



# Administrative Report

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L.1., File # 24-1754

Meeting Date: 10/29/2024

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**To: MAYOR AND CITY COUNCIL**

**From: MARC WIENER, COMMUNITY DEVELOPMENT SERVICES DIRECTOR**

**TITLE**

CONTINUED PUBLIC HEARING TO CONSIDER LAND USE ELEMENT, ZONING ORDINANCE, AND LOCAL COASTAL PROGRAM AMENDMENTS, AND CERTIFICATION OF A PROGRAM ENVIRONMENTAL IMPACT REPORT (EIR) THAT SERVE TO IMPLEMENT THE CITY'S CERTIFIED 6<sup>TH</sup> CYCLE HOUSING ELEMENT

ADOPT BY TITLE ONLY RESOLUTION NO. CC-2410-105, CERTIFYING THE FINAL PROGRAM ENVIRONMENTAL IMPACT REPORT (STATE CLEARINGHOUSE NUMBER 2023050732), ADOPTING FINDINGS PURSUANT TO THE CALIFORNIA ENVIRONMENTAL QUALITY ACT, ADOPTING A STATEMENT OF OVERRIDING CONSIDERATIONS, AND ADOPTING A MITIGATION MONITORING AND REPORTING PROGRAM FOR THE REDONDO BEACH FOCUSED GENERAL PLAN UPDATE, ZONING ORDINANCE UPDATE AND LOCAL COASTAL PROGRAM AMENDMENT

ADOPT BY TITLE ONLY RESOLUTION NO. CC-2410-106, AMENDING THE GENERAL PLAN LAND USE ELEMENT TO IMPLEMENT THE CITY'S CERTIFIED 6TH CYCLE 2021-2029 HOUSING ELEMENT AND OTHER AMENDMENTS REGARDING RESIDENTIALLY DESIGNATED PROPERTIES NOT IDENTIFIED AS PROGRAM ACTIONS IN THE CITY'S HOUSING ELEMENT

ADOPT BY TITLE ONLY RESOLUTION NO. CC-2410-107, AMENDING THE COASTAL LAND USE PLAN OF THE CITY'S LOCAL COASTAL PROGRAM TO IMPLEMENT THE CITY'S CERTIFIED 6TH CYCLE 2021-2029 HOUSING ELEMENT AND OTHER AMENDMENTS REGARDING RESIDENTIALLY DESIGNATED PROPERTIES NOT IDENTIFIED AS PROGRAM ACTIONS IN THE CITY'S HOUSING ELEMENT

INTRODUCE BY TITLE ONLY ORDINANCE NO. CC-3281-24, AMENDING TITLE 10, CHAPTER 1 SUBDIVISIONS OF THE REDONDO BEACH MUNICIPAL CODE FOR CONSISTENCY WITH THE GENERAL PLAN LAND USE ELEMENT AND TO IMPLEMENT THE CITY'S CERTIFIED 6TH CYCLE 2021-2029 HOUSING ELEMENT AND OTHER AMENDMENTS REGARDING RESIDENTIALLY DESIGNATED PROPERTIES NOT IDENTIFIED AS PROGRAM ACTIONS IN THE CITY'S HOUSING ELEMENT. FOR INTRODUCTION AND FIRST READING.

INTRODUCE BY TITLE ONLY ORDINANCE NO. 3282-24, AMENDING TITLE 10 PLANNING AND ZONING, CHAPTER 2 ZONING AND LAND USE OF THE REDONDO BEACH MUNICIPAL CODE FOR CONSISTENCY WITH THE GENERAL PLAN LAND USE ELEMENT AND TO IMPLEMENT

THE CITY'S CERTIFIED 6TH CYCLE 2021-2029 HOUSING ELEMENT AND OTHER AMENDMENTS REGARDING RESIDENTIALLY DESIGNATED PROPERTIES NOT IDENTIFIED AS PROGRAM ACTIONS IN THE CITY'S HOUSING ELEMENT. FOR INTRODUCTION AND FIRST READING.

