

December 06, 2006

**Honorable Chairman and Members of the
Hermosa Beach Planning Commission**

**Regular Meeting of
December 06, 2006**

SUBJECT: SPECIAL STUDY IN REGARDS TO CITY OWNED PROPERTY WITH A GENERAL PLAN DESIGNATION OF OPEN SPACE (OS)

LOCATIONS: CIVIC CENTER, CITY YARD, COMMUNITY SERVICES (BASE III), AND THE COMMUNITY CENTER

Recommendation

Initiate a General Plan Text Amendment, General Plan Map Change, and Zone Change for the City owned property referenced above.

Background

The 1994 Land Use Element Revision (Attachment 4) identifies that the current General Plan Open Space (OS) land use designation combines two distinctively different types of publicly owned lands: recreational open space and institutional/public facility properties. These properties include the Community Center (southwest corner of Pier Avenue and Pacific Coast Highway), the City Yard (southwest corner of 7th Street and Valley Drive), Community Services (southwest corner of 11th Street and Valley Drive), and the Civic Center (southwest corner of Pier Avenue and Valley Drive).

The zoning designations for the above referenced properties include both Light Manufacturing (M-1) and Open Space (OS). The development standards for the M-1 and OS zone limit development differently (Attachment 5). The City is considering preparation of a master plan for the civic center with public parking facilities and is preparing preliminary architectural and structural plans for an extensive remodel and addition to the City Yard property (Attachment 3). The current zoning and General Plan designations severely constrain the use of these properties for non-open space and non-manufacturing purposes.

To correct the inconsistencies between the General Plan and Zoning designation of the above referenced properties, and to meet the growing needs of the City's public facilities; the 1994 Land Use Element Revision suggests two options:

Option No. 1: Establish a new Public Facilities land use designation and institute new development standards for the following:

- a. Educational buildings
- b. Public utility structures and corridors
- c. Public governmental buildings
- d. Public malls and plazas
- e. Transit uses

Option No. 2: Create a new Public Facilities overlay district for the permitted OS uses referenced above.

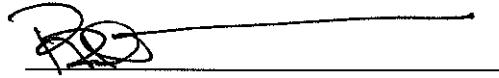
Option No. 1 reflects the type of land use designations common to most municipalities. Creation of a new General Plan land use designation acknowledges that public institutions and utilities represent a separate land use classification which should be subject to its own development standards and restrictions.

Option No. 2 addresses this constraint by leaving all OS designated properties in this land use category as shown in the General Plan map, and then adding a new Public Facilities overlay for the public land uses identified. Option

No. 2 allows for the formulation of special development standards for each type of land use in the Public Facilities overlay while still retaining the Open Space designation.

Analysis

On November 4, 1986, the City sponsored a voter initiative to "protect" certain areas designated Open Space in the General Plan by requiring that any future redesignations be approved by a vote of the electorate. However, the City owned properties referenced above do not fall under the provisions of the 1986 ballot initiative. Therefore, Staff recommends proceeding under Option No. 1 because it creates a consistency between the General Plan and Zoning designation and allows for the creation of new development standards that are applicable to public and institutional structures found in every city. While Option No. 2 does allow for the formulation of special development standards, it fails to address the inconsistencies with the General Plan and Zoning land use designations and creates a cumbersome overlay district that might require separate specific plan areas.



Richard S. Denniston
Planning Associate

CONCUR:

