



Staff Report

File #: REPORT 18-0445, Version: 1

Honorable Chairman and Members of the Hermosa Beach Planning Commission

Regular Meeting of July 17, 2018

Precise Development Plan 16-7 and Parking Plan 16-2 to allow a new three-story, detached 2,744 square foot commercial building with ground floor retail and second and third floor office space, to be constructed behind the existing 1,841 square foot single-family residence which will be converted to a single-unit motel, and a Parking Plan to allow the 12-space parking requirement to be met with 4 on-site spaces (including 1 tandem space) plus fees in lieu for 8 spaces, on a 4,023 square foot lot in the C-2 (Restricted Commercial) zoning district at 70 10th Street; and adoption of a Mitigated Negative Declaration.

Applicant/Owner: B&J Capital Investments
414 Torrance Boulevard
Redondo Beach, CA 90277

Recommended Action:

Adopt the attached resolutions approving Precise Development Plan 16-7 and Parking Plan 16-2 to allow a new three-story, detached 2,744 square foot (sq. ft.) commercial building with ground floor retail and second and third floor office space, to be constructed behind the existing 1,841 square foot single-family residence which will be converted to a single-unit motel, and Parking Plan 16-2 to allow the 12-space parking requirement to be met with 4 on-site spaces (including 1 tandem space) plus fees in lieu for 8 spaces, on a 4,023 square foot lot in the C-2 (Restricted Commercial) zoning district at 70 10th Street; and adopt the Mitigated Negative Declaration.

BACKGROUND

ZONING:	Restricted Commercial (C-2)
GENERAL PLAN:	Community Commercial
USES EXISTING/PROPOSED:	Single-family residence/ single-unit motel with retail and general office uses
LOT SIZE:	4,023 sq. ft.
TOTAL GROSS FLOOR AREA:	1,841 sq. ft. (existing to remain) and proposed 2,744 sq. ft. (addition) totaling 4,585 sq. ft.
PARKING SPACES:	
REQUIRED:	12 parking spaces
PROPOSED:	4 on-site parking spaces (fees paid in lieu of 8 spaces)
ENVIRONMENTAL DETERMINATION:	The project will not have a significant impact on the environment

with adoption of the Mitigated Negative Declaration.

The subject site at 70 10th Street is located within the Downtown District, south of Pier Plaza, and on the southwest corner of Hermosa Avenue and 10th Street. The site is located within the Restricted Commercial (C-2) zoning district with a Community Commercial General Plan land use designation. The 4,023 sq. ft. lot houses an approximately 1,840 sq. ft. two-story single-family residence and contains one parking space which is accessed from the alley to the south (10th Court). Two residential units are located immediately west of the subject property at 64 10th Street and 69 10th Court. The adjacent residences are located within the C-2 zoning district, and as such, are legal nonconforming uses. A mixture of commercial uses are located north (across 10th Street), east (across Hermosa Avenue) and south (across 10th Court) of the subject site. Commercial uses in the vicinity consist of general and medical office, retail and restaurant uses.

Proposal

The applicant proposes to preserve the existing approximately 1,840 sq. ft. two-story single-family residence, to be converted to a single-unit motel, while retaining the historic integrity of the existing structure and small scale of the street and constructing a new three-story detached 2,744 sq. ft. commercial building to the rear of the existing structure. The new building will contain ground floor retail and second and third floor general office space. A lockable surfboard storage area to accommodate 19 boards is proposed along the southwest edge of the property. The applicant requests a Parking Plan to allow the 12-space parking requirement to be met with 4 on-site spaces (including 1 tandem space) which will be tucked beneath the 2nd floor of the new building, plus fees in lieu for 8 spaces.

The existing single-family residential structure, constructed in 1911, was assessed by the City's professional historic resource consultants who determined that the structure is part of a group of five bungalows that are eligible for designation as a historic district. Therefore, the existing structure qualifies as a contributor to an eligible historic district of beach bungalows, and is therefore a significant historic resource as that term is defined under the California Environmental Quality Act (CEQA). To avoid adverse impacts to both the historic integrity of the existing structure as well as the ability of the collection of bungalows to maintain eligibility for designation as a historic district, no physical changes are proposed to the structure, and the structure is proposed to be adaptively re-used as a single-unit motel.