INTRODUCE BY TITLE ONLY ORDINANCE NO. 3283-24, AMENDING TITLE 10 PLANNING AND ZONING, CHAPTER 5 COASTAL LAND USE PLAN IMPLEMENTING ORDINANCE OF THE REDONDO BEACH MUNICIPAL CODE FOR CONSISTENCY WITH THE GENERAL PLAN LAND USE ELEMENT AND TO IMPLEMENT THE CITY'S CERTIFIED 6TH CYCLE 2021-2029 HOUSING ELEMENT AND OTHER AMENDMENTS REGARDING RESIDENTIALLY DESIGNATED PROPERTIES NOT IDENTIFIED AS PROGRAM ACTIONS IN THE CITY'S HOUSING ELEMENT. FOR INTRODUCTION AND FIRST READING.

**PROCEDURES:**

1. Open the public hearing, take testimony
2. Close the public hearing
3. Adopt Resolution No. CC-2410-105, certifying the Final Program EIR, adopting findings pursuant to CEQA, adopting a Statement of Overriding Considerations, and adopting a mitigation monitoring and reporting program
4. Adopt Resolution No. CC-2410-106, amending the General Plan Land Use Element
5. Adopt Resolution No. CC-2410-107, amending the Land Use Plan of the City's Certified Local Coastal Program
6. Introduce for first reading Ordinance No. CC-3281-24, amending Title 10, Chapter 1 Subdivisions of the Redondo Beach Municipal Code
7. Introduce for first reading Ordinance No. CC-3282-24, amending Title 10, Chapter 2 Zoning and Land Use of the Redondo Beach Municipal Code
8. Introduce for first reading Ordinance No. CC-3283-24, amending Title 10, Chapter 5 Coastal Land Use Plan Implementing Ordinance of the Redondo Municipal Code, and
9. Provide staff with direction regarding the proposed re-zoning from R-1 to C-2 on Torrance Boulevard and RH to C-2 on Pacific Coast Highway

**EXECUTIVE SUMMARY**

The City is in the process of updating the Land Use, Open Space and Conservation, Safety and Noise Elements of the General Plan, and Associated Zoning Ordinance amendments. The General Plan is composed of various State required elements and provides long-term policy direction to guide the physical development, conservation, and sustainability of the City. The Zoning Ordinance is an implementation tool of the General Plan and is required to be consistent with its land-use designations and all of its policies.

On October 1 and October 15, 2024, the City Council was provided with an overview of the proposed updates. The City Council continued the public hearing to October 29, 2024, to consider amendments to the City's existing Land Use Element and City's Zoning Ordinances and certification of the Final Program Environmental Impact Report (PEIR) intended to implement the City's Certified 6<sup>th</sup> Cycle Housing Element.

At their duly noticed public hearing on October 15, 2024, City Council directed staff to move forward

with the Housing Element implementation related General Plan, Zoning Ordinance, and Local Coastal Program Amendments to comply with the statutory deadline of February 12, 2025 and defer other proposed nonresidential amendments.

## **BACKGROUND**

The most significant Land Use Element and Zoning Ordinance updates are intended to implement the City's 6th Cycle Housing Element. The State Department of Housing and Community Development (HCD) has provided the City with a deadline of February 12, 2025 to approve the Housing Element implementation updates. Because of the State-imposed deadline, staff recommends segmenting the General Plan/Zoning Ordinance approval process. Updates intended to implement the Housing Element, along with certification of the Final PEIR are recommended for adoption at this meeting, while the remaining items will be considered for adoption at later dates. The City Council also directed staff to analyze setting the floor area ratio cap for the Beach Cities Health District property at 1.25 as part of the General Plan related EIR, which is currently underway and will be addressed at a future meeting.

