

September 11, 2003

Honorable Chairman and Members of the  
Hermosa Beach Planning Commission

Regular Meeting of  
September 16, 2003

SUBJECT: TEXT AMENDMENT 03-13

REVISIONS TO CHAPTER 17.40 TO PROVIDE STANDARDS FOR  
CONDITIONALLY PERMITTED MIXED-USE PROJECTS IN THE C-1  
COMMERCIAL ZONE

INITIATED BY THE PLANNING COMMISSION

### **Recommendation**

To recommend the City Council adopt the attached resolution adding a new sub-section in Chapter 17.40 titled Mixed-Use Development, which will contain development standards generally consistent with the R-3 zone for mixed-use projects in the C-1 zone.

### **Background**

At the meeting of February 19, 2003 the Planning Commission approved a mixed-use development project at 44 Hermosa Avenue in the C-1, Neighborhood Commercial Zone. Following the hearing, the Commission directed staff to return with a text amendment to provide standards for the review of mixed-use development in the Zoning Ordinance. At the meetings of March 19, 2002, April 16, 2002 and July 16, 2002, the Planning Commission initiated discussion of this matter, and directed staff to develop more specific recommendations based upon Commission input.

### **Analysis**

Section 17.26.030 of the Zoning Ordinance includes residential use above a commercial building (mixed-use) as a conditionally permitted use, but omits reference to any residential development standards. Recently the code was amended to also allow condominiums above commercial uses in the C-1 zone. Condominium development must comply with the limited development standards in Section 17.22.060. Other than condominium development standards, the Commission is guided by the general criteria for review of mixed-use development projects within the provisions for Conditional Use Permits and Precise Development Plans.

To resolve these shortcomings in the Code, staff recommends adding a new sub-section in Chapter 17.40 titled Mixed-Use Development, containing specific standards for mixed-use projects. The Commission may want to consider the following standards for a Mixed-Use Development section.

### **STANDARDS FOR RESIDENTIAL UNITS**

One approach is to apply the standards of the R-3 zone to the residential portion of mixed-use projects. This means the residential development is subject to the same density requirements of the R-3 zone, as well as the same development requirements (i.e. setbacks, open space, lot coverage, etc.) as R-3 multi-family projects. Another option is to have the residential standards of mixed-use projects on C-1 zoned properties be the same as adjacent residential zones (R-2 or R-3). This option only affects the residential density of the project because the applicable residential development standards are similar in both these zones.<sup>1</sup>

This approach, however, does not recognize that with commercial on the ground floor, the available area for residential living space is substantially reduced meaning the requirements may be too restrictive. Nor does this approach leave any flexibility to vary from these standards to address the unique design needs of mixed projects or the character of the fronting street, which may lend itself to lesser front setbacks.

Further, these residential standards options do not indicate how to balance the proportion of commercial and residential uses and the proportion of commercial area to the lot size. The City Council has indicated a desire to prohibit residential uses on the ground level.

## SETBACKS

There are no setback requirements in the C-1 zone, and this standard should be the same for mixed-use development as it is for standard commercial uses. For the residential portion of a mixed-use project, staff recommends using the R-3 zone setback requirements except for the front setback. For the front staff recommends a five-foot setback, consistent with the requirement for condominiums. The R-3 front setback requirement refers to the setback notation on Zoning Map, which does not address C-1 zoned property. Also, given the reduced available area for residential development and the need to provide required open space, the Commission may want to consider allowing the front residential setback to qualify as usable open space in mixed-use development if designed as a deck above the commercial level.

