

April 9, 2002

Honorable Chairman and Members of the
Hermosa Beach Planning Commission

Regular Meeting of
April 16, 2002

CONTINUED FROM THE MARCH 19 MEETING

SUBJECT: TEXT AMENDMENT TO ALLOW MIXED USE (RESIDENTIAL WITH
COMMERCIAL) IN ALL COMMERCIAL ZONES AND TO PROVIDE
STANDARDS FOR MIXED USE PROJECTS

INITIATED BY THE PLANNING COMMISSION

Recommendation

To set the matter for public hearing.

Background

At the meeting of March 19, the Planning Commission initiated discussion of this matter, and continued the discussion to provide further input and for staff to develop more specific recommendations. Since the last meeting staff has received input from Commissioners and has incorporated their comments into more specific recommendations.

Analysis

The objective of mixed use is to increase housing opportunities in locations within walking distances to shops, restaurants, entertainment and cultural activities. This in turn helps contribute to the reduction of traffic congestion and pollution. Mixed use is also seen as a way to revitalize commercial areas by increasing pedestrian activity and increase the presence of residents to help improve safety and reduce crime.

The original pattern of land divisions in the City has fostered a compact type of development where commercial uses are within walking distance of residential areas in most areas of the City. Therefore, several areas in the City can already be characterized as “mixed-use” since commercial uses are in close proximity to residential uses, whether in residential zones or nonconforming residential uses in commercial zones. This type of mixed-use development, which is typically referred to as horizontal mixed use, is already a part of the development pattern of the City, and probably needs no further encouragement. However, the type of mixed-use where residences and commercial uses share the same property, typically with residences located above commercial uses, only exists in a few locations in the City, and is only allowed by current zoning in the C-1 zone. This type of mixed use is typically referred to as vertical mixed use, and is the focus of this text amendment.

The Zoning Ordinance currently allows vertical residential/commercial mixed-use projects only in the C-1 zone. This is addressed in the C-1 permitted use list, where it states “one or more apartments may be built above a commercial building” subject to approval of a Conditional Use Permit. No specific development standards are included in the C-1 zone for such a project meaning that only the general standards of the C-1 zone and, Section 17.44 parking standards, apply to such projects. This leaves the

project design concerns, which are unique to mixed-use projects to the discretion of the Commission under the general criteria for review of Conditional Use Permits and Precise Development Plans. These concerns include residential density (i.e. the number of units), open space, lot coverage, setbacks, and separation of uses. Also, the provision limits residential uses to “apartments,” thus not clearly allowing a condominium form of ownership for the residential units in a project.

Based on the Commission’s input, staff has developed some specific recommendations for amending the Zoning Code to address the above. Also based on Commission direction, the recommendations include increasing opportunities for vertical mixed-use development in all commercial zones. Also, staff has attached descriptions of recently approved vertical mixed-use projects in Riviera Village in Redondo Beach and in the Manhattan Beach downtown area. Also attached is a summary of a hypothetical mixed use project on Pacific Coast Highway, that was developed as part of the Housing Element review when mixed use was being considered as a program to increase housing opportunities in the City.

DEFINITION OF MIXED USE DEVELOPMENT

The proposed definition for the ordinance specifically focuses on vertical mixed-use projects, or projects where the mix occurs on the same property, and is not intended to broadly describe all possible meaning of “mixed-use”.

“For the purposes of this chapter, mixed use development is where residential use and commercial or manufacturing uses are located on the same property, with the residential use primarily located above the ground level non-residential use within the same building.”

ESTABLISHING MIXED USE AS A CONDITIONALLY PERMITTED USE

In order to allow residential/commercial mixed use projects in the commercial zones, staff recommends adding the following in the C-1, C-2, and C-3 permitted use list, as a conditionally permitted use: “Residential use; residential units including apartments or condominiums located primarily above ground floor commercial space as part of a mixed use development.”

With respect to the M-1 zone staff suggests the following as a conditionally permitted use:

“Residential use as part of a mixed use development where occupants live and work in the same building”

DEVELOPMENT STANDARDS FOR MIXED USE PROJECTS

Commercial Zones: Staff recommends that the basic standard for the residential portion of a mixed use project be the standards of the R-3 zone. . This means the residential portion would be subject to the same density requirements of the R-3 zone, and the units would have to provide the same setbacks, and open space, and building height as neighboring multi-family projects. The 65% lot coverage requirement would not be applicable as the ground floor commercial can cover 100%. In some commercial areas that abut R-1 or R-2 zoning the R-3 standard would allow greater residential densities than the surrounding residential neighborhood, but the overall bulk and height of structures allowed would be lower than if the property were developed with exclusively commercial uses. (which have no setback or yard requirements and can be built to 35 feet in the C-3 zone.)

In addition to these basic residential requirements standards would be incorporated into Chapter 17.40 to address the commercial use and the mixed use issues. Based on provisions that have been incorporated into other cities mixed use ordinances and input from the Commission staff recommends the following as standards for approval of a mixed use project:

- The ground floor shall primarily commercial and parking uses and living and sleeping areas of residential units shall be located above the ground floor.
- Residential use is limited to 25% of the ground floor area for the purposes of providing entry-exit areas, stairs and corridors, and shall not include primary living areas or sleeping rooms. Building frontage shall be used for commercial purposes with the exception of entry-exit corridors and stairs for accessing the residential units and/or for driveways to access parking.
- The commercial portion of the building shall be subject to the development standards of the commercial zone.
- Standards for noise, security, lighting:
 - Noise: Residential uses separate from commercial uses by sound proofed floors and walls with minimum sound transmission rating as required for condominiums.
 - Commercial uses hours of operation limited where appropriate so that residents are not exposed to offensive noise or activity.
 - Security: Separate and secured entrances for residences directly accessible to sidewalk and parking areas.
 - Lighting: Outdoor lighting and lighting for signs associated with commercial uses designed so as not to adversely impact residences. No flashing, blinking or high intensity lighting.
 - Adequate lighting to illuminate parking areas and corridors to access parking and public sidewalk.