## **Zoning Ordinance**

Updates to Title 10 Planning and Zoning of the City's Municipal Code including the City's Subdivision Ordinance (Chapter 1), Zoning Ordinance (Chapter 2), and Coastal Land Use Plan Implementing Ordinance (Chapter 5) include modifications required for consistency with the proposed General Plan, recently adopted Housing Element, and by recent changes in State Law.

The amendments to Title 10 Planning and Zoning of the Municipal Code codify and implement requirements of the 2021-2029 Housing Element. Below is a summary of the amendments to the Zoning Ordinance, which explains the changes being made and identifies the various programs from the Housing Element that are directing the changes.

### **Subdivision Ordinance Updates:**

- *Administrative Process for Subdivisions with up to 15 Condominium Units:*
  - Amendments to the Subdivision Ordinance will change the required entitlements for subdivisions above three (3) units to subdivisions above 15 units for requiring a Planning Commission Design Review.
  - Subdivisions of up to 15 condominium units will be processed administratively with an Administrative Design Review.
    - Required to implement Housing Element Programs 9 and 13.

### **Zoning Ordinance Updates (Inland and Coastal):**

- *Map Updates:*
  - Amendments to the zoning map align zoning designations on all properties with the land use map changes identified in the General Plan Update to the Land Use Element.
    - Many of the map updates implement Housing Element Program 8 and identify

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the required “Housing Sites”.

- *New Affordable Housing Overlay Zone (Inland Zoning Ordinance Only):*
  - The new affordable housing overlay (AHO) zone implements the residential overlay areas identified in the Land Use and Housing Elements including the following sites: North Tech, South of Transit Center, South Bay Marketplace, Kingsdale, 190th Street and FedEx.
  - The AHO establishes a minimum density of 20 du/ac and a maximum of 55 du/ac and requires that the minimum density established by the AHO prevail over any minimum density standards of the underlying zone.
  - The AHO provides options to cluster development to incentivize housing production and allow for the preservation of existing uses.
  - The AHO also allows for 100 percent residential projects as well as mixed use projects with residential and non-residential uses, provided 50 percent or more of the total floor area for the proposed project is for residential uses.
  - The AHO also provides additional incentives for projects that include at least 20 percent of units affordable to lower income households including an administrative design review process that is exempt from discretionary review, and a reduction in the amount of public open space a project must provide.
    - Required to implement Housing Element Program 8 and identify the required “Housing Sites”.
- *Updates to Residential High (RH) zones:*
  - Increase the allowable density in all Residential High (RH) zones from 28 du/ac to 30 du/ac. In the RH-3 zone establish a minimum density of 20 du/ac for all sites identified on Table B-2 of the Housing Element.
    - Required to implement Housing Element Program 8 and 9.
- *Updated Mixed Use 3a and 3c:*
  - The proposed General Plan redesignates several existing MU-3 areas as MU-1, and reduces the allowable density from 35 to 30 du/ac.
  - These areas will be implemented by MU-3a and MU-3c zones, which will be updated to reflect the change in density.
  - This change was anticipated in the housing element and sites located in the MU-3a zone were identified on Table B-2 in anticipation of this zoning change to reduce the maximum density.
  - A provision will also be added to the MU-3a zone to establish a minimum density of 20 du/ac for all sites identified on Table B-2 of the Housing Element.
    - Changes to MU-3a Required to implement Housing Element Programs 8 and 9.

