CITY OF LOS ANGELES INTER-DEPARTMENTAL CORRESPONDENCE

- DATE: March 27, 2012
- TO: Honorable Members of the City Council
- FROM: Michael J. LoGrande, Director of Planning MULP

SUBJECT: REQUEST TO FUND A COMPREHENSIVE ZONING CODE REVISION

The Department of City Planning requests \$990,000 from the Construction Services Trust Fund (CSTF) for the first year of a five-year work program to completely revise the City's antiquated Zoning Code. Modernizing and streamlining the City's Zoning Code, last comprehensively updated 66 years ago on June 1, 1946, is a key component of the Mayor's July 2011 Development Reform Strategic Plan.

Project Description

The purpose of this long overdue project is to establish a brand new zoning structure for the City of Los Angeles. The revamped Zoning Code will include clear and predictable language that will offer a wider variety of zoning options to more effectively implement the goals and objectives of the General Plan and accommodate the City's future needs and development opportunities. Updated zoning options that reflect the diversity of Los Angeles will allow each neighborhood to maintain a distinct sense of place, while improving the sustainability, economic vitality, and quality of life for all residents. Over the five-year work program, the Department will produce the following three main deliverables:

Dynamic Web-Based Zoning Code

A clear and predictable Zoning Code that will allow for a customized and interactive on-line experience

Layperson's Guide to Zoning

A series of easy-to-read guides to the Zoning Code that will help people navigate through regulations and procedures

Unified Downtown Development Code

A new set of zoning tools for the revitalization of Downtown effective within the first 24 - 30 months of the program that will ensure it is poised to lead the charge for Los Angeles's economic recovery

Completion of this project will benefit the City through: simplified, accessible land use regulations, understandable to both neighborhood stakeholders and developers; an economic development tool that will help shore up the City's tax base; a revitalized Downtown Los Angeles; and more effective planning tools to improve our communities.

Resources Required

The Department proposes a funding strategy <u>that will not produce new impacts on the</u> <u>City's General Fund</u>. A combination of annual allocations from the Construction Services Trust Fund and a temporary increase in the General Plan Maintenance Fee would produce all of the additional revenue needed to complete the project.

Construction Services Trust Fund Proposal

Based on the experience of other jurisdictions, the most effective method for completely revising a Zoning Code involves hiring a consultant team to assist City staff. The consultant team would include: a Planning/Design Consultant Group to assist in preparing the new Zoning Code text, including graphics and charts; an Environmental Consulting Group to prepare the necessary California Environmental Quality Act (CEQA) review and documentation; and a Web Development Group to put together and run an effective project website. Funding for the consultants would occur over a five-year period, as outlined below:

Planning, Envi	ronmental, & We	eb Development	Consultants		
FY 2012-2013	FY 2013-2014	FY 2014-2015	FY 2015-2016	FY 2016-2017	5-Year Total
\$990,000	\$1,012,000	\$1,012,000	\$1,012,000	\$1,012,000	\$5,038,000
Proposed Fund	ing Source: Cons	truction Services	Trust Fund (aka	One-Stop Trust Fi	und)

General Plan Maintenance Fee Proposal

A team of six existing Planning Department staff members in the Code Studies and Code Simplification Units, currently funded by the General Fund, would be combined with a team of seven additional City staff. The new staff would be funded by a temporary increase to the General Plan Maintenance surcharge, which is currently 3% on any permit, plan check, license, or planning application fee. The surcharge currently brings in around \$1.7 million annually. The proposal would raise it 2% for a period of five years, bringing in an additional \$1.2 million every year.

Existing City Staff	
2 City Planners	1 Planning Assistant
2 Associate City Planners	1 Student Professional Worker
Funding Source: Existing General Fund, I	No New Impact

Additional City	Staff										
1 Senior City Pla	anner		1 Systems Analyst								
2 Student Profe	ssional Workers		1 Deputy City Attorney								
1 Geographic In	formation System	ns Supervisor I	1 Senior Structural Engineer								
FY 2012-2013	FY 2013-2014	FY 2014-2015	FY 2015-2016	FY 2016-2017	5-Year Total						
\$1,183,640	\$1,168,090	\$1,160,090	\$1,160,090	\$1,160,090	\$5,832,002						
Proposed Fund	Proposed Funding Source: Temporary General Plan Maintenance Fee Increase										

Completion Schedule

The team of City staff and consultants will be in place and ready to embark on a comprehensive revision of the Zoning Code by December 2012. Delivery of all new Zoning Code revisions is anticipated for the City Planning Commission and the City Council to review by December 2017. The proposed work program utilizes a phased approach to the development and adoption of Code provisions. Fortunately, the preliminary concept lends itself to the phasing approach quite effectively. The Preliminary Project Phasing Plan below breaks down the targeted start and completion timeframe for each of the anticipated major sections of the new Code by quarter.