ANALYSIS

Precise Development Plan

The purpose of the C-2 zone is to provide opportunities for a limited range of office, retail, and service commercial uses specifically appropriate for the scale and character of the downtown; a resident and visitor serving pedestrian-oriented shopping/ entertainment district. Retail, general office uses and motels are permitted uses and do not require a Conditional Use Permit in the C-2 zone.

As specified in the Hermosa Beach Municipal Code (HBMC) Section 17.58, the purpose and intent of requiring a Precise Development Plan (PDP) review for development projects is to achieve a reasonable level of quality, compatibility, in harmony with the community's social, economic and environmental objectives, and to protect existing and potential developments, and uses on adjacent and surrounding property. On a case-by-case basis, the Planning Commission may impose standards above the minimums designated by the HBMC to improve the quality of development and to mitigate any environmental impacts. HBMC Section 17.26.050 provides standards and limitations

for development within the C-2 zone.

In considering a PDP for any development, the following criteria for granting or conditionally granting said permit shall be considered:

1. Distance from existing residential uses in relation to negative effects: Two residential units are located immediately west of the subject property. The rear residence (69 10th Court) is located at the subject property's west property line and the front residence (64 10th Street) is located approximately three feet from the subject property's west property line. The proposed building is designed with the customer pedestrian entrance/exits and covered walkways located along the east side of the building (Hermosa Avenue frontage) which are oriented away from nearby residential uses, and vehicular access from 10th Court. Retail, general office uses and motels are permitted by right within the C-2 zone and all noise from the retail and general office use operations will be contained within the fully enclosed building. Pursuant to HBMC Section 8.24.040, the City's Noise Ordinance restricts commercial activities that are plainly audible from a residential dwelling unit's property line from 10:00 p.m. to 8:00 a.m. daily. Lighting will be installed around the building and will be required to be downcast so to not disturb neighboring residential uses. The project includes a condition to require lighting be downcast and be non-disruptive to nearby uses. Lighting shall conform to HBMC Section 17.44.160(C).

The existing single-family 1911 bungalow structure is proposed to be adaptively re-used as a single-unit motel, and to maintain the historic integrity of the structure, no physical changes are proposed. The majority of the motel use will be conducted indoors, with the exception of the front and rear patios which will be available to the guests of the motel's single unit. The interior of the structure is being converted from three bedrooms to two bedrooms, as well as a play area next to the kitchen, with the intent being that the single-unit motel will attract families. Therefore, negative impacts to existing residential uses are not anticipated.

2. The amount of existing or proposed off-street parking in relation to actual need: The proposed project with the combination of uses (retail, general office and a single-unit motel) requires a total of 12 parking spaces. General office and retail uses both require one space for 250 square feet of gross floor area. The new 2,744 square foot commercial building requires 11 parking spaces, and the existing 1,840 sq. ft. single-family residence (to be converted to a single-unit motel) must provide one parking space because a motel is required to provide one parking space per unit.

HBMC Section 17.44.040 (E) 2.b. requires building sites, where buildings will exceed a 1:1 gross floor area to building site area ratio, to provide a minimum of 25% of the required parking on-site with the remaining required parking authorized to be paid through in-lieu fee contributions with approval of a Parking Plan. The purpose of the in-lieu fee program is to collect funds which can be used to for future improvements to the City's public parking. A Parking Plan is requested to allow the 12-space parking requirement to be met with 4 on-site spaces (including 1 tandem space) plus fees in lieu for 8 spaces. In accepting in-lieu parking, the Commission must find that the parking deficiency will not unduly impact the surrounding area. Future retail/office tenants of the building are not known at this time. Peak parking demand for retail typically occurs between 12:00 p.m. to 3:00 p.m. weekdays and 2:00 p.m. to 5:00 p.m. weekends. Peak demand for office uses typically occurs between 10:00 a.m. to 12:00 p.m. weekdays and weekends.

The nearest public surface parking lot, which contains 130 parking spaces, is located 300 feet away

at 1101 Hermosa Avenue (Lot A) . The public parking structure containing 261 parking spaces located at 13th Street and Hermosa Avenue (Lot C) is located within 900 feet of the subject property. Occupancy rates for Lots A and C during weekday afternoons is 95% and 96% respectively. Public parking spaces are provided throughout the Downtown, which is located within Zone 2 of the Coastal Zone public parking supply (between 16th Street and 8th Street and as far east as Ardmore Avenue). In Zone 2, through a combination of public parking lots and metered street parking spaces, occupancy rates are 48% on weekday afternoons.