- *Minimum Density for Housing Element Sites:*
  - New requirements for a minimum density of 20 dwelling units per acre for all sites identified in Table B-2 of the Housing Element that are used to satisfy low or very low-income requirements as part of the City's Regional Housing Needs Allocation (RHNA) (these are described under the applicable zones above).
    - Required to implement Housing Element Program 8 and 9.
- *Permitted Uses:*
  - Specifically allow employee housing, supportive housing, and transitional housing as a residential use, subject to the same standards as other residential uses, in all districts where residential uses are allowed, as is currently allowed under State law.
  - Establish Special Use Regulations for supportive housing.
    - Required to implement Housing Element Program 13.
- *Permitted Uses:*
  - Specifically allow low barrier navigation centers as permitted uses in all mixed-use zones and industrial or commercial zones where the Affordable Housing Overlay is applied.
  - Establish Special Use Regulations for low barrier navigation centers.
    - Required to implement Housing Element Program 13.
- *Permitted Uses:*
  - Conditionally allow Single Room Occupancy (SRO) housing in all C-4 zones.
  - Establish Special Use Regulation for SROs.
    - Required to implement Housing Element Program 13.
- *Adjustments to Parking Requirements:*
  - Parking standards for multi-family residential development will be changed from 2 spaces for each unit to 1 space for each studio/0-bedroom unit, 1.5 spaces for each 1-bedroom unit, and 2 spaces for each unit with 2 or more bedrooms.
  - Parking requirements for Emergency Shelters will be established based on staffing levels only by changing the standard from one space for each 250 square feet of gross floor area, to one parking space per employee on site at the same time.
  - Parking will not be required for permanent supportive housing within ½ mile of a major public transit stop.
    - Required to implement Housing Element Program 13.
- *Administrative Permitting of More Types of Housing and By-Right Approval for Qualifying Projects:*

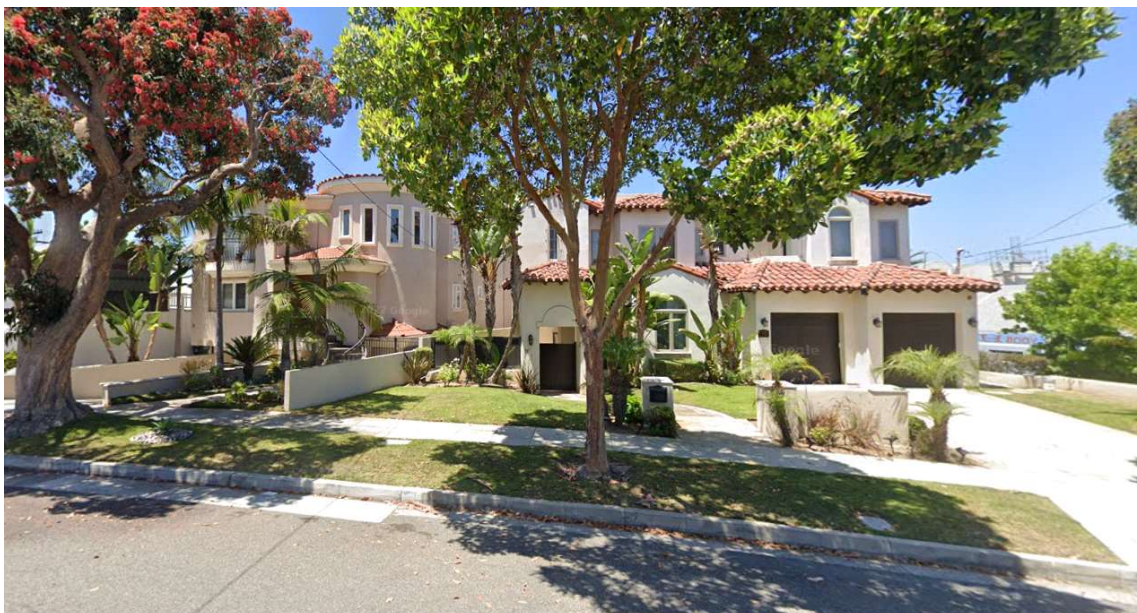
- Increase the maximum size of multiple-family housing projects that are permitted administratively in multi-family zones from 3 units to 15 units.
- All projects identified as a reused site in Table B-1, or listed on Table B-2 of the Housing Element that provide capacity for units affordable to lower income households (including both low and very low categories) and provide at least 20 percent of units affordable to lower income households shall be permitted by right, exempt from discretionary review, subject to administrative design review and shall be approved if found compliant with objective standards.
  - Required to implement Housing Element Programs 9 and 13.
- *Definitions:*
  - Updates to definitions and new definitions for several terms. The following terms have been added or updated to comply with State Laws: Employee housing; Family; Household; Household, lower income; Low barrier navigation center; Residential care facility, limited; Single room occupancy (SRO) housing; Supportive housing; Target population; Transitional housing.
  - The following terms have been added or updated to clarify the intent of other changes in the Zoning Ordinance: Affordable housing overlay (AHO) project (Inland Zoning Ordinance Only); Affordable housing overlay (AHO) site (Inland Zoning Ordinance Only); Floor area, gross; Mixed-use, horizontal; Mixed-use, vertical.
    - Required to implement Housing Element Program 13.
- *Density Bonus Update:*
  - Updates to the density bonus ordinance to align with State Law.
    - Required to implement Housing Element Program 13.
- *New Article to Address Replacement Housing:*
  - New requirements to provide replacement housing units consistent with State Laws.
    - Required to implement Housing Element Program 10.
- *Reasonable accommodation requirements:*
  - New regulations to implement reasonable accommodation requirements consistent with the 2021-2029 Housing Element.
    - Required to implement Housing Element Program 13.