## RESIDENTIAL BUILD-OUT POTENTIAL

In order to evaluate the specific development impacts and maximum residential build-out of potential mixed-use projects staff reviewed the hypothetical assembly of contiguous C-1 zoned parcels and compared standard commercial development versus mixed-use projects. Staff surveyed all properties in the C-1 zone and tabulated the existing and possible additional residential units on each (please see attached table). Currently 56 dwelling units are on 20 of the 43 C-1 zoned properties. Half (10) of these properties have commercial on the ground floor, while the other 10 properties are nonconforming (either wholly residential or providing residential use on the ground floor). Based on the allowable density in the R-2 and R-3 zones, it is possible to construct 33 units (using R-2 standards) or 44 units (using R-3 standards) in addition to the existing mixed-use properties. Further, since the majority of the C-1 zoned properties are on contiguous lots they can be assembled and redeveloped, yielding up to a total of 63 units (using R-2 standards) or 85 units (using R-3 standards). It may also be appropriate to allow a higher density of units with smaller unit size, such as one-bedroom efficiencies or live-work studios to create some incentive to develop these projects and to potentially provide greater variety of housing type.

Also, given that some of the C-1 properties are adjacent to R-2 and R-3 zoned properties, there may be some possibility of assembling commercially and residentially zoned properties so that the residential development within a mixed-use development project in the C-1 zone can be combined with residential development on residentially zoned properties. Staff has not tabulated the number of additional units that may be possible in this case.

## STANDARDS FOR COMMERCIAL SPACE ON THE GROUND FLOOR

Because the underlying zone is commercial, the development of ground-level residential or solely residential projects is not allowed. Though the code already requires that the ground floor be commercial, it does not really specify how much. It may be appropriate to require some *minimum* amount of commercial space, whether as a percentage of lot area or building area or as a minimum depth, to ensure adequate commercial development. For example the commercial portion of the project at 44 Hermosa Avenue covers the entire frontage, contains approximately 90% of the ground floor building area, 43% of the site area, and the depth varies from 30-43 feet.

Staff recommends that the standards include provisions to require that the frontage be for commercial purposes only; that ground floor building area be primarily commercial, (limited to a maximum of 25% for residential for entry-exit lobbies or corridors only and not for primary living areas or sleeping rooms meaning at least 75% will be for commercial); and that the commercial portion contain an average depth of at least 30 feet, to preclude token commercial development.

## PARKING

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 required. Staff recommends that the full complement of parking be required and that it be discreet between uses.

Requiring a full complement of parking will make it fairly difficult to develop smaller lots, as the parking drives the design of these types of projects. Development of single or double lots with surface level parking will not accommodate much commercial space as parking will usurp most of the ground level. When combining three or more lots, however, subterranean parking will be possible yielding substantially more commercial space. (See the attached parking/build-out option illustrations).

#### 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. The C-1 zone already has a fairly limited list of permitted commercial uses, since it is intended for neighborhood commercial areas. However, some possible conflicting commercial uses that are allowed include pet stores and animal hospitals, game arcades, and restaurants and bars.<sup>2</sup>

#### LIMITATIONS ON HOURS OF OPERATION

Given the close-quarter nature of mixed-use projects, staff recommends that the hours of operation for any commercial use be limited to 6 a.m. to 11 p.m. on Sunday through Thursday and 6 a.m. to midnight on Friday and Saturday.

#### SIGNAGE

To promote a proper separation between the residential and commercial uses in a mixed-use development, staff believes that signage should not be allowed above the commercial story (i.e. signage can only be on the second or higher story frontage if a commercial use is on that frontage and story as well).

#### LANDSCAPING

Instead of requiring landscaping on-site and one 36" box tree per dwelling unit on-site, staff believes the trees required should be placed as street trees to beautify the streetscape while maintaining the commercial quality of the underlying zone.

With some modifications these development standards can be applied to mixed-use projects in other zones if the Planning Commission decides to address the possibility of allowing mixed-use projects in the C-2, C-3, M-1, SPA-7 and SPA-8 zones.

CONCUR:

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Scott Lunceford  
Associate Planner

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Sol Blumenfeld, Director  
Community Development Department

#### Attachments

1. Proposed Resolution
2. C-1 Zone Properties Table
3. Photos
4. Parking / build-out options on small lots (to be provided at the meeting).