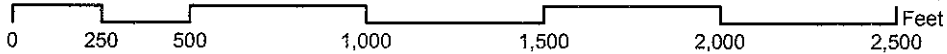
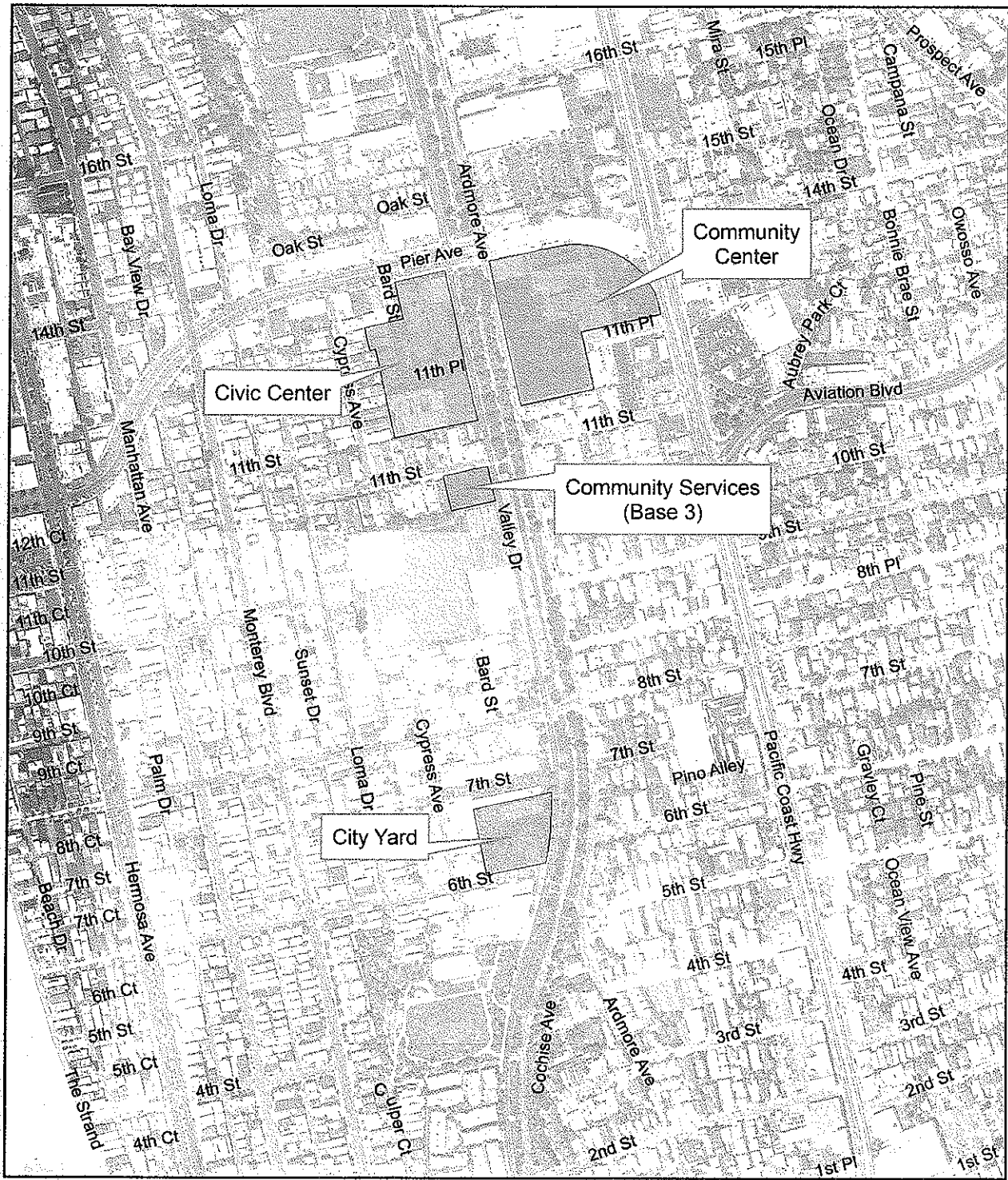


Sol Blumenfeld, Director
Community Development Department

Attachments

1. Location Map (1"=500')
2. Location Map (1"=400')
3. Preliminary Site Plan of the Proposed City Yard Improvements
4. 1994 Land Use Element Revision, Volume II, General Plan Open Space Land Use Designation Text
5. Current Development Standards for the M-1 (Manufacturing) and the O-S (Open Space) Zones Matrix

