain the approval of the affected property owners and must buy out the underlying property interests and/or replace the parking spaces in the new development.

Mound/Hope Lot: 59 spaces. This lot is owned by the City and its dimensions are appropriate for a minimally efficient parking structure.

On street parking: currently time restricted to 2 or 4 hours.

A parking demand study completed in 1999 by Walker Parking Consultants concluded that the existing supply was sufficient to meet demand except during the peak hours of the Rialto Theater and recommended parking management strategies to make the current supply more efficient. The study may need to be updated in light of increased parking use both on and off street. Regardless of the current supply, however, it is clear that business success and expansion is limited by the lack of public parking, and business and property owners expect the City to find solutions.

Needed parking

The age of the buildings on Fair Oaks and Mission Street on the perimeter of the two parking lots is such that these buildings have little or no on-site parking. Employees and customers alike rely on public parking and compete for both lot spaces and on street parking.

Some existing retail stores have and feel that they need some “impulse” short-term parking that is close and easy for customers. This would be in addition to longer-term parking from which customers would be willing to walk. Because this type of parking is in short supply, time restrictions – or even parking meters - will be necessary for street parking. Adding at least one 15 minute green striped space per block should be considered. Parking meters could be a good source of revenue as well as a means of

making sure that the available on street parking turns over frequently. However, metered parking does not in itself increase the supply, it merely pushes the longer-term parkers further into the residential areas. If metered parking is considered, it is recommended that revenue be returned to the CRA area.

Potential locations for and type of parking

The two available locations for off street parking are the city-owned Mound/ Hope Street lot, which serves the businesses north of Mission Street, and that portion of the Mission/Oaks lot which is the northeast and southeast corner of El Centro and Mound. In order to meet demand, this parking structure could bridge over El Centro Street to the Nursery site. However, El Centro Street must remain open to traffic. The least expensive type of parking structure is the landscaped open double deck approach used by Beverly Hills on little Santa Monica Boulevard. The most expensive is subterranean parking. The middle cost range is aboveground structured parking with mixed-use retail on the ground floor and residential perhaps wrapping the parking on the upper floors. As much short-term on street parking as possible should be available.

Parking and other uses

The parking structure shall include ground floor commercial retail shops facing the pedestrian area, perhaps with residential or commercial office on the upper floors.

Parking access

Mission/Oaks lot: It is preferable to locate the primary access/exit to the parking from El Centro Street rather than Mound Street, and direct access/exit on Mound should be secondary if at all. Edison Way should be maintained as a safe pedestrian space.

Mound/Hope lot: Rear service and delivery access must be retained to the buildings on the north side of Mission.

Parking design

See Section VI, below, Design Parameters.

The parking structure will create a semi enclosed pedestrian space defined by the parking structure to the west and the rear of the businesses on Fair Oaks Blvd. To the east. The rear of the buildings on Mission and Fair Oaks should open onto the pedestrian area.

Examples of parking decks and structures:

Beverly Hills: parking, senior housing, and Whole Foods Market; little Santa Monica Blvd. decks

Pasadena: School House lot, Union and Fair Oaks, 1 Colorado Place

Parking and public subsidy:

Cost estimates and rules of thumb vary depending on the type of parking and the constraints or efficiencies of the particular site. The following estimates were provided to the CRC by International Parking Design (IPD), which specializes in design of parking structures. They do NOT include land costs. Staff's research found even higher costs for structured and subterranean parking.

Surface \$2,500

Deck: \$4,500 to \$8,500 above and \$11,000-12,000 semi below grade

Structure: \$13,000-15,000/space up to \$18,000 for inefficient site

Subterranean: the rule of thumb is that below grade is twice the cost of above grade structured parking, at \$16,000 - \$17,000, with potential for cost premiums for inefficient site dimensions, below grade construction, mixed use construction above the garage space, exterior design treatments, and other special costs. IDP projects have cost up to \$34,000 per space.

The \$1.8 million in bond funds could be used to partially subsidize parking. According to IPD, parking structures should not be expected to pay for themselves, depending on the size, supply, and cost of parking in the area. Construction may be financed by general funds, parking revenues, bond financing, business and parking assessment districts, and in lieu fees from developers. Development proposals will be evaluated based on how much extra parking capacity is provided on-site, above and beyond replacement parking and code- required parking.

A conceptual feasibility study could be conducted at a cost of \$9,500 to \$12,500, to determine for a given site the types and costs of structures that can be constructed and the number of spaces that can be provided.

Parking management

The management of public parking – both on and off street – is of urgent concern to downtown business owners. The City Council should consider all feasible alternatives for parking restrictions and parking enforcement.

V. Development and Design Parameters

Development and design principles are intended to shape new development and public infrastructure improvements in such a way as to create the *sense of place* referred to in the introduction.