### **Additional Zoning Considerations**

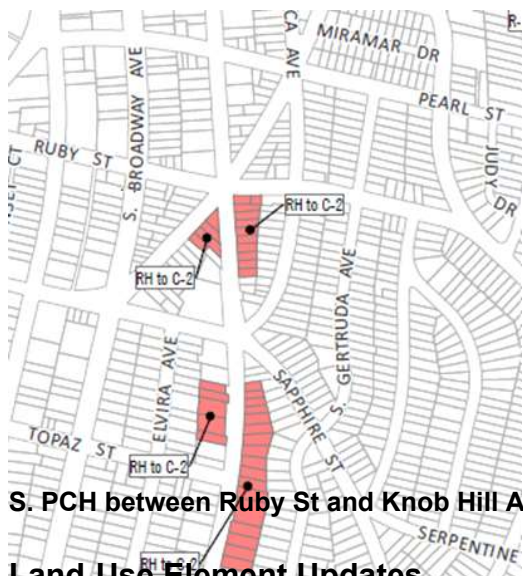
The Zoning Ordinance proposes to re-zone part of the block located at Torrance Boulevard between S. Irena Avenue and S. Juanita Avenue from single-family residential (R-1) to Commercial (C-2). It also proposes to re-zone a stretch along S. Pacific Coast Highway (PCH) from Residential High Density (RH) to Commercial (C-2). The intent of the re-zone was to allow for commercial uses in these areas because they both front the commercial corridors of Torrance Boulevard and PCH.

As shown in the photographs below, both areas consist of predominantly residential buildings, including several single-family homes that are in good condition. Re-zoning the subject areas would make these uses nonconforming and limit the ability of the owner to maintain or potentially rebuild their homes. To address this issue, staff proposes to add a provision to Article 8 (Nonconforming Uses and Structures) that would allow the continuance and rebuild of these residential structures at the subject locations where the re-zone is occurring. This would permit future commercial uses at these locations while also providing flexibility to the homeowners. As an alternative, the current residential zoning at the subject locations could be maintained. Staff is seeking direction from the City Council and in either case the amendments would be incorporated for second reading of the Ordinance.





Torrance Blvd. between S. Irena Ave and S. Juanita Ave



S. PCH between Ruby St and Knob Hill Ave

**Land-Use Element Updates**

At their public hearing on October 15, 2024, the City Council directed City staff to defer all non-Housing Element related General Plan/Land Use Element amendments, but to move forward with the implementation of the City’s Certified 6<sup>th</sup> Cycle 2021-2029 Housing Element. This entails limited updates to the City’s existing Land Use Element along with Zoning Ordinance and LCP amendments to ensure compliance with the statutory deadline of February 12, 2025.