The City's in-lieu parking program requires that a minimum of 25% of the required spaces be provided on site for properties where the Floor Area Ratio exceeds 1:1. The proposed project FAR totals 1.14, therefore, a minimum of 3 parking spaces (25% of 12 spaces) must be provided on-site. The proposal includes 4 parking spaces on-site with 8 in-lieu spaces requested. Additionally, a bike rack accommodating approximately five bicycles is proposed to be located near the southeast corner of the existing structure.

To provide some context in considering the request for approval of 8 in-lieu spaces, the following is a list of the largest in-lieu parking requests approved by the City to date:

- 20 spaces at 1301 Hermosa Avenue;
- 16 spaces at 906-910 Hermosa Avenue;
- 13 spaces at Pier Plaza;
- 7 spaces at 1429 Hermosa Avenue;
- 5 spaces at 51 Pier Avenue; and
- 5 spaces at 117 Pier Avenue.

The current inventory of all City-approved in-lieu parking spaces is attached.

Although specific users of the proposed multi-tenant building are unknown, it may be assumed that employees and patrons will be visiting other Downtown businesses and can avail themselves of the "park once" strategy such that the proposed 4 on-site parking spaces would be sufficient to satisfy their needs for parking during peak demand periods.

3. The combination of uses proposed, as they relate to compatibility: The subject site will contain one retail tenant on the ground floor level and four general office tenants on the second and third floor levels. The single-family residence will be converted to a single-unit motel use. Retail is favorable on the ground floor level and contributes to a pedestrian oriented environment within the Downtown District. Office uses are reserved for upper floor levels. Retail, general office uses and motels are permitted by right within the C-2 zone, and all noise from the retail and general office use operations will be contained within the fully enclosed building. Since general office and retail uses typically operate during the day time, those uses are anticipated to be compatible with the proposed single-unit motel. On-site uses are compatible and will complement one another, and the combination of uses is consistent with the surrounding mixture of commercial uses such as general and medical office, retail and restaurant uses. Therefore, adverse impacts are not anticipated.

4. The relationship of the estimated generated traffic volume and the capacity and safety of streets serving the area: The project will not introduce any hazards to mobility, as alterations to the surrounding streets are not proposed and the project's proposed modifications will not impact emergency access to the site. Emergency access and fire lanes and ingress and egress points will be maintained in full compliance with the Building and Safety Code and Fire Code. The project does

not propose any features or modifications to existing circulation facilities that would have the potential to conflict with transportation/mobility plans. Additional peak hour trips generated by the proposed project are well below the standard threshold of significance of 50 trips during a peak hour, indicating the project does not have the potential to result in significant impacts related to the capacity of local or regional roads or intersections. Therefore, adverse impacts are not anticipated.

5. The proposed exterior signs and decor, and the compatibility thereof with existing establishments in the area:

The new commercial building will be detached and located approximately six feet behind the existing on-site single-family residence. In doing so, the project will preserve the small scale character as viewed from 10th Street. Although the new building is not required to be compatible with the bungalow or the eligible historic district in scale or massing, it is important that the new building does not impact the integrity of the eligible 10th Street Beach Bungalow Historic District to the extent that the district would no longer be eligible for historic listing. Architectural treatments and design elements include painted lap siding, wood trim, wood picket railing, exposed rafter tails, masonry walls and covered and recessed walkways and balconies to provide a more pedestrian friendly streetscape. The elevator housing unit will exceed the 30-foot height limit by the minimum amount necessary to meet the California Building Code (approximately 3.66 feet) pursuant to HBMC Section 17.46.010. The project includes a condition requiring a sign permit for new signage at the subject site in conformance with HBMC Section 17.50.

6. Building and driveway orientation in relation to sensitive uses, e.g., residences and schools:

The proposed building is designed with the customer pedestrian entrance/exits and covered walkways located along the east side of the building (Hermosa Avenue frontage) which are oriented away from nearby residential uses. The project will maintain the existing vehicular access point provided by a driveway along the south alley (10th Court). The vehicular ingress/egress point is oriented to the south, across from an existing commercial building, where it is least impactful to nearby residences and will additionally limit impacts to street traffic on Hermosa Avenue. No new curb cuts are proposed and all on-street parking spaces will be preserved. No impacts are anticipated. The new building which abuts the Hermosa Avenue sidewalk will be recessed back approximately three to six feet and will contain covered walkways to provide a more pedestrian oriented frontage along Hermosa Avenue.