		Preliminary Project Phasing Plan																		
	FY	201	2-20	13	FY	201	3-20	14	FY	201	4-20	15	FY 2015-2016				FY	201	6-20	17
Quarters	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
Consultant Selection																				
Process & Procedures																				
Unified Downtown																				
Development Code																				
Industrial Uses/Forms																				
Single-Family,																				
Agriculture, Open Space,																				
and Public Facility Zones																				
Commercial Uses/Forms																				
Multi-Family Uses/Forms																				
Orientation Districts																				
Subdivisions																				
Parking & Signs																				
Parks & Open Space																				
Public Right-Of-Way																				
Transfer of Development																				
Rights																				
Overlays																				
Nonconforming Rights																				
Definitions																				

A phased approach will enable the City to adopt each part of the new Zoning Code as soon as it is ready.

Benefits

Land development in Los Angeles is a complex and time-consuming undertaking. Developers must go through an onerous and often unpredictable process that usually requires the help of consultants and expediters. The Department's proposal would produce substantial benefits for the City, which are outlined below.

Accessible & Streamlined Code

The Zoning Code is anticipated to result in a more streamlined review process for development that is consistent with the General Plan and community vision. The new

Code will also be far more accessible to the general public by using a system that is easy to read and user-friendly. This will allow for faster and more definitive responses from City staff, and therefore result in better customer service. The Department will also prepare a series of plain-language, visual, and easy-to-read guides to the different aspects of the Zoning Code (development standards, review processes, etc.) designed to help anyone navigate through the regulations and Department procedures.

The new Code will be written and designed as an interactive on-line document. This code will serve as the foundation that will enable a customized development report that will compile all of the most relevant provisions for individual properties. The New Code will support, and be consistent with the BuildLA initiative (a proposal for a new webbased permitting system), as set forth in the Mayor's Development Reform Strategic Plan. The provisions and procedures of the new Zoning Code will provide a stable foundation for BuildLA and have the potential to be folded into a "digital concierge"-, or TurboTax[™]-type system (imagine: TurboZone^{™-pending}) to guide applicants and other users through the City's zoning regulations and review processes.

Economic Development Tool

The new Zoning Code is anticipated to become an effective economic development tool for enabling faster approval of projects that are consistent with the community's vision. A better set of community planning tools will enable the City to establish more appropriate "by-right" development. The result will encourage and attract more private sector investment and enable the City to create more jobs and expand the City's tax base.

Downtown Revitalization

The proposal includes a new Unified Downtown Development Code anticipated to be effective within the first 24 to 30 months of the program. A Unified Code will ensure that Downtown Los Angeles, the economic engine of the City and the region, is poised earlier in the project timeline to take advantage of the ongoing economic recovery. Allowing for streamlined approval for development that is consistent with the vision for Downtown will create more jobs and attract more business. It will also allow the City to maximize and capitalize on the significant transportation infrastructure investment that has and will be taking place Downtown.

More Effective Community Planning Tools

The new Code will create more zoning options that better address community concerns and help improve the quality of life in the City of Los Angeles. This will be accomplished by creating more effective integration between private property and the public realm (i.e. streets, alleys, parks, etc.), and development standards that produce predictable outcomes for all stakeholders. This will result in more effective implementation of the City's General Plan and its 35 Community plans. The new Zoning Code will also enable the Department to shift more of its focus from case processing to more effective urban design and Community Plan implementation. Case review will be less about whether a given use or development may be approved and more about how the use or development relates to its surroundings. The new Code will also rely less on overlays, special conditions, and discretionary actions, thereby enabling the Department of City Planning to function more efficiently and do more with its resources.

Conclusion

A new Zoning Code for Los Angeles will revolutionize development review in this City. The comprehensive revisions proposed in this work program will be a major step forward in providing vastly improved customer service for anyone living or doing business in the City of Los Angeles. An accessible and streamlined Code provides stakeholders not only with the tools to create better development more quickly, it also simultaneously addresses community concerns regarding quality of life issues. The results will be seen in the appearance of new development and the more effective utilization of the existing building stock.

If you have any questions or need additional information, please contact: Alan Bell, Deputy Director of Planning at (213) 978-1272; Erick Lopez, City Planner at (213) 978-1323; or David Olivo, City Planning Associate at (213) 978-1473.