Note: this section contains the policies that will be the basis of actual standards. It is not intended to be the actual text of the standards themselves. Policies will address urban design context, architectural design of buildings, and exterior details and amenities.

Height

35’-45’ (per General Plan and Zoning Code; no height is permitted greater than 45’) Height modification within this range is possible for ornamental roofline and corner building architectural detail, but shall not be greater than the 45 foot height limit

45’ for mixed-use

45’ on El Centro with sun and shadow study to ensure sunlight with a goal of a minimum of 50% of the day on a majority of the plaza during a majority of the year

Massing

Step back required/encouraged for 3rd story for any building other than corner of Fair Oaks and Mission, for which no stepback is required

Stepback required for 3 stories or more on Mound

Build able area and parking

The Zoning Code works in such a way that the amount of square footage of new construction will be determined by the size of the development parcel in combination with the height limit and the amount of parking provided on site. Parking will be provided in accordance with the Parking Section of this report and with the parking standards of the Zoning Code, which, for information purposes only, are generally as follows:

Commercial	
Office	4 spaces/1,000 SF
Restaurant	10 spaces/1,000 SF
Retail sales/services	2 spaces/1,000 SF
Multi tenant retail site	4 spaces/1,000 SF
Mixed use	shared parking may be allowed
Residential	
Multi family	1 space/ 1 bedroom unit 2 spaces/ 2 or more bedrooms plus guest

Parking requirements effectively limit the size of buildings that may be allowed. If subterranean parking is constructed, the height limit and design guidelines effectively limit the size of buildings that may be allowed.

Design Context

Streets

Fair Oaks Avenue, Mission Street, and Mound Avenue have different roles and characters. Fair Oaks is the major north/south arterial, which causes it to be a barrier to pedestrian crossing and activity at present. The construction of the interim traffic improvements will provide a more pleasant and comfortable pedestrian environment.

New development in the redevelopment area should be connected as much as possible to the Fair Oaks commercial activity, using pedestrian pathways, streetscape elements, view corridors, and visual connections and way finding.

Mission Street is the historic commercial core, the “main street” of the small town, and has two nodes at the intersections with Fair Oaks and Meridian Avenues. The construction of streetscape improvements will create a continuous visual and physical identity for the full length between Fair Oaks and Meridian Avenues.

New development should comply with the Mission Street Specific Plan design Guidelines, which should be extended from Fremont to Fair Oaks Avenues.

New development on the vacant or unused lots at Mission and Fremont should be tied to development in the redevelopment area by design.

Streetscape elements of new development in the redevelopment area should relate thematically to the Mission Street enhancements, light standards, way finding signs, street furniture, and public art.

Mound Avenue is still smaller in scale and has a more residential feeling, as it contains both residential and commercial uses and connects the commercial streets to the residential areas.

New development should create edge and definition on Mound Avenue

El Centro Street to the west has a strong urban, architectural, and historic identity, which becomes lost in the surface parking between Fremont and Fair Oaks Avenues.

New development in the redevelopment area should define this street, which should maintain east-west circulation from Fair Oaks all the way west.

Urban design

New development must be complementary to – though not necessarily similar to or the same as- existing development in terms of scale, design, materials and color.

New development must help create variety in building type, size, height, and transitions between buildings

New buildings must be integrated to existing through design features.

Monolithic structures or facades that are not complimentary to existing small-scale buildings and storefronts are not permitted.

Facades of larger buildings should look as if separated into smaller buildings

Site planning

This preliminary sense of the most appropriate locations for various uses is not meant to exclude other site plan concepts.

Locations for infill/or new buildings:

- Granite State Bank drive through area on Fair Oaks
- Granite State Bank property
- Ultimate Outlet property
- Northeast corner of Mound and El Centro
- Southeast corner of Mound and El Centro

Locations for parking structures or parking combined with other uses in the same structure:

- Mound and Hope lot
- Northeast corner of Mound and El Centro
- Southeast corner of Mound and El Centro (Nursery)

Locations for residential

- Southeast corner of Mound and El Centro

Locations for major façade renovation

- Rialto Theater
- Northeast corner of Fair Oaks and Mission Street

Design

Design guidelines drafted to date are included as appendix A to this report.

VI. Implementation

Public/private involvement

The *sense of place* can be achieved only with working partnerships between the community, the City, and private developer(s). Although the development area is within the City's redevelopment area, the private market will be the primary engine, using public funds as necessary to accomplish the vision. The public and private entities have different but potentially complimentary objectives.