7. Noise, odor, dust and/or vibration that may be generated by the proposed use: The short duration of noise events generated during construction will temporarily result in increased ambient noise levels, but will not significantly impact the ambient noise environment over the long term or for a significant period of time. Compliance with the City's Noise Ordinance will effectively ensure that the project does not exceed adopted standards and successfully avoids significant construction-related temporary noise impacts. Retail, general office uses and motels are permitted by right within the C-2 zone, and all noise from the retail and general office use operations will be contained within the fully enclosed building. The majority of the motel use will be conducted indoors, with the exception of the front and rear patios which will be available to the guests of the motel's single unit. The interior of the structure is being converted from three bedrooms to two bedrooms, as well as a play area next to the kitchen, with the intent being that the single-unit motel will attract families. As such, significant noise impacts from the long-term operations are not anticipated.

The use of heavy construction equipment has the potential to exceed allowable groundborne vibration levels. The adjacent residence to the west at 64 10th Street is a beach cottage constructed in 1914. Because of the age and historic significance of the existing structure on site and the

adjacent structure, these nearby structures must be considered especially sensitive to vibration impacts. The proposed Mitigated Negative Declaration includes a mitigation measure indicating, "During the periods of site preparation when heavy equipment (such as a 315 excavator and 953 track loader, or similar) will be in use, vibration levels at site's western property line adjacent to the neighboring residential structure at 64 10th Street and at or near the southern foundation of the historic resource on site will be monitored by an acoustic engineer. The monitoring shall be performed by a registered engineer of INCE (Institute of Noise Control Engineering) certified engineer with expertise in vibration monitoring. In the event that vibration is found to exceed the perceptibility threshold of 001 inches per second, the methods and/or equipment used on-site shall be immediately modified to reduce vibration below the 0.01 level. Results of the acoustic monitoring and associated avoidance methods, if any, shall be provided to the Community Development Director in the form of a memorandum prepared by the acoustic engineer." A condition of approval is also included which provides specificity on how this mitigation measure must be implemented.

The project is conditioned to require the applicant submit a demolition and construction management plan for review and approval by the City Building Official at time of Building Permit submittal. The project is also conditioned to require the applicant to hold a pre-demolition/ construction meeting, and the procedural handout is attached. Therefore, with implementation of the mitigation measure and various conditions of approval, adverse impacts are not anticipated.

8. Impact of the proposed use to the city's infrastructure, and/or services:

The existing site has available utilities and services. The site has historically been occupied by a residential use. The City's Public Works Department has confirmed that that adequate capacity exists to provide utilities for the proposed development.

9. Adequacy of mitigation measures to minimize environmental impacts in quantitative terms:

An Initial Study and Mitigated Negative Declaration was prepared to analyze the proposed project. The Initial Study/Mitigated Negative Declaration determined that, with implementation of one mitigation measure (which has also been included as a condition of approval in the PDP Resolution), the project would not result in any significant environmental impacts.

10. Other considerations that, in the judgment of the planning commission, are necessary to assure compatibility with the surrounding uses, and the city as a whole.

HBMC Section 8.12 requires adequate solid waste collection and disposal facilities for all developments. While specific tenants have not been identified, based on the combination of uses proposed for the site, a minimum four cubic yard roll off container is needed. A trash enclosure is proposed along the west side of the existing structure where the container can be rolled to the edge of the property along 10th Street. Although that space is not large enough to meet the minimum dimensions for a parking stall, the area has been informally used to park vehicles, such as a golf cart. A condition of approval is included requiring that a trash enclosure facility capable of accommodating a minimum four-yard roll off container be located along the west side of the existing structure, and that the area be adequately signed to prohibit parking in that area.