Amendments were made to the Land Use Element to ensure consistency with the implementation of the City’s Certified 6<sup>th</sup> Cycle 2021-2029 Housing Element. It includes “other” residential changes not related to the Housing Element, but due to SB 330, must occur concurrently with up-zonings to ensure “No Net Loss” occurs in the City’s overall residential capacity. Attached to this report is a table that itemizes all the specific changes to the City’s current Land Use Element.



Generally speaking, the majority of the residentially related Land Use Element amendments are the changes required to the City's General Plan Land Use Map (Figure 4) and the Land Use Definitions Table (Table 2 Land Use Plan Classifications) to implement and allow for the increased densities at the "Housing Site" locations and the "Residential Overlay" in support of affordable housing development. A summary of the full list of amendments is included as Attachment 7.

### **FINAL PROGRAM ENVIRONMENTAL IMPACT REPORT (PEIR)**

The Draft PEIR was released for a 47-day public comment period which started August 1, 2024 and ended on September 16, 2024. The Final EIR, inclusive of all comments received and responses to the comments, was posted on the City website on October 17, 2024 and is being presented to the City Council for recommended certification. The overall purpose of this EIR is to inform the City, responsible agencies, decision makers, and the public, about the potential environmental effects resulting from full implementation of the proposed Redondo Beach General Plan Update, and the associated Zoning Ordinance, and Local Coastal Program amendments that are required by State Law for consistency purposes. Included as an appendix to the program Environmental Impact Report is a document that explains the buildout assumptions and methodologies utilized for projecting the potential growth in the City over the next 25 years.

In reviewing the public comments on the PEIR, staff concluded that none of the comment letters offered any new evidence or evidence that any fact, analysis, or determination in the PEIR is incorrect or unsupported. Some minor revisions have been made in response to the comments received. These revisions are fully outlined and in the Final PEIR packet (Attachment 1) and serve to correct, clarify, or amplify the text of the PEIR, as appropriate. The revisions do not alter any of the conclusions of the PEIR and no new environmental impacts or mitigation measures or identified or required. In accordance with CEQA regulations, staff has prepared detailed responses to each comment letter received and is part of the final PEIR package. In accordance with CEQA requirements, the Final PEIR was made available to the public on October 17, 2024 and was posted at least 10 days prior to the October 29, 2024 City Council meeting.

### Project Impacts and Mitigation Measures

Pursuant to the requirements of CEQA, the PEIR analyzes a broad range of 20 potential impact categories associated with the implementation of the Proposed General Plan. These impacts are organized into three distinct categories to determine the degree of environmental disturbance: 1) no impact/less than significant impact; 2) less than significant impact with mitigation; and 3) significant and unavoidable impacts. The Final Program EIR includes the full Mitigation Monitoring and Reporting Program (MMRP) necessary to reduce the impacts listed below to less than significant levels. (Attachment 1)

### Significant and Unavoidable Impacts

Even with the application of mitigation measures, the PEIR identifies significant and unavoidable impacts associated with the proposed project in the categories of Air Quality, Cultural Resources, Energy, Greenhouse Gas Emissions, Land Use and Planning, Noise, Population and Housing, and Transportation. These findings are not unusual for a General Plan PEIR, which evaluates broad development over a longer period of time, particularly as it relates to State-mandated zone changes intended to meet the City's Regional Housing Needs Allocation.

### Findings of Fact and Statement of Overriding Considerations

CEQA allows a City to certify the PEIR and approve the proposed General Plan update provided there are statements in the record explaining why the impacts are acceptable. The Statement of Overriding Considerations (SOC) outlines detailed rationale in support of the decision to approve the noting that the revised General Plan includes substantial benefits that outweigh its adverse environmental impact. In addition to providing goals and policies that would facilitate and achieve the project objectives the proposed project will:

- Update to the Redondo Beach General Plan to include goals and policies that comply with new State laws.
- Balance land uses with anticipated growth, including residential, retail, employment, open space, and public uses with existing land uses and community character.
- Link Redondo Beach's community goals and vision related to land use, housing, safety, and open space and conservation to the General Plan Update.
- Provide employment and housing opportunities within the City consistent with the goals of the Southern California Association of Governments' Sustainable Communities Strategy.
- Foster the development of pedestrian- and transit-oriented environments that create appealing and safe pedestrian areas to reduce automobile dependence.
- Maintain Redondo Beach's existing neighborhoods and districts to foster a positive sense of identity and belonging among residents and businesses.
- Establish a framework for using and managing the city's natural resources sustainably.
- Refine the Policy Plan to comply with State housing mandates and accommodate the mandatory Regional Housing Needs Assessment (RHNA) allocation.