City-Owned Properties



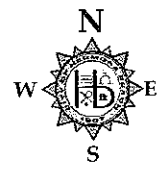
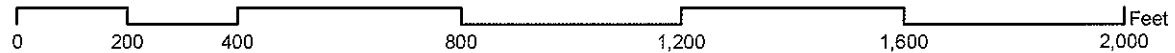
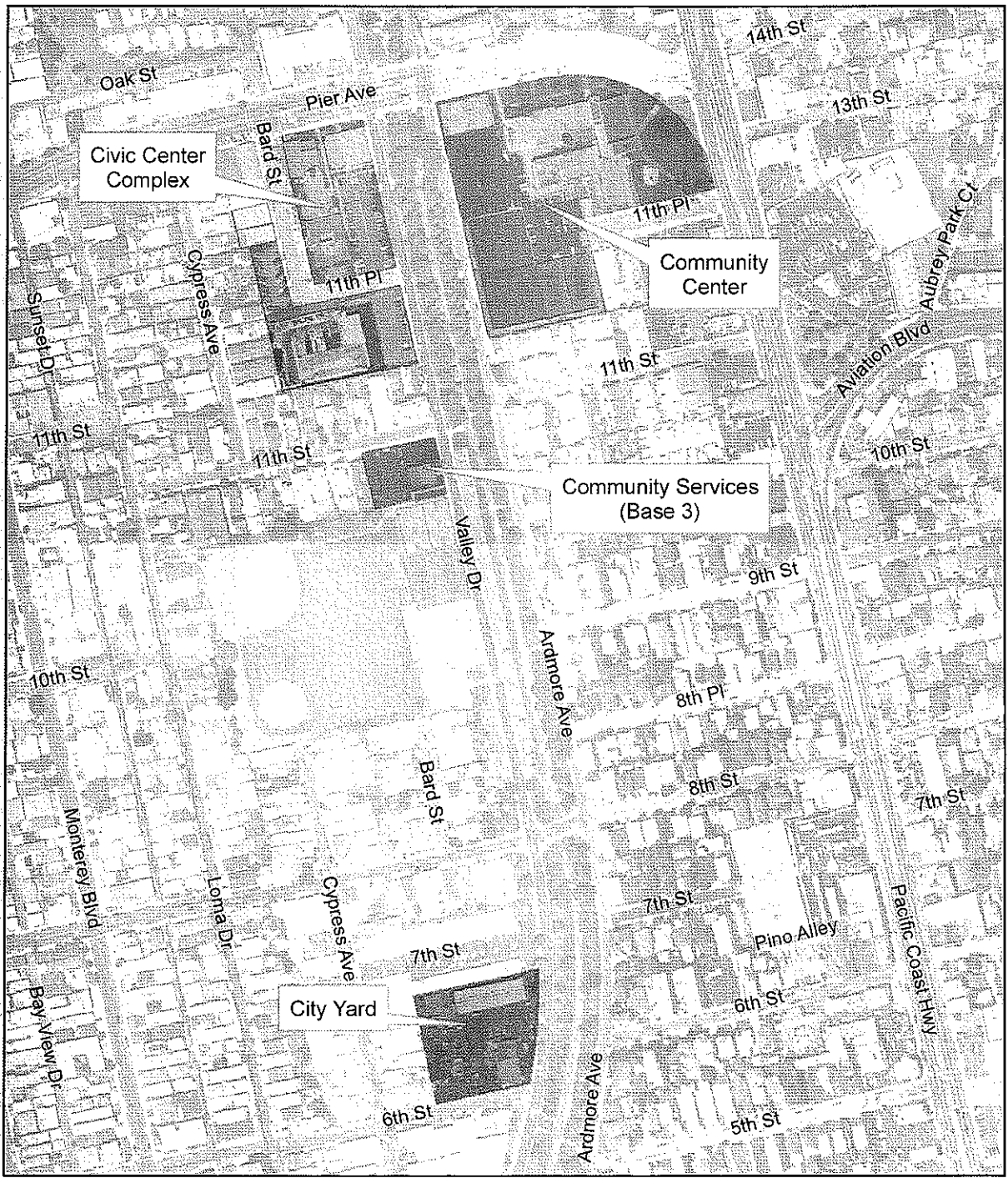
PROPERTY	Sq Ft
Community Center	209,300.0
Civic Center	147,852.9
Community Services (Base 3)	20,008.9
City Yard	60,084.8






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Chris Hardenbrook
November 2006