Attachments

Attachment I – Five-Year Itemized Budget Proposal Attachment II – Comprehensive Zoning Code Revision Action Plan

cc: Melissa Fleming, Office of the City Administrative Officer Madeline Rackley, Office of the City Administrative Officer Gaye Williams, Chief of Staff, Office of the Mayor Matt Karatz, Deputy Mayor of the Office of Economic and Business Policy Bud Ovrom, General Manager, Department of Building and Safety

Attachment I Five-Year Itemized Budget Proposal

Construction Services Trust Fund (aka One-Stop Trust Fund)

	FY 2012- 2013	FY 2013- 2014	FY 2014- 2015	FY 2015- 2016	FY 2016- 2017	5-Year Total
Consultants	Consultant Contract \$					
Zoning Code	650,000	690,000	690,000	690,000	690,000	3,410,000
Public Outreach	40,000	40,000	40,000	40,000	40,000	200,000
EIR Support	150,000	150,000	150,000	150,000	150,000	750,000
Project Website	50,000	32,000	32,000	32,000	32,000	178,000
Graphic/GIS/ Design						
Work	100,000	100,000	100,000	100,000	100,000	500,000
Total	\$990,000	\$1,012,000	\$1,012,000	\$1,012,000	\$1,012,000	5,038,000

Temporary General Plan Maintenance Fee Increase

	FY 2012-	FY 2013-	FY 2014-	FY 2015-	FY 2016-	5-Year
	2013	2014	2015	2016	2017	Total
City Staff	Net Salary Staff Ş	Net Salary Staff Ş	Net Salary Staff \$	Net Salary Staff \$	Net Salary Staff \$	Net Salary Staff \$
Senior City Planner	121,830.93	121,830.93	121,830.93	121,830.93	121,830.93	609,155
GIS Supervisor I	80,122	80,122	80,122	80,122	80,122	400,608
Systems Analyst II	82,913	82,913	82,913	82,913	82,913	414,563
Student Professional Workers	31,000	31,000	31,000	31,000	31,000	155,000
Overtime	30,000	30,000	30,000	30,000	30,000	150,000
Deputy City Attorney	145,488	145,488	145,488	145,488	145,488	727,439
Senior Structural Engineer	117,409	117,409	117,409	117,409	117,409	587,043
Overhead (97%)	531,329	531,329	531,329	531,329	531,329	2,656,644
City Staff Total	1,140,090	1,140,090	1,140,090	1,140,090	1,140,090	5,700,452
Miscellaneous Expenditures						
Printing/Mailing	15,000	15,000	15,000	15,000	15,000	75,000
Travel/Conference	5,000	5,000	5,000	5,000	5,000	25,000
Office & Administration	23,550	8,000	0	0	0	31,550
Misc Total	43,550	28,000	20,000	20,000	20,000	131,550
Total	\$1,183,640	\$1,168,090	\$1,160,090	\$1,160,090	\$1,160,090	5,832,002

Attachment II Comprehensive Zoning Code Revision Action Plan

MORE PLANNING LESS REACTING

A Business Plan for a Comprehensive **Zoning Code Revision for the 21st Century**

FFECTIVE JUNE 1, 1946

MARCH 15, 1946.

NING

PLAN

STER ZONIN ON MARCH 7. THE COMPREHINSIVE ZON. ON MARCH 7, THE COMPREHENSIVE ZON-ING ORDINANCE WAS ADOPTED BY THE LOS ANGELES CITY COUNCIL MAYOR

LOS ANGELES CITY COUNCIL MAYOR REICHER BOWRON APPROVED IT ON

ALL LOS ANGELES IS ZONED UNDER ONE ORDINANCE THUS ENDING MUCH CONFUSION.

ZONING PROVIDES GUIDANCE FOR THE ORDERLY AND EFFICIENT DEVELOPMENT OF LAND USE.

Los Angeles Department of City Planning

City of Los Angeles Planning Department • Graphics Services Section • December 2011

TABLE OF CONTENTS

1.0	Action Plan1
1.1	Preliminary Zoning Code Concept1
1.2	Preliminary Project Phasing Plan1
1.3	Unified Downtown Development Code2
1.4	Dynamic Web-Based Code2
2.0	Oversight, Public Meetings & Communications2
2.1	Zoning Code Oversight Committees2
2.2	Public Participation
2.4	Additional Public Outreach3
3.0	Implementation Strategies – Application of New Zoning Options4
3. 0 4. 0	Implementation Strategies – Application of New Zoning Options
4.0	Current Zoning Code
4.0 4.1	Current Zoning Code
4.0 4.1 4.2	Current Zoning Code
4.0 4.1 4.2 4.3	Current Zoning Code 5 Existing Department Budget 5 Track Record and Department Capacity 5 Evolution of the Zoning Code 5
4.0 4.1 4.2 4.3 4.4 4.5	Current Zoning Code 5 Existing Department Budget 5 Track Record and Department Capacity 5 Evolution of the Zoning Code 5 Current Problems 5





1.0 ACTION PLAN

The Department of City Planning is proposing to completely revise the City's antiquated Zoning Code, last updated 66 years ago, on June 1, 1946, in order to modernize and streamline its land use and development regulations. To start, the Department has prepared a five-year work program and developed a preliminary concept, the details of which are outlined below.