#### CEQA Findings

Staff is recommending the City Council certify the PEIR for the Redondo Beach Focused General Plan Update, Zoning Ordinance Update, and Local Coastal Plan Amendment, including Findings of Fact, Statement of Overriding Considerations, Response to Comments and Mitigation Monitoring and Reporting Program.

Although the City Council will only be considering adoption of amendments related to Housing Element implementation, the EIR for the entire project is recommended for certification at this meeting. Note that later approval of projects is common for a PEIR. The certified EIR does not commit the City to any future policy decisions but will cover the pending future Council action to adopt the remaining General Plan, Zoning Ordinance and LCP Amendments.

#### Tribal Consultation Compliance

State law requires early consultation in the CEQA process to ensure that local and Tribal governments, public agencies, and project proponents have information available, early in the CEQA environmental review process, for the purpose of identifying and addressing potential adverse impacts to tribal cultural resources. Since the project includes a general plan amendment,

early consultation under SB 18 was also required. Both were accomplished simultaneously.

In accordance with AB 52 and SB 18 requirements, the City sent invitation letters on June 1, 2023, to the Native American contacts provided by the Native American Heritage Commission (NAHC) and tribes who had previously requested consultation, formally inviting tribes to consult with the City on the proposed project. Three tribes responded but none requested consultation on the proposed project.

#### EIR/BCHD

At the October 15, 2024 public hearing, City Council directed staff to analyze setting the floor area ratio (FAR) cap for the Beach Cities Health District (BCHD) property at 1.25 as part of the General Plan related EIR, which is currently underway and will be addressed at a future meeting. It was noted in the staff report that the current EIR provides coverage for a range .85-1.0 FAR at the BCHD site. The PEIR allows for flexibility in application of metrics used for quantitative modeling and is derived from a combination of both FAR and projected land use. Although the PEIR provides analysis corresponding to a 0.85 FAR for the BCHD campus; the determination of environmental impact is also dependent on the land uses at the site, which drives employment generation factors for modeling purposes in the PEIR. There is flexibility in the modeling assumptions made based on preliminary information that the City received about the proposed BCHD project to support a FAR of up to 1.0 within the scope of the analysis provided in the PEIR.

#### COORDINATION

The Community Development Department and City Attorney's Office coordinated on the matters related to the implementation of the Housing Element including the Zoning Ordinance, Local Coastal Program Amendments, and the preparation of the Draft Environmental Impact Report.

#### FISCAL IMPACT

The total cost of the agreement with PlaceWorks, and associated subconsultants, for the General Plan, Zoning Ordinance, and Local Coastal Program Updates is \$2,272,372. Except for the initial General Fund expenditure of \$676,900, the costs to fund this work have been paid from the General Plan Maintenance Fund and through the Local Early Action Planning (LEAP) Grant reimbursement funds awarded by the State.

#### **APPROVED BY:**

*Mike Witzansky, City Manager*

#### ATTACHMENTS

- Attachment 1 - Resolution Certifying EIR
- Attachment 2 - Resolution Amending Land Use Element
- Attachment 3 - Resolution Amending LCP
- Attachment 4 - Zoning Ordinance Amending Title 10, Chapter 1
- Attachment 5 - Zoning Ordinance Amending Title 10, Chapter 2
- Attachment 6 - Zoning Ordinance Amending Title 10, Chapter 5
- Attachment 7 - Table Summarizing Amendments to Land Use Element