City-Owned Properties

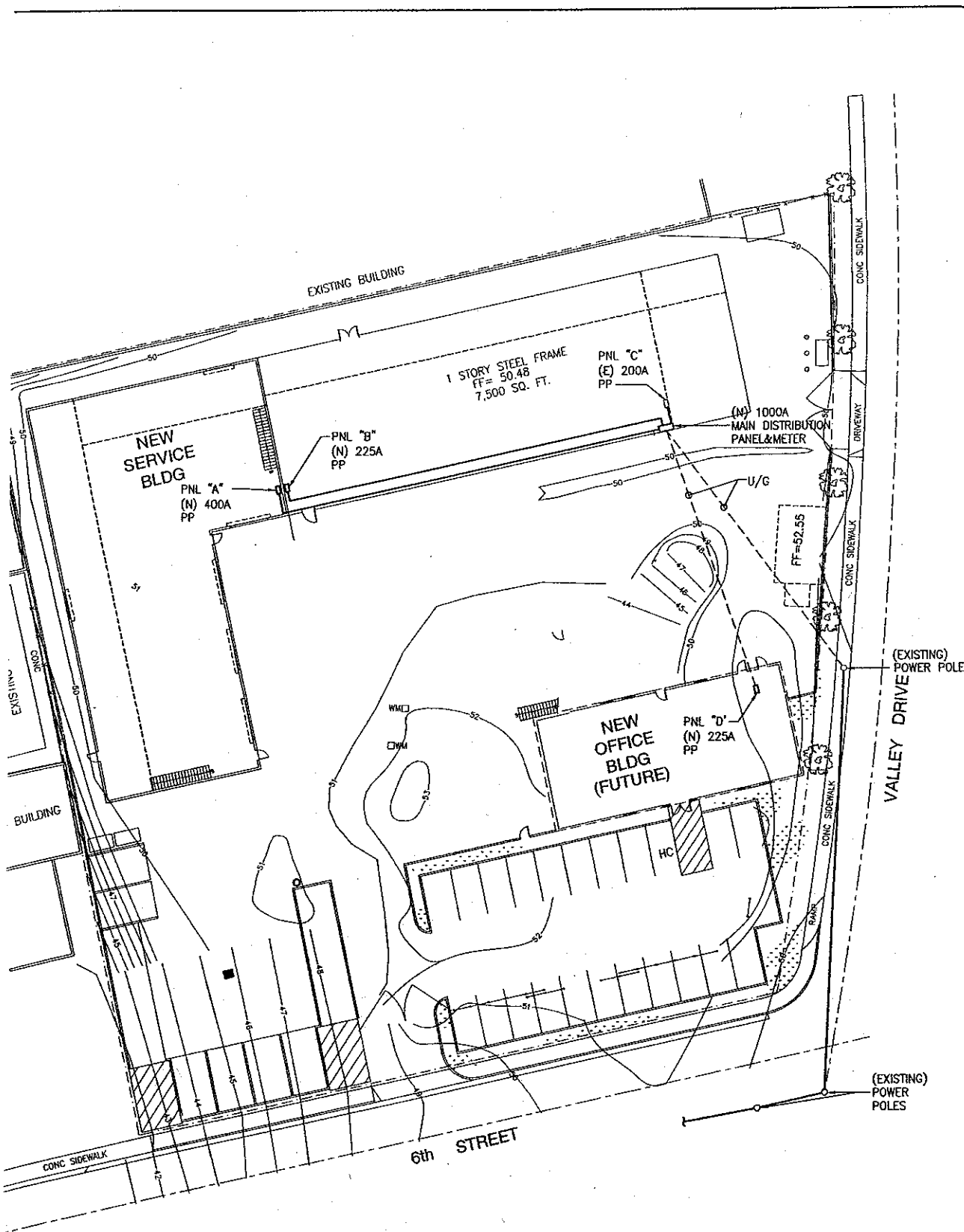


Current Zoning


-  C-2 General Commercial District
-  M-1 Light Manufacturing Zne
-  OS Open Space



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NOTE: PROPOSED LAYOUT WILL HAVE ONE SERVICE AND METER.