1.1 Preliminary Zoning Code Concept

In order to more effectively implement the City's General Plan and Community Plans, and offer the variety of zoning tools needed for a city as large and diverse as Los Angeles, Department of City Planning staff has developed a preliminary concept for a new Zoning Code. The concept takes the best aspects of traditional and modern urban planning and design methods to form a more flexible and effective Zoning Code for Los Angeles.

The preliminary concept shifts the idea of "Zones" from a static value to a more interchangeable and dynamic system. This will result in a larger number of zoning options that create more effective community planning opportunities/tools, and offer more effective solutions to land use and quality of life concerns throughout the City. More importantly, this initial approach breaks down zoning into its most basic components, and asks three simple questions relating to Use, Form, and Orientation (or U.F.O.):



For examples of how this approach would work in real Los Angeles locations refer to Appendix 2.

1.2 Preliminary Project Phasing Plan

To accomplishing the proposed work program in a five-year time period the Department has established a phased approach to the development and adoption of Code provisions. Fortunately, the preliminary concept outlined above lends itself to a phasing approach quite effectively. Below is the Preliminary Project Phasing Plan, which breaks down the targeted start and completion timeframe for each of the anticipated major sections of the new Code by quarter.

		Preliminary Project Phasing							ng P	lan										
	FY	201	2-20	13	FY	2013-2014			FY 2014-2015				FY 2015-2016				FY 2016-2017			
Quarters	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
Consultant Selection																				
Process & Procedures																				
Unified Downtown																				
Development Code																				
Industrial Uses/Forms																				
Single-Family, Agriculture,																				
Open Space, and Public																				
Facility Zones																				
Commercial Uses/Forms																				
Multi-Family Uses/Forms																				
Orientation Districts																				
Subdivisions													_							
Parking & Signs																				
Parks & Open Space																				



		Preliminary Project Phasing Plan																		
	FY	201	2-20	13	FY	201	3-20	14	FY 2014-2015			FY 2015-2016				FY 2016-2017				
Public Right-Of-Way																				
Transfer of Development																				
Rights																				
Overlays																				
Nonconforming Rights																				
Definitions																				

A detailed description of the work program is available in the Preliminary Scope of Work in Appendix 1.

1.3 Unified Downtown Development Code

Downtown Los Angeles, a major economic engine for the City and greater metropolitan region, is poised for a renaissance. Therefore, it is imperative that the zoning regulations for Downtown be comprehensively revised as early as possible to help advance its resurgence. Regulations need to allow for higher quality development in a more streamlined fashion. Department staff will create a new unified development code for Downtown Los Angeles (on a parallel, but faster timeline) as part of the Zoning Code revision.

1.4 Dynamic Web-Based Code

One of the main objectives of the Zoning Code revision will be to develop the regulations and procedures in a manner that will fit in with the Development Reform Strategic Plan's goal of developing a new webbased portal, "BuildLA", into the City's development process. To accomplish this, a Systems Analyst (computer programmer) will be part of the code development team and responsible for reviewing and guiding the architecture and language of the new regulations so that a user-friendly online system can be developed. This will ensure that the new Zoning Code will be able to be implemented through the City's BuildLA efforts. BuildLA will be a new web-based, user-friendly permitting system. Eventually, these efforts could result in a sort of "digital concierge" that will guide anyone through the regulations and processes.

2.0 OVERSIGHT, PUBLIC MEETINGS & COMMUNICATIONS

2.1 Zoning Code Oversight Committees

Policy Advisory Committee (Blue Ribbon Panel)

The Policy Advisory Committee (PAC) will be a group made up of local leaders and stakeholders involved in the use and development of the City of Los Angeles; examples:

- American Institute of Architects, Los Angeles and San Fernando Valley Chapters
- Building Industry Association
- Los Angeles Chamber of Commerce
- Los Angeles County Metropolitan Transit Authority
- Engineers
- Academics
- Certified Neighborhood Councils
- Homeowner Association Groups
- Non-Affiliated Residents
- Housing Advocates

These individuals will serve as advisors to city and consultant staff during the development of new Zoning Code provisions. The PAC will be the vehicle for citywide meetings and discussions and will be open to the public.