A letter from a resident at 60 10th Street was received and is attached. The letter cites concern with adequacy of on-site parking for the proposed uses, there being limited parking permits for current residents and employees, potential traffic impacts to nearby residential streets and overall building massing and effects on property values. City staff has conditioned the project such that 8 of the 12 required parking spaces, which are not provided on-site, must be paid in-lieu. General office and

retail uses have peak times which coincide with times of the week where public parking is available. The City's General Plan indicates that public parking spaces are provided throughout the Downtown, which is located within Zone 2 of the Coastal Zone public parking supply (between 16th Street and 8th Street and as far east as Ardmore Avenue). In Zone 2, through a combination of public parking lots and metered street parking spaces, occupancy rates are 48% on weekday afternoons. Additional peak hour trips generated by the proposed project are well below the standard threshold of significance of 50 trips during a peak hour, indicating the project does not have the potential to result in significant impacts related to the capacity of local or regional roads or intersections. Therefore, adverse impacts are not anticipated. The project design and massing (including building height) comply with the zoning standards.

Parking Plan

HBMC Section 17.44.210 provides that a Parking Plan may be approved by the Planning Commission to allow for a reduction in the number of spaces required through payment of parking spaces in-lieu and for use of tandem parking spaces. The proposed project with the combination of uses (retail, general office and a single-unit motel) requires a total of 12 parking spaces. General office and retail uses both require one space for 250 square feet of gross floor area. The new 2,744 square foot commercial building requires 11 parking spaces and the existing 1,840 sq. ft. single-family residence (to be converted to a single-unit motel) must provide one parking space because a motel is required to provide one parking space per unit.

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In addition, a minimum of 3 parking spaces (25% of 12 spaces) must be provided on-site, and the proposal is that 4 parking spaces be provided on-site. Additionally, a bike rack accommodating a minimum of five bicycles is proposed to be located near the southeast corner of the existing structure. As discussed in greater detail in Section 2 of this report, the proposed parking should be sufficient to satisfy parking demand during peak periods. The applicant also requests the use of one tandem parking space as a method to provide required parking and indicates the tandem parking space will be reserved for use of long-term visitors and employees. However, given the unknown nature of the tenant mix and operations, and what constitutes a long-term visitor, it is not possible to restrict the tandem space in the manner suggested. A condition of approval is included requiring that the northerly (1st access) tandem space be designated for employee parking during daytime hours of 8am to 5pm daily.

Environmental Determination:

As part of the environmental review process, one potentially significant environmental impact was found, and it is related to exposure of persons to or generation of excessive groundborne vibration or groundborne noise levels. This impact was determined to be less than significant with mitigation, as discussed in greater detail in Section 7 of this report.

A Mitigated Negative Declaration has been prepared and is attached for reference. The project will not have a significant impact on the environment with adoption and certification of the Mitigated Negative Declaration and implementation of the mitigation measure.

General Plan Consistency:

The site is located within the Community Commercial (CC) General Plan land use area and the purpose is to provide opportunities and locations for uses designed to serve the shopping, dining, and employment desires of the entire community. Community Commercial land uses primarily serve the local market, though they may also serve the needs of visitors and residents of nearby jurisdictions. Appropriate land uses include locally oriented commercial uses including retail stores, restaurants, professional and medical offices, and personal services. Uses on the ground floor are reserved for retail, restaurant, and other sales-tax revenue generating uses, while offices and personal service uses are encouraged on upper floors. Residential uses are not allowed in this designation as its intent is to promote and protect retail, office, and service uses that diversify the City's tax base. The appropriate intensity range is between a Floor Area Ratio of 0.5 to 1.25.

The site is also located within the Downtown District Character Area where the types of uses are to provide services and activities associated with the local beach culture to residents as well as visitors to the city. The mix of community and recreational uses are to serve a functional role in meeting the daily needs and activities of residents and visitors, and accommodate coastal-related recreation and commercial uses which serve the year-round needs of residents and visitors and are attractive and compatible with adjacent residential neighborhoods and commercial districts.