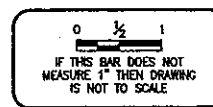
SITE PLAN 

REV	DATE	BY	REVISION

J.C. CHANG AND ASSOCIATES, INC. JCCA
 ENGINEERS • ARCHITECTS • PLANNERS
 337 VAN NESS WAY, SUITE 178
 TORRANCE, CALIFORNIA 90501
 PH (310) 212-7644
 FAX (310) 212-6972

APPROVALS	DATE
SITE MANAGER	
REQUESTOR	

SHEET TITLE
 PROJECT TITLE
NEW MAINTENANCE BUILDING
CITY OF HERMOSA BEACH



JCCA #05034-2

DRAWN BY:
 DESIGNED BY:
 CHECKED BY: T.P.K.
 SCALE: AS NOTED
 DATE:

SHEET
E-2
 OF X

OPEN SPACE LAND USE DESIGNATION

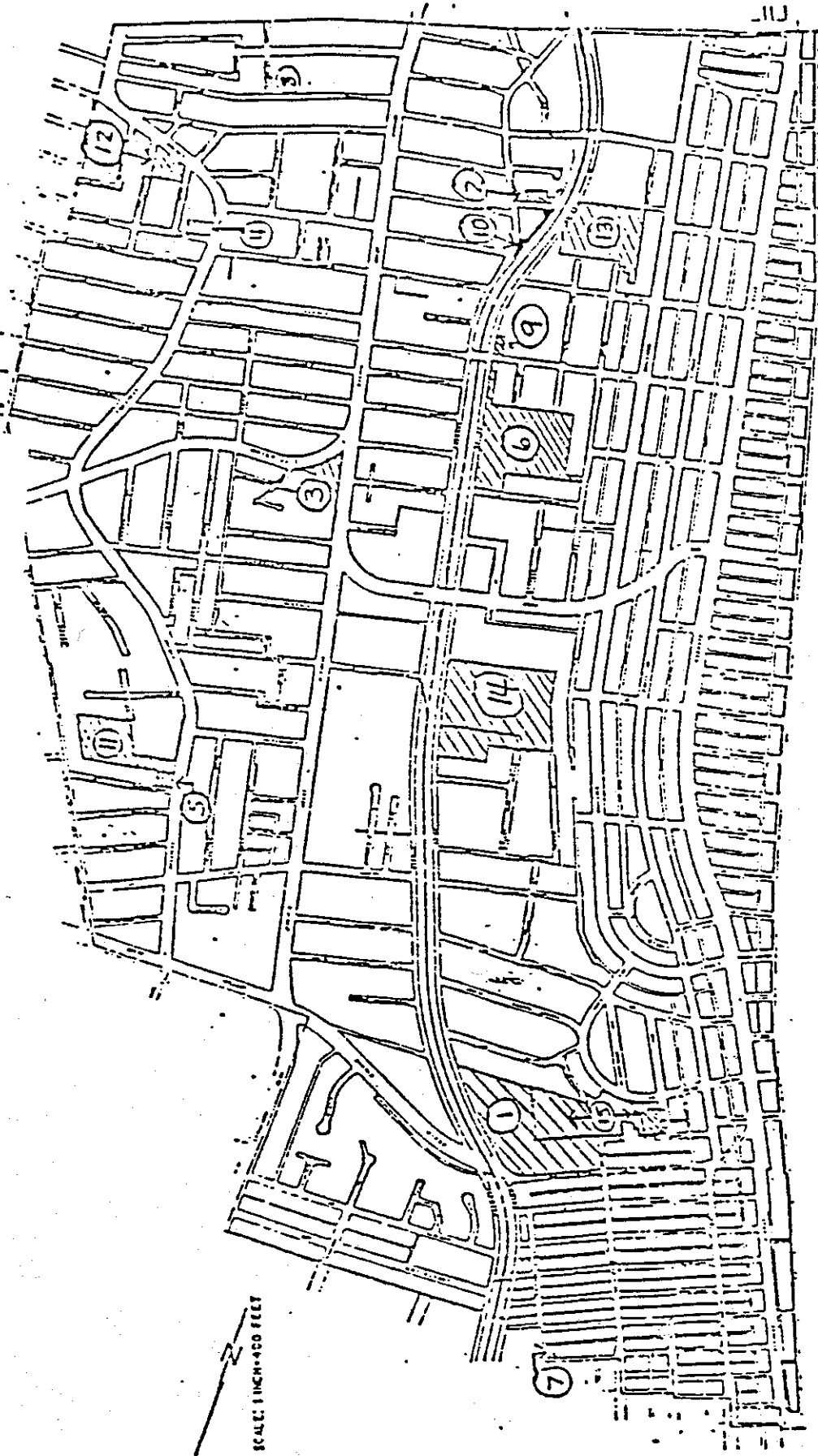
The current OS Open Space land use designation in the General Plan includes several types of public land uses not usually associated with the concept of "open space." These uses include general government facilities (Civic Center, Community Center), public educational facilities (Hermosa Valley School, Hermosa View School, and the vacated school sites), and public utilities (California Water Service Company facility). Government, school, and public utility land uses are typically designated as "Public" land uses in local general plans, although some communities designate public utilities as "Quasi-Public" to reflect the private ownership status of a publicly regulated service. An "Open Space" designation, which implies substantial restrictions on structural improvements, is commonly applied to active and passive park lands only.