Technical Advisory Committee

The Technical Advisory Committee (TAC) will be a group made up of the City's various Departments, Agencies, and Bureaus that would focus on the feasibility of proposed regulations. The TAC will be an internal discussion group and should be composed of the following officers of the City or their duly authorized representatives:

- Director of Planning (Chair)
- City Engineer

 General Manager of the Department of Recreation and Parks



2

- Superintendent of Building
- Chief Engineer of the Department of Fire
- Chief Engineer and General Manager of the Department of Water and Power
- General Manager, Department of General Services
- General Manager of the Department of Transportation
- Director of the Bureau of Street Lighting of the Department of Public Works
- General Manager of the Los Angeles Housing
 Department
- Other relevant departments.

2.2 Public Participation

Regional Forums

In order to reach the widest range of participants, staff will establish regional forums for the development and/or discussion of proposed regulations. These regional forums will be based on the seven Area Planning Commission (APC) boundaries.

Regional Forums	
North Valley	East Los Angeles
South Valley	South Los Angeles
West Los Angeles	Harbor
Central	

The purpose of these meetings is to serve as a conduit for information to and from local communities and Neighborhood Councils. These forums will be the vehicle for planners to provide details on proposals and/or obtain input. Information and handout materials will be provided to attendees that will allow for individuals to give input on the spot, or via mail and Internet at a later date.



Public Meetings

Staff will develop a schedule of work program meetings that will also serve as important milestones and help move the project forward. In order to keep this project within the five-year timeframe, a realistic limit on the number of these meetings should be established. For example, a limit of 100 to 150 meetings would result in a work program that includes 20 to 30 meetings per year. This will also include meetings which will be attended/staffed by project consultants.

Obtaining stakeholder buy-in of proposed Zoning Code provisions will be critical for a successful and timely completion of the project. To accomplish this staff will also attend various stakeholder group meetings on an as-needed basis, in addition to work program meetings; the goal is to create outreach opportunities beyond of the established work program. Stakeholder group meetings will not have an impact on the project's schedule, and will be set up and hosted by other organizations (Neighborhood Councils, Homeowner Associations, Professional Organizations, etc.); in other words, these will be meetings where the Zoning Code Revision project would be only one item on a meeting agenda. Staff will also provide periodic updates to the City Council, the City Planning Commission, Area Planning Commissions, and any other outside agencies. The flexibility to accommodate these meetings creates part of the need for additional staffing for this project, which has been requested accordingly.

2.4 Additional Public Outreach

The primary guiding principle for the public outreach program is to accommodate individuals and groups who are interested in the project by developing a set of outreach tools that "bring meetings and information to the people".

Project Website

A project website will serve as the main source where the public can access the latest information and status updates, as well as provide input. There will be a project website consultant to develop and maintain the site. The website will be a portal for all project-related information including, but not limited





to, notices of public meetings, frequently asked questions, educational materials, quarterly newsletter updates, and links to Policy Advisory Committee meetings that have taken place to date.

Electronic Mailing List

The project website will have functionality to allow an individual who is interested in keeping up to date on the project to sign up as part of the project "Interest List." Project updates can then be sent directly to interested parties' email addresses. This has worked well as a public outreach and information tool for recent zoning code amendments.

Video Recorded PAC Meetings

The Policy Advisory Committee meetings should be videotaped and available online to anyone who is not able to attend the meetings. A page featuring hyperlinks to the videotaped meetings will be part of the website.

Quarterly Newsletters

Quarterly updates will summarize what has recently occurred with the project as well as inform the reader what to expect next. This will be available electronically (and in printed format if resources allow). It will also be used as an educational tool to help focus discussion and ensure that everyone is "speaking the same language".

Social Network

To supplement traditional outreach methods, the Code Studies Unit currently uses social network sites, such as Facebook, to help disseminate the latest information about ongoing code amendments and has found this to be an effective tool. A Facebook page will be developed for the Zoning Code Revision project allowing people to keep abreast of the latest developments. This page can also double as a portal to the most recent PowerPoint presentations, videotaped meetings, quarterly newsletters, etc.

3.0 IMPLEMENTATION STRATEGIES – APPLICATION OF NEW ZONING OPTIONS

Upon completion of the new Code, the Department will be left with the task of applying the new zoning options to properties throughout the City of Los Angeles. For individual properties, owners will be able to initiate Zone Changes to the new options when they are in place through an official application (with fees). As is currently the case, General Plan Amendments will be required when changing to something other than the current Community Plan Land Use Designation. These will not be part of the scope of the overall comprehensive revision project, nor will it involve staff assigned to it.

