



# Administrative Report

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J.2., File # PC24-1855

Meeting Date: 11/21/2024

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**TO:** PLANNING COMMISSION  
**FROM:** SEAN SCULLY, PLANNING MANAGER

**TITLE**

**PUBLIC HEARING TO CONSIDER AN EXEMPTION DECLARATION AND CONDITIONAL USE PERMIT TO ALLOW THE OPERATION OF A NEW CHILDCARE FACILITY (WITH INFANTS), OCEAN VIEW ACADEMY CHILD DEVELOPMENT CENTER, WITHIN AN EXISTING CHURCH/SCHOOL BUILDING ON PROPERTY LOCATED WITHIN A COMMERCIAL-PEDESTRIAN ORIENTED (C-2-PD) ZONE AND SINGLE-FAMILY RESIDENTIAL (R-1) ZONE.**

**RECOMMENDATION:**

1. Open the public hearing, administer oath, take testimony from staff, the applicant and other interested parties, and deliberate;
2. Close the public hearing; and
3. Adopt the attached resolution by title only, waiving further reading:

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF REDONDO BEACH ADOPTING AN EXEMPTION DECLARATION AND APPROVING A CONDITIONAL USE PERMIT TO ALLOW THE OPERATION OF A CHILD DAY CARE CENTER (WITH INFANTS) WITH A MAXIMUM OF 100 CHILDREN WITHIN EXISTING CLASSROOMS AT AN EXISTING CHURCH LOCATED WITHIN A COMMERCIALPEDESTRIAN (C-2-P) ZONE AND A SINGLE-FAMILY RESIDENTIAL (R1) ZONE, AT 301 AVENUE D. (CASE NO. CUP-2023-14)

**EXECUTIVE SUMMARY**

On November 17, 2023, the Community Development Department received an application (Conditional Use Permit) to operate of a Children’s Day-Care Center, with infant care, on a property located at 301 Avenue D within the Commercial-Pedestrian Oriented (C-2-PD) and Single-Family Residential (R-1) Zone. “Child day-care centers” are conditionally permitted in both the C-2-PD and the R-1 Zones.

The subject property is owned and operated by the Saint Andrews Presbyterian Church. The Saint Andrews Presbyterian Church was originally built in 1948 with additions in 1952, 1955, 1957, and 1962. The 1962 addition included the most recent substantial work that generally represents the church as it exists today. In 1962 the expansion of the church included the construction of the school classrooms and the development of the parking lot (68 spaces) across the street between Avenue D and Avenue E which provides the required parking spaces for the church, school, and offices on the subject property today. Attached to this Administrative Report is the approved “Plot Plan” that illustrates the addition of the school classrooms and the parking lot approved and built in 1962.

The applicant, Ocean View Academy, is the owner/operator of the proposed children's day-care facility. Ocean View Academy's planned child care services will accommodate a maximum of 100 children between the ages of 6 weeks to 6 years. Ocean View Academy currently operates a children's day-care facility in Hermosa Beach that accommodates 52 children and they plan to close that location and reopen here at 301 Avenue D. At maximum capacity Ocean View Academy will employ 20 full-time employees and 4 part-time employees. The proposed hours of operation are Monday through Friday 7:00 AM - 6:00 PM.

No interior or exterior alterations are proposed with this application as the existing school classrooms accommodate this type of use as they exist.

### **BACKGROUND**

The subject property is located at 301 Avenue D at the northeast corner of Avenue D and Pacific Coast Highway. The subject property is a single property that 42,470 sf (0.97 Acres) in size and has "split zoning" with the portion of the property fronting Pacific Coast Highway (+/- 22,487 sf) zoned Commercial-Pedestrian Oriented (C-2-PD) and remainder of the parcel fronting Avenue D (+/- 19,983 sf) zoned Single-Family Residential (R-1). Children's Day-Care uses are conditional permitted in both zones. The properties north are zoned C-2-PD and R-3. The properties west (across PCH) are zoned C-2-PD. The properties south is also zoned C-2-PD, however there is a residential apartment (legal non-conforming) with nine (9) units directly across the street from the church/proposed children's day-care. Additionally, there is a large residentially zoned (R-1) lot that is also immediately south of the church/proposed children's day-care developed with a parking lot with 68 parking spaces that is owned by St. Andrews Church. The parking lot provides all the parking in support of the church and any schools that have operated in the past and would support the required parking of the proposed children's day-care. The properties east of the subject property are zoned and developed single family residential (R-1).