The project(s) may be developed either by local business and property owners, or by a single developer. The first ring business and property owners should be considered at an early stage and will be offered the opportunities inherent in this plan. Although a project driven by a local property or business owner is desirable, it is understood that the community vision is more likely to happen with a single developer with the capability, experience, and resources to coordinate all the aspects, obtain financing, obtain approvals, and construct it in a timely manner. It is understood as well that existing business and property owners will benefit from the development, as additional access and activity will generate more customers as well as higher property values. Thus local business and property owners are encouraged to participate in a Request for Qualifications/Proposals competition, which will be open and public, and they will be given ample opportunity under California Redevelopment Law Owner Participation requirements to submit proposals consistent with this Framework. Regardless of the type of developer entity or entities, the commitment is to conduct a community based process that is responsive to community values.

Economics

The Commission conducted a finance workshop with Kathe Head of Keyser Marston Associates, who offered basic background. Residential development essentially pays for the other uses in a mixed-use project, including commercial, parking, high quality design and architectural features, and other public amenities. Parking revenues rarely cover costs, so extra public parking must be financed by residential revenues. Mixed use is hard to finance. The key to satisfying lender requirements is for one of the uses (usually residential) to be more than 75% of the project. Other means of financing are tax-exempt bonds, which must be secured by a revenue source, a business improvement or parking assessment district.

Joint tenancy in common, or disparate ownership of a single asset, is not recommended because of financial liability issues. Other forms of sharing of revenues and responsibility may be preferable to accomplish the same thing, such as a business improvement district.

The City of South Pasadena has relatively high household incomes, but it has little day time employment population to fill restaurants at lunch time, and restaurants need two strong meals a day. Moreover, the retail stores tend to close at night when residents return from work. The downtown could never be (nor would want to be) a regional commercial center because it is not big enough to have the critical mass of retail that

national tenant retail and restaurants require. A purely residential project would be financially feasible, but would not fulfill the community's objectives in other ways.

Phasing

Phasing of new development and construction will be driven by development proposals. A parking plan must be approved as part of the entitlements prior to construction to provide continuity for the customers of existing businesses. Minimizing impacts on existing businesses may be easier for a single developer to achieve than for multiple developers to guaranty. Therefore, if there is more than one developer, the multiple developers will be required to cooperate with a coordinated plan to mitigate the inconvenience on local businesses and surrounding neighbors.

Use of CRA funds

There are two types of redevelopment funds potentially available for implementation: bond funds and housing set aside funds. Bond funds up to \$1.8 Million will be used to leverage private investment to achieve the vision. This leveraging concept may apply to both bond funds and housing set aside funds. Whether or not housing set aside funds will subsidize affordable housing will be driven by developer proposals. Residential uses may be the most profitable element of the project. There are other neighborhoods in the city in which housing set aside funds may be more needed. Proposals must compete for funds by specifying the proposed use and being prepared to document the amount of and need for redevelopment (bond and/or housing set aside) funds to make the project work.

Inviting proposals and developer interest

A combined Request for Proposals/Request for Qualifications is recommended, setting out the vision, goals, objectives, and design parameters as well as selection criteria and process. Interested parties may respond with project concepts and team qualifications for achieving their actual proposal. This will allow the city to compare development and financing concepts and how well they achieve the vision, and evaluate the developer/team qualifications to manage and complete all aspects of the undertaking, from concept development to entitlements to financing to construction and finally to operations management.

In return, the City may offer to the developer(s) bond funds, city owned property, exclusive negotiation rights, and even a more predictable entitlement process. The most important element to a potential developer is site control, or the ability to assemble land from the many landowners comprising the development site. It is hoped that the selected developer(s) will assemble the site through private negotiations so that public intervention is not necessary. However, it is recognized that the power of eminent domain is often a necessary tool to accomplish the goals of projects of this nature. It may become necessary for the CRA to reinstate the power of eminent domain as a positive, helpful tool in order to offer a development opportunity that is actually feasible.

Project and developer selection

The CRC will interview finalist proposers and make recommendations to the CRA for project concept and developer entity. The selected developer(s) will then detail the

concept and design such that appropriate environmental studies can be conducted. The CRC will continue to oversee the process on behalf of the CRA.

Design review and project approval

Creating the vision of a public place is paramount to the success of the downtown. The Community must partner with the selected developer to achieve it and therefore must take on a dual role of advocate of the vision and constructive critic of the project. The CRC is committed to both these roles and to take affirmative actions to assure that the vision described in the Framework is carried out in any project, by sharing the vision and design standards with other commissions and boards, by shepherding a project through the approval process, or by other appropriate steps. A supplemental report will contain recommendations for a review and entitlement process for the redevelopment area that will assure full community review and participation as well as time and cost efficiency for the selected applicant. The details of the will be recommended at a later date.

VI. Conclusion

The Commission finds this work to be exciting and exhilarating as well as a significant commitment of time and effort. As a group we enjoy making a creative and meaningful contribution to this important aspect of the future of our community. We would like to be significantly involved in the implementation of this plan and look forward to partnering closely with the CRA to do so.