## Notes

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1. The allowable density is 1750 square feet of lot area per dwelling unit in the R-2 zone and 1320 square feet of lot area per dwelling in the R-3 zone.
2. The City of the Redondo Beach specifically excludes pet stores and pet grooming, drive-through facilities, hotels, liquor stores, service stations and thrift shops.



Sample mixed-use project located at 2200 Highland Avenue, Manhattan Beach

RESOLUTION P.C. 03-

**A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF HERMOSA BEACH, CALIFORNIA, TO RECOMMEND AMENDING THE ZONING ORDINANCE, TO ADD A NEW SUB-SECTION TO CHAPTER 17.40 TO PROVIDE STANDARDS FOR CONDITIONALLY PERMITTED MIXED-USE PROJECTS IN THE C-1 COMMERCIAL ZONE**

The Planning Commission of the City of Hermosa Beach does hereby resolve as follows:

Section 1. The Planning Commission held a duly noticed public hearing on September 16, 2003, to consider adding a new sub-section in Chapter 17.40 titled Mixed-Use Development, which will contain development standards generally consistent with the R-3 zone for mixed-use projects in the C-1 zone.

Section 2. Based on the evidence considered at the public hearing, the Planning Commission makes the following findings:

1. Section 17.26.030 of the Zoning Ordinance includes residential use above a commercial building (mixed-use) as a conditionally permitted use, but omits reference to any residential development standards.
2. Adding a new sub-section in Chapter 17.40 titled Mixed-Use Development, containing specific standards for mixed-use projects should resolve this issue.
3. The subject text amendment is exempt from the requirements of the California Environmental Quality Act (CEQA), pursuant to the general rule set forth in Section 15061(3) of the CEQA Guidelines, as there is no possibility that this modification may have a significant effect on the environment.

Section 3. Based on the foregoing, the Planning Commission hereby recommends that the Hermosa Beach Municipal Code, Title 17-Zoning, Chapter 17.40, be amended as follows:

1. Add Section 17.40.170 as follows (underlined text to be added):

**17.40.170 Mixed-Use Development (C-1 Zone).**

For residential uses allowed in the C-1 Zone as part of a mixed-use development, the following conditions and standards of development, in addition to any other deemed necessary or appropriate to ensure compatibility with existing or permitted uses in the vicinity, shall be required:

1. The residential portion of a mixed-use development shall be subject to the development standards of the R-3 zone as set forth in Chapter 17.16 with the exception of the following:
  - a. If the residential portion of a mixed-use development is a condominium development, then the development shall be subject to the condominium development standards as set forth in Chapter 17.22.
  - b. Front setbacks shall be a minimum of five feet.

- c. The front setback area may be used for required open space if the area is a deck above the commercial level and otherwise complies with the open space requirements of the R-3 zone.
- d. No lot coverage maximum shall be applied.
- e. Instead of requiring one 36" box tree per dwelling unit on-site, the required trees shall be placed as street trees to the satisfaction of the Public Works Director.

2. In addition to the requirements of the commercial zone, the following standards shall apply to the mixed-use development.

- a. The ground floor shall be primarily commercial with a minimum average depth of 30-feet, and living and sleeping areas of residential units shall be located above the ground floor.
- b. Residential use is limited to 25% of the first floor area for the purposes of providing entry-exit areas or lobbies, stairs and corridors, and shall not include primary living areas or sleeping rooms.
- c. 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.

3. Standards for noise, security, lighting:

- a. Noise: Residential uses shall be separate from commercial uses by sound proofed floors and walls with minimum sound transmission rating as required for condominiums as set forth in Chapter 17.22. Commercial uses hours of operation shall be limited where appropriate so that residents are not exposed to offensive noise or activity.
- b. Security: Separate and secured entrances for residences directly accessible to sidewalk and parking areas.
- c. 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.