Below is an aerial photo identifying the subject property, the parking lot across the street, and the surrounding development. Attached to this Administrative Report are a series of aerial photos, the zoning map, and proposed plans that identify the subject property (site plan), the subject classrooms (floor plans), the play areas, the loading zone along Avenue D, and the parking lot across Avenue D that extends to Avenue E. Additionally, the attached aerial photos and zoning map identify the apartment building directly south of the church across Avenue D and the adjacent single-family residences to the east of the subject property.

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The proposed subject property, 301 Avenue D, is owned and operated by the Saint Andrews Presbyterian Church. The Saint Andrews Presbyterian Church was originally built in 1948 with additions in 1952, 1955, 1957, and 1962. The 1962 addition included the most recent substantial work that generally represents the church as it exists today. Additionally, the expansion of the church in 1962 included the construction of the school classrooms and the development of the parking lot (68 spaces) across the street between Avenue D and Avenue E which provides the required parking spaces for the church, school, and offices on the subject property today.

The St. Andrews Church has operated multiple schools at this location over the years.

- A Bible School was the initial school facility (1962). It's duration and operations are unknown.
- "MOPS", a nonprofit organization called Mothers of Preschoolers has operated at this location for the past 30+ years. They meet in the existing classrooms with children from ages ranging 2 -6 years old. Currently, they have scaled back and only meet every other Wednesday. The program will no longer be in operation when the preschool opens. At its peak, MOPS would run Monday-Friday 10:00am-12:30pm. They would have an average of 20 children daily. They used the grass area with the play structure as their outdoor play yard. They operated with an average of 4 teachers and 20 children daily.
- "Knowing Gardens", a private K-5 school operated prior to "MOPS" for about 15 years. Their K -5 school had an average of 25 students daily. They had a teacher to student ratio of 1:5. They were open Monday through Friday from 8 am- 4 pm.
- St Andrews Sunday School Program. St Andrews children and another church that rents their space Sunday afternoon operate a combined Sunday School program with as many as 80 children within the school classrooms and play area.

As evidenced above, childcare and private school uses have historically operated at this location since 1962. Additionally, the classrooms were designed and built for school and daycare use.

## **ANALYSIS**

### **Proposed Operation**

The following is a summary of the planned operations of the Ocean View Academy Child Development Center.

- Ocean View Academy's planned child care services will accommodate a maximum of 100 children between the ages of 6 weeks to 6 years.
  - Although Ocean View Academy is requesting a maximum enrollment of 100 children, they do not expect this number of children on a daily basis. Many of the Ocean View Academy's clients request services on a part time bases, meaning that some days attendance will be 60 children with other days having 75 or slightly more children depending upon what days families pick to enroll.
  - Out of the maximum enrollment of 100 children, up to 40 children will be "infants". Which will account for nearly half (1/2) of the day-care children enrolled.
    - The state considers infants to be aged 6 weeks-2 years.
      - 26 of the 40 children will be 6 weeks-1 years old.
      - 14 of the 40 children will be 1-2 years old.
- At maximum capacity Ocean View Academy will employ 20 full-time employees and 4 part-

time employees.

- The proposed hours of operation are Monday through Friday 7:00 AM - 6:00 PM.
  - Drop off and pick up operations.
  - Drop off/Pick up times will be staggered.
  - Parents can sign up for an allotted time. If they come past their time, they must park in the parking lot across the street and walk their child to school.
  - The loading zone times will be 7:00-7:20, 7:20-7:40, 7:40-8:00, 8:00-8:20, 8:20-8:40, 8:40-9:00, 9:00-9:20, 9:20-9:40, 9:40-10:00.
    - Six (6) families every 20 minutes supported by six (6) staff members/teachers at the loading zone. This schedule accommodates 60 families during the drop off periods. Those families that are not assigned a drop off/pick up time are required to park in the parking lot and walk their child to the Academy.
- Outdoor play operations.
  - The outdoor playground space that faces Avenue D: Half (½) of the space will be gated off for the infants. The other half (½) that has the play structure will only allow 10 children at a time. The courtyard will also have a 10-child maximum occupancy at appointed times. ○ Outdoor times do not begin until 9:00 am.
  - Outdoor play times will be staggered as follows: 9:00-9:45, 9:45-10:30, 10:30-11:15, 11:15-12:00pm.
  - Thirty 30 children are the maximum permitted in all three (3) combined outdoor play areas simultaneously during an allotted outdoor play time (10 of which are infants).
  - The children have nap/rest time from 12:00-2:00pm and will not be outside during these times.
  - During the afternoon, Ocean View Academy will follow the same maximum numbers noted above with staggered outside times as follows: 2:30-3:15, 3:15-4:00, 4:00-4:45, 4:45-6:00 pm.