The intent of the Downtown District is to enhance the building form and orientation while specifically transforming the realm on Hermosa Avenue. Any new buildings should pay close attention to and contribute to the high quality pedestrian environment provided throughout Downtown. First floor street front businesses should include retail, restaurants, and other sales tax-generating commercial uses to promote lively pedestrian activity on Downtown streets. Development along Hermosa Avenue should conform to recommendations of the Downtown Revitalization Strategy to realize a town-scale Main Street environment that supports pedestrian activity and local serving commerce. Many of the unique buildings, streetscape features, and public spaces are iconic or historic in nature, and new buildings should be carefully integrated to retain the town's eclectic charm. In addition, buildings should be two to three stories in height, cover most or all of the parcel, and may abut neighboring structures. Once Downtown, walking and bicycling are the primary means for traveling around Downtown while vehicles are accommodated through consolidated parking lots and metered street parking. Downtown parking should be provided off-site through public or private shared parking facilities, with any on-site parking situated to the rear of the buildings and/or hidden and screened.

The project is consistent with the goals and the following policies of the General Plan: Land Use policies 1.1 (diverse and distributed land use pattern), 1.3 (access to daily activities), 1.5 (balance resident and visitor needs), 1.6 (scale and context), 1.7 (compatibility of uses), 1.8 (respond to

unique characteristics) 1.9 (retain commercial land area), 1.10 (transition between uses), 3.5 (compact office formats), 4.4 (unique architectural design), 4.8 (neighborhood buffer), 4.10 (pedestrian access), 5.1 (scale and massing), 5.2 (high quality materials), 5.5 (preservation and adaptive reuse), 5.6 (eclectic and diverse architecture), 6.6 (human scale buildings), 6.7 (pedestrian oriented design), 6.8 (balance pedestrian and vehicular circulation), 8.5 (new accommodations), 10.5 (adaptive reuse and sustainable development), and Mobility Policies 4.5 (sufficient bicycle parking), 4.8 (ensure commercial parking) and 8.4 (utilize alleys).

The proposed commercial building, containing retail and general office uses as well as the single-unit motel use have a total Floor Area Ratio of 1.14, are appropriate land uses within the Community Commercial General Plan land use area and Downtown District and will provide shopping, overnight accommodations and employment opportunities for the entire community and visitors. The project is pedestrian-oriented and the first floor level is reserved for a retail use. The existing single-family residential structure will be retained and the new building will be carefully integrated to retain the town's eclectic charm. The new building will be three stories in height and will directly abut the neighboring residences at 6410th Street and 69 10th Court. Required parking is provided through a mixture of 4 on-site tuck-under spaces, with 8 spaces to be paid in lieu. A bicycle rack is proposed to be will be provided along the Hermosa Avenue frontage. Therefore, the project is consistent with the City's long-term vision provided in the General Plan and the project allows the City to meet its goals.

The City, through an agreement with the Coastal Commission as part of our certified Coastal Land Use Plan (LUP) (certified in 1981 and amended as recently as 2004), has an approved parking in-lieu fee program. The basic concept is to allow for the development of smaller properties in the downtown where it is not possible or not practical to provide all required parking on-site. Currently the fee amount is \$28,900 per required parking space not provided on-site. The fee was established by resolution of the City Council and was based on an appraisal completed in July 2006. The in-lieu funds are used to mitigate increased parking demand. The threshold limit was established at 100 parking spaces in 1982 and the City has not yet reached this threshold. Currently 66 in-lieu parking spaces have been approved by the City to date. If the applicant's request to purchase 8 in-lieu spaces is approved, the City's inventory of available in-lieu spaces will be reduced to 26. Once the City reaches the 100 space threshold additional parking must be constructed or, no additional in-lieu parking may be authorized. The current inventory of approved parking in-lieu spaces is attached.

SUMMARY

Based on the analysis above, the proposed Precise Development Plan 16-7 and Parking Plan 16-2, as conditioned, are consistent with applicable sections of the Hermosa Beach Municipal Code and PLAN Hermosa. Staff recommends the Planning Commission adopt the attached resolutions approving the PDP and Parking Plan and adopting the Mitigated Negative Declaration.

Attachments:

1. Draft Resolution of Approval for Proposed Precise Development Plan
2. Draft Resolution of Approval for Proposed Parking Plan
3. Current Inventory of City-approved Parking In-Lieu Spaces
4. Project Plans
5. Initial Study and Mitigated Negative Declaration
6. Historical Resources Report
7. Site Photos
8. Public Notification 500 Foot Radius Map

- 9. Public Notification Legal Posters
- 10. Public Comment Letter

Respectfully Submitted by: Nicole Ellis, Associate Planner

Concur: Kim Chafin, Planning Manager

Approved: Ken Robertson, Community Development Director