4. Signs. Signs shall be limited to the commercial building frontage pursuant to the requirements of Chapter 17.50.

5. Limitation on allowed Commercial Uses. Permitted commercial uses within a mixed use development shall be as permitted in the underlying commercial zone with the following exceptions which shall not be permitted:

- a. Drive-through facilities
- b. Pet stores and animal hospitals
- c. Motor vehicle and equipment sales and service
- d. Adult businesses
- e. Game arcades
- f. Hotels/Motels
- g. Restaurants and bars
- h. Laundry and dry-cleaning businesses
- i. Parking lots and/or structures





**ALL C-1 PROPERTIES-POSSIBLE ADDITIONAL UNITS**

Parcel I.D. No.	Site Address	Lot Area	No. Existing Units	Maximum Permitted (R-3)	Maximum Permitted (R-2)	Possible Additional Units (R-3)	Possible Additional Units (R-2)
4181-018-001	3216 Manhattan Ave	4,948	0	3	2	3	2
4181-018-002	3232 Manhattan Ave	4,905	0	3	2	3	2
4181-019-003	200 Longfellow Ave	2,100	1	1	1	0	0
4181-023-002	2700 Manhattan Ave	4,796	0	3	2	3	2
4181-025-005	2641 Manhattan Ave	4,134	1	3	2	2	1
4181-025-009	2604 Hermosa Ave	1,917	2	1	1	0	0
4181-025-010	2608 Hermosa Ave	1,429	0	1	1	1	1
4181-025-011	2620 Hermosa Ave	658	1	1	1	0	0
4181-025-020	2629 Manhattan Ave	3,088	0	2	1	2	1
4181-025-900	unused area	22	0	0	0	0	0
4181-030-015	3125 Manhattan Ave	3,859	0	2	2	2	2
4181-031-012	139 Longfellow Ave	2,474	2	1	1	0	0
4181-031-014	3201 Manhattan Ave	2,474	4	1	1	0	0
4181-031-015	3217 Manhattan Ave	2,474	0	1	1	1	1
4182-003-014	19 22nd St	2,627	0	1	1	1	1
4182-004-008	20 22nd St	3,297	5	2	1	0	0
4182-004-011	26 22nd St	3,607	0	2	2	2	2
4182-004-012	2147 Hermosa Ave	3,607	8	2	2	0	0
4187-004-003	1020 The Strand	2,526	0	1	1	1	1
4187-004-004	1028 The Strand	2,566	1	1	1	0	0
4187-004-005	1042 The Strand	5,236	0	3	2	3	2
4187-004-026	1016 The Strand	7,366	0	5	4	5	4
4188-003-031	20 2nd St	906	1	1	1	0	0
4188-003-032		1,529	0	1	1	1	1
4188-003-033	133 Hermosa Ave	2,300	0	1	1	1	1
4188-003-034		2,165	0	1	1	1	1
4188-003-035	113 Hermosa Ave	3,925	4	3	2	0	0
4188-003-036	101 Hermosa Ave	3,032	0	2	1	2	1
4188-007-012	19 2nd St	3,864	2	2	2	0	0
4188-007-013	25 2nd St	2,866	2	2	1	0	0
4188-007-014	201 Hermosa Ave	2,866	0	2	1	2	1
4188-012-048	170 Hermosa Ave	2,897	2	2	1	0	0
4188-012-049	190 Hermosa Ave	3,049	1	2	1	1	0
4188-014-035	30 Hermosa Ave	2,396	5	1	1	0	0
4188-014-036	Hermosa Next to 030	2,396	0	1	1	1	1
4188-014-037	44 Hermosa Ave	2,396	0	1	1	1	1
4188-014-038	48 Hermosa Ave	2,396	5	1	1	0	0
4188-014-039	54 Hermosa Ave	2,396	0	1	1	1	1
4188-014-040	60 Hermosa Ave	2,396	1	1	1	0	0
4188-014-041	66 Hermosa Ave	2,396	0	1	1	1	1
4188-015-037	2 Hermosa Ave	5,236	0	3	2	3	2
4188-015-038	16 Hermosa Ave	2,396	4	1	1	0	0
4188-015-039	22 Hermosa Ave	2,396	4	1	1	0	0
<b>Total</b>			<b>56</b>	<b>71</b>	<b>56</b>	<b>44</b>	<b>33</b>