Appendix 1

Draft Downtown Design Guidelines

Note: guidelines are intended specifically for the downtown redevelopment area to amplify existing commercial guidelines

Historic buildings

Preserve historic buildings on Mission Street and Fair Oaks

Provide sensitive transitions from new buildings to historic buildings

Encourage preservation and restoration of historic architectural and design detail in existing buildings during renovations

Corner buildings

Corner buildings should make a statement and accentuate the corner at the Fair Oaks and Mission intersection and the Mound and El Centro intersection

Good examples of corner buildings:

- Louise's, Pasadena

- Building at southeast corner of Mission and Mound

- Union and Fair Oaks in Pasadena– old Rizzoli building

- Alexander building

- Theater renovations in Santa Cruz and San Luis Obispo downtowns

Building form: continuity, mass, scale, rhythm, proportion, balance, articulation

emphasize individual storefronts with quality and detail in architecture

see Old Pasadena Guidelines

Building materials, texture, and color

Not permitted:

- Anything fake or *ersatz* such as fake brick

- barrel tile

- smooth stucco

- pipe rail

- aluminum storefront systems

- prefabricated arches and arched windows

- expanded metal security grills

- full floor height sidewalk to ceiling windows

- Mediterranean colors

Encouraged

- Brick (950 Mission) NOT fake brick

- Rear facades (Ellen's, F. building on Fair Oaks)

- Cast iron work

- Cornice detail

- Punched in storefront

Lentil – Stringcourse
Ornamental windows

Permitted

arches that call out an entrance
recessed inverted entrance with elevated display (Chouinard)
facia at bottom of display
dado at or below waist proportionate to height of store, 2'-3' if street sloped
paneled wood dado, contrasting rest of building
flashing: copper, variety of materials
inverted entry: floor tile

Examples

Kaldi's old bank building
1001 Mission
Small stores
800 Fair Oaks
Pottery Barn building on Colorado
Barristers building for bordering residential at Mound

Color

Variety
Reflect existing
brick
Exterior colors to be approved by DRB

Roof forms

Good examples
SE corner Fair Oaks and Colorado –
Southeast corner of Mission and Mound
Sensitive transitions between buildings
Variety
Mechanical elements should be screened from view
Roof parking decks should be designed and lit appropriately to minimize impacts on neighboring uses and especially on residential neighborhoods.

Entries and doorways

Emphasize existing pattern using existing storefront typology with entry in centers of storefront segments

Courtyards, outdoor areas, and balconies

The goal for the major public gathering place is to maintain the sense of an existing street, alley or walkway

Good examples:

Miller Alley, Pasadena;
Cross Creek, Malibu

See Old Pasadena design guidelines

Desirable elements and features:

Pedestrian access from Mission and Mound into project block and paseo

Place to sit and congregate like stairs, moveable chairs and benches

Outdoor dining

Balconies from 2nd floor

Bike parking

Pushcarts

Music, water, art elements

Must be interesting and comfortable for children and teens, as well as for adults

Preferred vernacular is Main Street USA, NOT Europe

Good examples:

Pike's market, Seattle

Charleston, S.C.

Windows and doors

Articulate in a way that is complimentary to existing historic rhythms

Awnings and umbrellas

Permitted

retractable – see Old Pasadena Design Guidelines

store names on bottom

awnings below transom

Not permitted

Awnings that cover window display and/or transom

Scallops at bottom

Signage

Permitted

signs that protrude from buildings

May be permitted

Appropriate neon with Design Review approval

Not permitted

Backlighting

Landscape/hardscape

Preserve existing trees where possible

Removal only with permit from NRC

Shade trees in courtyard similar to Miller Alley, with tree bulb above storefronts

Potted trees closer to buildings

Parking structure design

Design guidelines are needed for the different types of structures

One deck above grade

Multistory structure with openings in shape of window silhouettes

Multistory structure wrapped with other uses. ground floor retail, upper floors residential

Material compatible with commercial guidelines

Rules to prevent glare from lighting on open deck at night

Inside must be painted and lighted

Outside may be camouflaged with pollarded sycamore trees and ficus ripens

Examples:

Beverly Hills, Santa Monica Blvd. decks

Public art component

Murals are encouraged but with images appropriate to setting

Example: Delacey Street– Noah's Bagel

Encourage public/community match to art component to insure community is engaged and committed to art component

Screening and mechanical equipment (tbd)

Lighting (tbd)

Operations: hours, special events, loading, trash (tbd)

Acknowledgements

This plan was created by the Community Redevelopment Commission, and was adopted by the Community Redevelopment Agency, with active participation by the community and with assistance from staff and consultants. Their dedication of thoughtfulness, time, and hard work on behalf of the City of South Pasadena is honored here.

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