### Issues of Concern

The primary issues of concern associated with child day care facilities are the potential noise (outside play areas), parking, and ensuring traffic/pedestrian safety concerning drop-off/pick-up activities. The following analysis provides a summary of the noted issues of concern, noise, parking, and traffic/pedestrian safety with proposed conditions of approval that serve to mitigate any potential issues noted.

### **Noise**

Any potential for noise associated with child day care centers typically emanates from the State required outdoor play areas. There are three (3) outdoor play areas planned for the day-care. Each is limited to ten (10) children maximum during any of the outdoor play times noted above. Below is a description of each the outdoor play areas, an analysis of the potential for noise, an exhibit identifying the play areas, and finally the proposed conditions that serve to ensure the potential for noise impacts are less than significant.

- Play Area 1 - Approximately 630 sq. ft. of grass play area. Infants only (6 weeks - 2 years of age). Maximum of 10 infants.
- Play Area 2 - Approximately 750 sq. ft. of grass play area with a wooden climbing play structure. Children 3-6 years of age. Maximum of 10 children.

- Play Area 3 - Approximately 2,000 sq. ft. of paved play area. Children 3-6 years of age. Maximum of 10 children.

Staff conducted multiple site visits to assess the existing noise environment and the proximity of the play areas to nearest noise sensitive land uses.

Concerning the existing noise environment, the neighborhood is impacted significantly by the existing traffic noise generated along Pacific Coast Highway (PCH). Play Area 1 and 2 are approximately 100' east of PCH and the noise from PCH will generally exceed the noise environment anticipated by the children in these two (2) Play Areas. Since Play Area 1 will be for infants only it is staff's opinion that noise will only be generated from 10 children in Play Area 2 and that potential noise is not expected to exceed the existing noise environment (ambient noise) created by the traffic along PCH.

Concerning Play Area 3, staff does not anticipate noise from this Play Area to exceed the noise generated from Play Area 1 and 2 due to its location within the property and being nearly completely surrounded by the classrooms, offices, and sanctuary structures which will serve to block the majority of noise potentially generated in this Play Area.



In addition to the high ambient noise levels generated by PCH coupled with the small number of

children in Play Area 2 (10 maximum), and the location of the structures that surround Plan Area 3, the distances and orientation of the nearest adjacent residences further mitigate any potential noise impacts.

South of the Play Areas and across Avenue D is the nearest residential land use. 302 and 304 Avenue D are developed with 9 residential apartments. They are located approximately 85 - 155 feet away from Play Areas 1 and 2. Upon inspection of the apartments it is important to note that they are oriented west with only a solid sidewall on their north side. Additionally, it is noteworthy that the apartments at 302 and 304 Avenue D are located on property that is zoned C-2-PD.

Concerning the nearest single-family residences, 307 Avenue D is immediately adjacent to the child care facility on the same side of Avenue D however the existing classrooms and offices are located between the Play Areas and this residence and will serve to block noise from any of the Play Areas. 308 Avenue D is located across Avenue D and east of the closest Play Area (Play Area 2) by 163 feet. The distance, small number of children (10 maximum), and the significant noise generated by PCH are expected to reduce any potential noise impacts to less than significant.

As further protection concerning noise and to ensure any potential noise is mitigated, the following conditions of approval have been included in the attached resolution.

Each outdoor Play Area shall be limited to a maximum of 10 children/infants at one time between the hours of 9:00 AM - 12:00 PM and 2:00 PM - 6:00 PM.

Active management by staff of children in distress may require their removal from the outdoor Play Area to an indoor play area. Upon the receipt by the City of deemed reasonable complaints concerning noise, additional mitigation concerning outdoor Play Areas may be required.

### ***Parking***

Pursuant to Section 10-5.1706 of the City's Zoning Ordinance, a child day-care center is required to provide one space per employee, plus drop-off and pick-up areas "as determined necessary based on the center's maximum capacity". Per the applicable municipal code provisions, the total parking required for the proposed child care facility is 24, based on their proposed maximum employee projection of 20 full time and 4 part time employees. The parking lot located immediately across Avenue D is owned and managed by the church and is available for use by Ocean View Academy. There are 68 spaces in the parking lot. The offices for the church only require a few parking spaces during the week with the remainder, approximately 60, available for Ocean View Academy employees and for parents that will park and walk their child to the facility and/or walk to pick-up their child from the facility.

### ***Drop-Off/Pick-Up***

There will be two (2) options for Drop-Off/Pick-Up of the children attending the Academy. The primary option is to utilize the 50' loading zone immediately adjacent to the facility on the north side of Avenue D. Below is the manner in which the loading zone will be managed.