BACKGROUND

At the December 12, 1991 joint City Council/Planning Commission meeting, it was determined that potential amendments to the Open Space land use designation should be dealt with as part of the Land Use Element revision. The City Council, at their August 27, 1991 meeting, adopted a resolution of intent to "study possible amendments to the General Plan and Zoning Ordinance related to the allowable uses in the Open Space designated areas." This study was initiated due to concern that the existing Open Space permitted uses and development standards may not be consistent with previous voter initiatives on open space. On November 7, 1989, voters established the OS-1 Restricted Open Space designation for the greenbelt property. This initiative added specific text to the zoning ordinance to limit use of this open space to "non-building public improvements." On November 4, 1986, the people voted to "protect" certain areas designated Open Space in the General Plan by requiring that any future redesignations must be approved by a vote of the electorate. These protected open space properties, shown on Map 14, are as follows:

1. Valley Park (Gould Avenue & Valley Drive)
2. South park/Bicentennial (4th Street)
3. Greenwood Park (Aviation Boulevard & Pacific Coast Highway)
4. Fort Lots-of-Fun Park (6th Street)
5. Seaview Park (19th Street & Prospect Boulevard)
6. Clark Stadium Recreation Center (Valley Drive & 11th Street)
7. Ingleside Park (Ingleside Drive & 33rd Street)
8. Moondust Park (between Meyer Court & 2nd Street)
9. 8th Street & Valley Boulevard Park
10. Ardmore Avenue & 5th Street Park
11. Hermosa View School site

map 14
Protected Open Space Properties



- | | | | |
|----|-----------------------|-----|-----------------------------------|
| 1. | Valley Park | 9. | 8th Street and Valley Drive Park |
| 2. | Di-Centennial Park | 10. | Ardmore Avenue at 5th Street Park |
| 3. | Greenwood Park | 11. | Hermosa View School |
| 4. | Fort Lots-of-Fun Park | 12. | Prospect Heights School |
| 5. | Seaview Park | 13. | South School |
| 6. | Clark Stadium (field) | 14. | Hermosa Valley School |
| 7. | Ingliside Park | 15. | North School |
| 8. | Woodlark park | | |

12. Prospect Heights School site
13. South School site
14. Hermosa Valley School site
15. North School site

The current Land Use Element does not provide any guidance on property development standards or restrictions. The Open Space Element of the General Plan focuses on enhancing and protecting the recreational and aesthetic attributes of the City's open spaces areas. Public (government, school) and quasi-public (utilities) are clearly not within the scope of the Open Space Element.

Section 9.5-1 of the zoning ordinance lists the permitted uses for the Open Space zone. This section states that "primary open space comprises public and private areas devoted to recreational, leisure, cultural and aesthetic purposes." The Open Space zone permitted use list includes the following uses not typically associated with open space areas: educational buildings and playgrounds; public utility structures and corridors; public governmental buildings; public malls and plazas; and transit uses. These uses could be considered inappropriate for an open space zone, since all involve the construction and uses of buildings/facilities that are not primarily devoted to recreational, leisure, cultural or aesthetic purposes.

The Open Space zone includes specific property development restrictions in terms of maximum lot coverage (10%), building height (25 feet), parking area (maximum 10% of lot area), and building setback (20 feet from all property lines). A strict interpretation of the Open Space zone development standards would prohibit the expansion or reconstruction of the existing government and educational facilities.