PARKING REQUIREMENTS FOR MIXED USE PROJECTS

The parking requirements in the Zoning Ordinance currently require an aggregate calculation for any mix of uses, with some possible reductions for consolidated shopping centers where parking can be shared. Projects with a residential and commercial mix typically are not appropriate for shared parking because parking needs overlap during morning hours and evening hours, and thus separate assigned spaces are needed. The Livable Cities Resource Manual, which strongly encourages mixed use projects, specifically states that only in rare cases is there justification for shared or reduced parking in residential/commercial mixed use projects. Based on Commission input staff is not including shared parking or reductions in parking for mixed use projects, other than the flexibility already allowed with the submittal and consideration of Parking Plans.

LIMITATIONS ON ALLOWED COMMERCIAL USES

Given that residential uses are located in close proximity to commercial uses in a mixed use project, it may be appropriate to limit the type of commercial uses. For example, the City of the Redondo Beach specifically excludes pet stores and pet grooming, drive-through facilities, hotels, liquor stores, service stations and thrift shops. The C-1 and C-2 zones already has a fairly limited list of permitted commercial uses, since they are intended for neighborhood and downtown commercial areas. Based on

Commission input and a review of the permitted use list, staff recommends that permitted uses be pursuant to the permitted use lists for the C-1, C-2 and C-3 zones with the following exceptions:

- ❑ Drive-through facilities
- ❑ Pet stores and animal hospitals
- ❑ Motor Vehicle and Equipment sales and service
- ❑ Adult businesses
- ❑ Game Arcades
- ❑ Hotels/Motels

The list of exclusions does not include restaurants/cafés as they have been found to be acceptable in some cases for mixed-use projects (i.e. Barnacles in Hermosa Beach).

The Commission has also expressed interest in allowing live-work studios in the M-1 zone. This type of mixed use is different than the mixed uses discussed above which clearly are in separate building spaces from each other. If directed by the Commission staff will further research ordinances from other cities, and investigate the necessary changes to the local Building and Safety Codes that are necessary to allow live-work studios where residential uses essentially share the space where the manufacturing use is operating. The Building Code fire separation requirements have to be modified to allow co-mingling of these two distinct occupancy classes.

Given that the only M-1 area in the City, located along Cypress Avenue, contains several manufacturing uses (including auto body repair, surfboard manufacturing, etc.) the effect of locating residential uses next to these existing uses should be considered. While the shared use on the same property can be controlled, any live-work ordinances cannot control or address the nuisances that would be caused by existing adjacent uses.

CONCUR:

Ken Robertson
Associate Planner

Sol Blumenfeld, Director
Community Development Department

Attachments

Summary table of recommendations
Mixed Use Examples

Standards for Mixed Use Developments

Amend the Permitted Use Lists of the C-1, C-2, and C-3 zones to add the following a conditionally permitted use:

“Residential use; residential units including apartments or condominiums above ground floor commercial space as part of a mixed use development” -- see Chapter 17.40 for the development standards.

Residential Standards

<u>Density</u>	<u>Setbacks</u>	<u>Open Space</u>	<u>Lot Coverage</u>	<u>% Residential</u>
R-3 Standard – 1 unit per 1,320 square feet.	R-3 Standard – Front yard as indicated on map, side 10% of lot width; rear, 5-feet	R-3 standard of 300 square feet per unit	No limitation on lot coverage	25% Maximum of the ground floor area. No sleeping rooms on the ground floor

Commercial or Non-Residential Standards

<u>% Commercial</u>	<u>Setbacks</u>	<u>Permitted Uses</u>
100 % of the ground floor frontage on the street (excepting driveways, entry corridors for residences)	As set forth in The C-1, C-2, C-3 zones: no setback required except along the rear where residential property abuts.	As permitted in C-1,C-2, C-3 excluding: pet stores; drive-through facilities; hotels, motor vehicle equipment and repair, adult uses.

Other standards

Building height: 30-feet as required in the R-3 zone.

Parking: Shall be the aggregate of all proposed uses. Shared parking for reduced parking requirements may be considered by the Planning Commission on a case by case basis pursuant to Section 17.44.190 Parking Plans.

Standards for Noise, Security, Lighting

LOCAL MIXED USE PROJECT EXAMPLES

Residential Above Commercial

Manhattan Beach – 2200 Highland Avenue (NE corner Highland/Marine)

Status:	Under Construction
Lot Size:	3,500 square feet
Floor Area:	3,495 square feet
Commercial:	1,063 square feet proposed for office on ground floor (30% of total floor area).
Residential:	3 Apartment units / less than 1000 sq. ft. each
Parking:	10 spaces (2 tandem for each residence, 4 for commercial)
Height:	30 feet

Wireless communication facility on rooftop also incorporated into project.

Redondo Beach – 215 Avenue I

Status	Project completed
Lot Size:	22,021 square feet (120' X 180')
Floor Area:	22, 315 square feet
Commercial:	8,853 square feet configured for 8 separate tenant spaces on ground floor (40% of total floor area).
Residential:	12 Apartment units / less than 1000 sq. ft. each
Parking:	59 spaces (41 subterranean, 18 in garages with access from alley to the rear)
Height:	3 stories

Special Conditions of Approval: Residences must have dual glazed windows, sound rated floors and walls. Air conditioning required. Rental agreement that discloses mixed use nature of project

Note: Project Plans and/or photos for these projects will be brought to the meeting.