- The Drop off/Pick up times will be staggered.
- Parents can sign up for an allotted time. If they come past their time, they must park in the parking lot across the street and walk their child to school.
- The times will be 7:00-7:20, 7:20-7:40, 7:40-8:00, 8:00-8:20, 8:20-8:40, 8:40- 9:00, 9:00-9:20,

9:20-9:40, 9:40-10:00.

- Six (6) families every 20 minutes supported by six (6) staff members/teachers at the loading zone. This schedule accommodates 54 families during the drop off periods. Those families that are not assigned a drop off/pick up time are required to park in the parking lot and walk their child to the Academy.

Although the majority of families will utilize the “loading zone” option, some parents will not and they will be required to park in the parking lot and walk their child to the facility. It is also important to note, as the majority of the families that are clients of the Ocean View Academy are local residents of Redondo Beach it is anticipated that some clients will walk to the facility. Attached to the report is a list of the clients to date and their city of residence. As evidenced from the client list, the majority are from Redondo Beach. For the families that will walk from the parking lot the likely route will be crossing at the intersection of Avenue D and Pacific Coast Highway.

Below is the condition of approval included in the attached resolution to address any potential drop-off and pick-up conflicts.

Drop-off and pick-up assignments and instructions will be provided to the child day-care staff and clients to ensure the orderly and safe access and exiting from the loading zone adjacent to the facility along the north side of Avenue D. For clients that are not assigned to the loading zone along Avenue D they must park in the parking lot across the street from the facility and walk their child to school and cross at either the intersection of Avenue D and PCH or Avenue D and S. Juanita Avenue.

### ***Outreach***

A public notice advertising the proposed children’s day-care center was published in the Easy Reader, posted on the subject property, and mailed to property owners within 300 feet of the exterior boundaries of the subject by the City. To date no comments, concerns or inquiries have been received. Additionally, the owner and operator of the Ocean View Academy Child Development Center has conducted extensive outreach to the neighborhood surrounding their proposed location and has gathered many signatures in support of the proposed children’s day-care facility. Below is a summary list of the neighbors who have signed a document in support of the project. The signatures in support are also attached to this Administrative Report.

- Apartment Residents, 302/304 Units 2, 5, 6, and 7, Avenue D
- Single Family Residences, 308, 309, and 310.

### ***Conditional Use Permit***

Pursuant to Redondo Beach Municipal Code Section 10-2.620 and 10-2.501, the proposed children’s day-care use requires approval of a Conditional Use Permit by the Planning Commission. The Conditional Use Permit serves to ensure that certain uses possessing unique characteristics will not adversely affect surrounding uses and properties, nor disrupt the orderly development of the community. For approval of the project, the Planning Commission must make the specific findings in the affirmative. Attached to this Administrative Report is RESOLUTION NO. 2024-\*\*-PCR-\*\*\* which identifies all the conditions of approval that serve to address all the noted “issues of concern” and affirm all the required findings necessary for the Planning Commission to approve the proposed project.

Based on a review by the Planning Division of the application, business and operations plans, the

traditional and intended use of the existing classroom facilities, the neighborhood outreach, and the with the specific conditions of approval add to address all the noted concerns, approval of the project is recommended.

### **ENVIRONMENTAL STATUS**

The proposed project is Categorically Exempt from the preparation of environmental analyses, pursuant to Article 19. Categorical Exemptions, Section 15332 In-Fill Development Projects, as the project is consistent with the applicable general plan designations and all applicable general plan policies as well as with applicable zoning designation and regulations, the proposed development occurs within city limits on a project site of no more than five acres substantially surrounded by urban uses, the project site has no value as habitat for endangered, rare or threatened species, approval of the project would not result in any significant effects relating to traffic, noise, air quality, or water quality, and the site can be adequately served by all required utilities and public services. This finding is supported by the fact that the proposed child day-care facility is locating within an existing school classroom facility at an existing church that is approximately 1 acre in size and is consistent with the City's General Plan and complies with all applicable zoning regulations.

### **CONCLUSION**

Staff recommends that the Planning Commission approve the Exemption Declaration and grant the Conditional Use Permit subject to the findings and conditions contained within the attached draft resolution.

### **ATTACHMENTS**

1. 301 Avenue D - Exemption Declaration
2. 301 Avenue D - Draft Resolution
3. 310 Avenue D - CUP Application
4. 301 Avenue D - Business Plan
5. 301 Avenue D - Site Plan, Floor Plan, Loading-Parking
6. 301 Avenue D - Exhibits
7. 301 Avenue D - 1962 Plans
8. 301 Avenue D - Wait List
9. 301 Avenue D - Signatures in Support