To accomplish the citywide conversion to the new zoning system, the Department will need to establish a separate work program. By establishing equivalent provisions between the current and new Zoning Codes and creating a distinction between "Zone Conversions" and "Zone Changes," the Department will be able to establish a realistic timeline for the implementation of the new zoning options.

Zone Conversion – rezone from current zone to an equivalent zone combination

Zone Change – rezone from current zone to a completely different zone combination

By establishing this distinction, we will be able to set up an efficient system to rezone larger regions using more standardized methods through a conversion table indicating the old zones and their equivalent options.

If the Department develops a new Zoning Code to rezone all of the City's Agricultural, Single-Family, Open Space, and Public Facility zoned properties to an equivalent designation under the new Zoning Code, this would enable the rezoning of 67% of lots in the City within an estimated 12 to 18 months after those new Code sections go into effect. With this drastic reduction in the number of properties, only 33% of the City remaining, the Department will be able to provide the special attention necessary and give us more time and resources to focus on the remaining Multi-Family, Commercial, and Industrial/Manufacturing zones.





CURRENT ZONING CODE 4.0

4.1 **Existing Department Budget**

In recent years, the Department has increased fees for entitlement applications to near full cost recovery and established an enterprise fund for these revenues. While these actions have minimized and/or eliminated the practice of subsidizing the processing of development applications, the Department's policy and long-range planning functions are still heavily dependent on the City's general fund.



4.2 **Track Record and Department Capacity**

The Department of City Planning has the tools and expertise to carry out this project but needs additional capacity to supplement its limited long-range planning resources. It has a proven track record of developing and establishing citywide and community-specific zoning and land use policies and regulations.

One example that demonstrates the ability of changes in Code to spur economic development is the Adaptive Reuse Ordinance which led to a major revival of the City's historic downtown since 1999. Other examples that confirm the Department's ability to build a large consensus among a wide spectrum of stakeholders are the Baseline Mansionization and Baseline Hillside Ordinances, which apply to approximately 468,000 properties (combined) and establish a more effective set of development standards for the City's single-family neighborhoods.

Recognizing the need to revise the current Zoning Code, the Department has reallocated some of its limited staff resources to establish a two-person Code Simplification Unit. The proposed work program integrates this unit with the existing four-person Code Studies Unit to form a new Code Revision Section tasked with executing the project. However, a full revision of the Code on a reasonable schedule will require a major investment of new City and consultant resources.

4.3 **Evolution of the Zoning Code**

The last, and only, time the Zoning Code was comprehensively revised when 11 separate ordinances were consolidated into a single, 84-page unified Code in 1946. Over the last 66 years, every time a complex issue arose the only practical way to address the problem was to create new zones, entitlements, or overlays. Because of these amendments, the Code has grown to over 600 standard-format pages. Without a comprehensive restructuring, this practice will only continue to add new layers of complexity to the Zoning Code.

In 1995, the City adopted the General Plan Framework Element to establish a plan that would manage growth and development. The Framework directed residential and commercial growth along major boulevards & corridors and clustered development around high activity centers and transit opportunities, while protecting the City's single-family neighborhoods. Unfortunately, the Zoning Code was never revised to implement these policies and standards – essentially making the 1946 standards outdated and, at times, inconsistent with the City's General Plan.

4.4 **Current Problems**

There are two approaches to writing a Zoning Code for a large and diverse city: 1) vague and openended, relying heavily on special entitlements, site-specific conditions, and overlays to fill in the details; or, 2) clear and specific, relying on a wider variety of options to fit different types and scales of development. The current Zoning Code utilizes the first approach with mixed success. As new amendments to the Zoning Code are adopted, it becomes increasingly disjointed and scattered, resulting



in unclear, contradicting, and unnecessarily complicated regulations.

The same basic set of Zoning Classifications has been maintained since the Code was first established (Post-War Era). A broader indication of the problems created by these Zone Classifications is the fact that they cannot accommodate effective urban design methods, thereby becoming an obstacle to good design. Without comprehensive revision to the Zoning Code, the only practical option to make up for its deficiencies is to continue the process of creating and implementing more overlays, special entitlements and conditions –resulting in more cases to process.

The Code contains over 70 types of time-consuming, discretionary entitlements. New entitlements are added to this list virtually every year. Approximately 60% of the City of Los Angeles is covered by sitespecific conditions (Qs, Ts, & Ds), and special overlays. The process of addressing each specific issue and individual neighborhood on a piecemeal basis is clear evidence that the Code is not living up to the needs of the City. It has become a document that is not fiscally effective or sustainable for either developers required to file for discretionary approvals or the Planning staff required to process them.