ANALYSIS

The current OS Open Space land use designation combines two completely different types of publicly owned lands: recreational/open space areas and institutional/public facility properties. In order to correct this deficiency, either of the following revisions to the Open Space designation could be initiated:

1. Establish a new PF Public Facilities land use designation for the following type of uses presently designated Open Space:
 - a. Educational buildings
 - b. Public utility structures and corridors
 - c. Public governmental buildings
 - d. Public malls and plazas
 - e. Transit uses
2. Create a new PF Public Facilities overlay district for the permitted Open Space uses listed above in option #1,

subject to its own separate development standards and restrictions.

The first option reflects the type of land use designations common to most municipalities. Creation of a new General Plan land use designation acknowledges that public institutions and utilities represent a separate land use classification which should be subject to its own development standards and restrictions.

Although the first option would appear to be the logical solution to this issue, the 1986 voter initiative complicates this issue. The City's school properties are included in the inventory of "protected" Open Space properties that may not be redesignated without voter approval. For example, the Hermosa Valley School building could not undergo expansion or reconstruction under the Open Space zoning regulations, and may not have a General Plan amendment and rezoning in accordance with standard City procedures. Therefore, a Public Facilities designation that includes public school properties would require a special ballot measure.

The second option addresses this constraint by leaving all Open Space designated properties in this land use category as shown in the General Plan map, and then adding a new Public Facilities overlay for the public land use properties listed in option #1. This would provide the opportunity to formulate special development standards for each type of land use in the Public Facilities overlay, as appropriate, while still retaining the Open Space designation. This option addresses the fact that simply including public institutional uses in an Open Space designation is not by itself problematic; rather, it is the restrictive zoning standards applicable to the Open Space designation that is really at the heart of this issue. For example, keeping the Civic Center in the Open Space designation is only a problem in that the zoning standards clearly makes City Hall a nonconforming use that cannot be rebuilt or expanded under current Open Space zoning standards. Creating new development standards for the various public institutional uses is therefore necessary to allow for public buildings and facilities of adequate functional proportions. While both options could accomplish this objective, only option #2 could be implemented without the cost and potential controversy of a ballot measure.

As a side issue, there are still a few properties adjacent to Open Space properties that are zoned Unclassified. An "unclassified" zone is essentially a non-zone, meaning that the property is waiting to be zoned. All properties zoned Unclassified should receive a new zoning designation immediately. Since these properties consist of the portions of school properties with buildings, these areas should be designated Public Facilities overlay.

OBJECTIVES AND IMPLEMENTATION POLICIES

PRIMARY OBJECTIVE 1: Create a special Public Facilities overlay district for all properties presently designated Open Space or Unclassified that contain educational buildings, public utility structures and corridors, public governmental buildings, public malls and plazas, and transit uses. S

Implementation Objective 1.1: Prepare zoning text for Public Facilities overlay district, which allows for adequate building height and mass, e.g. C-3 standards, and revise General Plan map and zoning map to include overlay district boundaries. S

PRIMARY OBJECTIVE 2: Revise zoning text to identify only those types of uses which typically are found in Open Space zones. Examples of these uses are as follows: S

1. Aquatic sports facilities
2. Historic monuments
3. Parks
4. Picnic facilities
5. Playgrounds and children's recreational equipment
6. Recreational facilities and ancillary uses (indoor and outdoor)
7. Special events and group events authorized pursuant to Sections 22-1 and 22-5 of the Municipal Code
8. Spectator seating
9. Sports fields and courts
10. Trails for walking, jogging, bicycling and/or skating

p/osdes

Current Development Standards for the M-1 (Manufacturing) and the OS (Open Space) Zones

City of Hemosa Beach						
Current Zoning	Lot Coverage	Maximum Height				
M-1	N/A	35'				
OS	10%	25'				
Setbacks						
Front	Alley	Rear	Side			
Not Required/As required by the Precise Development Plan	3'	A minimum rear/side yard setback of 8'. An additional 2' of setback for each story over the 1st story for structures adjacent to residential zones, except where public rights-of-way, 20' or greater in width, separate the M-1 zone from residential property	20'			
20'	20'					
Miscellaneous						
Landscaping						Parking
Landscape subject to review and approval by the Planning Director	All landscaping shall be permanently irrigated					Subject to Section 17.44 (Off-Street Parking)
						Not more than 10% of land area shall be used for parking