To advance the City's interests, we must move beyond the practice of enacting incremental solutions to use and development standards. The only way to realign Los Angeles with its goals, and fully realize its potential, is through a wholesale revision of the regulations that guide its built form.

4.5 Other Cities

In a report prepared by the Metropolitan Planning Council, it was determined that between 1999 and 2003, 22 of the largest 50 U.S. cities had completely revised their Zoning Codes.¹ A follow-up survey conducted by Planning staff in May of this year revealed that since 2003, 11 more cities have also either completed or begun the process. As part of this follow-up, staff determined that of the same 50 cities, Los Angeles has the second oldest Zoning Code in effect, second only to Cleveland, Ohio.

Earlier this year, Department staff conducted a separate survey of 13 cities, most of which are significantly smaller in size & population than Los Angeles, that have *recently* completed or are in the process of revising their Zoning Codes. Those that hired consultants to work with in-house staff generally invested anywhere from \$1 to \$2 million and took about 2 to 2.5 years to complete; except Miami, which took five years to write an award-winning Form-Based Code. Cities that utilized in-house staff (ranging from 4 to 10 Full-Time-Equivalents), limited their costs to employee salaries, but on average took an additional two years to complete the task. The majority of the cities surveyed did not require environmental review, which adds significant cost and time, primarily due to the fact that other states do not have requirements as stringent as California's. However, those that did go through the environmental review process did so by folding the Zoning Code Update in with a concurrent General Plan Update/Amendment.



Overlays & Site-Specific Conditions, Citywide (dark green)

Source: "Lay of the Land: A National Survey of Zoning Reform", Metropolitan Planning Council, 1999; updated 2003.

COMPREHENSIVE ZONING CODE REVISION PRELIMINARY SCOPE OF WORK

Introduction

The City of Los Angeles Planning Department has established the goal of rewriting and simplifying the Zoning Code to make it easier to build projects that comply with its regulations and strengthen project review for those that do not. Therefore, the City is seeking proposals from consultants to provide the services needed in a timely and responsible manner.

The comprehensive revision of the City's Zoning Code has been organized into six (6) phases:

PHASE 1: Project Initiation and Analysis PHASE 2: Development of Preliminary Draft PHASE 3: Document Review PHASE 4: Environmental Assessment PHASE 5: Public Hearings/Recommendations PHASE 6: Implementation

PHASE 1: Project Initiation and Analysis

Task 1.1: Internal Kickoff Meeting

The Consultant shall conduct an initial meeting with Planning Department staff to discuss the scope of work, project schedule, available background information, and the proposed public participation process. The kickoff meeting shall be an orientation for the Consultant in order to gain an understanding of specific issues, City policies, agency interaction, and opportunities and issues relating to growth and development within Los Angeles.

The Consultant shall provide a draft work and expenditure plan for staff's approval, identifying tasks, subtasks, responsible parties, division of labor by hours and tasks, and timelines for project completion.

The Consultant shall provide a project organization chart including the roles of lead consultants and subcontractors and project staffing.

City staff will provide for the Consultant relevant planning and policy reports including the latest versions of the Zoning Code, General Plan Elements, Community Plans, and other similar documents.

Deliverable: Within two weeks following the project initiation meeting, the Consultant shall provide a revised work plan incorporating staff's input.

Task 1.2: Preliminary Outreach

With the assistance of Department staff, the Consultant shall complete a comprehensive study of the existing Zoning Code. The Consultant shall begin identifying sections that are effective, ineffective, and/or confusing by soliciting input through department staff and stakeholder meetings relative to the Zoning Code and development issues including, but not limited to, the following:



The development approval process, Ordinance code requirements, Ordinance administrative procedures, Ordinance deficiencies, Ordinance suggested changes, Conversion methodologies, and Implementation procedures

Staff and stakeholder input shall be utilized to identify sections of the existing Zoning Code that are effective, ineffective, and/or confusing. Examples of staff and stakeholders whose input may be solicited include:

Department of City Planning Department of Transportation Department of Building and Safety Department of Water and Power Department of Public Works, Bureau of Engineering Mayor and City Administration Leadership Planning Commission City Council Professional code users (e.g. land use consultants and developers) Neighborhood groups and associations

Deliverable: Within one week following each activity, a report documenting and analyzing the input received.

Task 1.3: Research and Analysis of Existing Code

After gathering input from staff and stakeholder outreach meetings, the Consultant shall conduct research to identify alternative approaches to address concerns with the existing regulations. Once alternative approaches have been identified, the Consultant shall evaluate techniques that might be applied to the development and administration of the new Zoning Code specific to the City of Los Angeles.

Based on initial outreach efforts and research and analysis of the existing Zoning Code, the Consultant shall deliver a memorandum that addresses the following:

- Areas of the Zoning Code that are effective, ineffective, and/or confusing
- Alternative approaches to address the concerns with existing regulations as well as proposed techniques that might be applied to the development and administration of the new Zoning Code
- Key provisions of the structure for the new Zoning Code
- Issues with the existing Zoning Code that require further discussion and input

Deliverable: A memorandum that summarizes the findings of initial analysis, identifies major concerns and issues with the current Zoning Code, including areas that are effective, ineffective, and/or confusing, as well as identifies the alternative approaches that can be applied to address those concerns and issues. Furthermore, the memorandum shall include a brief summary of key provisions of the structure for the new Zoning Code.



Task 1.4: Introduce New Structure

The Consultant shall conduct public outreach meetings to introduce the new structure of the Zoning Code, as well as allow additional opportunity to discuss issues and concerns with the existing Zoning Code.

Deliverable: Within one week following the last public outreach meeting, the Consultant shall deliver a revised memorandum that includes any additional input received.

PHASE 2: Development of Preliminary Draft

Task 2.1(A): Create a Draft Zoning Code

Based upon the findings of Phase 1, the Consultant shall create a Preliminary Draft of a well-organized and user-friendly Zoning Code that reflects the City of Los Angeles's needs, values, and resources. The new Zoning Code shall be consistent with the goals, objectives, and policies established by the General Plan Framework Element. The development of the new Zoning Code shall be addressed by component based on how the Consultant has decided to approach the task, as determined in Phase 1.

The structure of the new Code and its administrative processes and procedures shall at minimum:

- Ensure consistency and predictability
- Consolidate repetitive lists of standards into matrices
- Use graphics to illustrate text language
- Remove provisions dealing with unique situations and technical criteria that are not part of the normal development review process
- Streamline standards by focusing on critical issues
- Arrange similar subjects together rather than scattered throughout the ordinance
- Ensure that decision criteria reflect the City's planning goals and are specific enough to produce predictable results
- Provide the public notice of those decisions and an opportunity for input and/or an opportunity to appeal or request review
- Consolidate all decision-makers, approval procedures, decision criteria, and procedural requirements into one chapter
- Summarize review bodies, decision makers, and appeal bodies for each type of approval in table format
- Refine and summarize notice requirements in table format
- Narrow and strengthen discretionary review procedures and criteria

The new Zoning Code shall provide more zoning options with less site-specific conditions and overlays. The Consultant shall delete, amend, consolidate, and/or expand the current zoning districts to be consistent with the General Plan Framework Element's land use categories:

- Single-Family Residential
- Multi-Family Residential
- General Commercial Areas
- Industrial

- Downtown Center
- Regional Centers
- Community Centers
- Neighborhood Districts
- Transit Stations





- Mixed-Use Boulevards
- Pedestrian-Oriented Districts
- Historic Districts

The Consultant shall organize the new Zoning Code into the following components:

- Residential and Mixed-Use Zones and Development Standards
- Commercial Zones and Development Standards
- Industrial Zones and Development Standards
- Coastal and Hillside Regulations
- Parking, Loading and Access
- Conditional Uses and Other Discretionary Land Use Approvals
- Sign Code
- Historic Preservation
- Specific Plans and Overlay Zones
- Division of Land and Private Streets
- Affordable Housing
- Unified Downtown Development Code
- Definitions, Public Hearings, and Administration Procedures
- Impact Fees and Public Benefits

Development standards shall be incorporated into appropriate sections of the Zoning Code. The Development standards shall enhance and/or conserve the appearance and functionality of residential and commercial areas, including appropriate applications for mixed-use structures that integrate housing with commercial uses.

Along with development standards, the Consultant shall incorporate urban design objectives, pedestrianfriendly development, and transit-oriented development as organizing principles into the appropriate sections of the code.

The Consultant shall produce a Preliminary Draft for each component as it is addressed and rewritten that is intended primarily for internal discussion and testing by staff and the Consultant. As each Preliminary Draft component is completed, it will move forward on to the review and adoption process. Components will eventually be bundled into a unified Zoning Code to be adopted as a single document by the City Council.

In conjunction with the Preliminary Draft, the Consultant shall create a model and process for testing and evaluating the proposed Zoning Code. The new code language shall be tested to identify effectiveness, appropriateness, practical and legal problems, user-friendliness, and web-compatibility.

Deliverable: A Preliminary Draft for each component of the revised Zoning Code concurrent with a model and process for testing and evaluating the proposed Code

Task 2.1(B): Create a Dynamic Web-Based Code

One of the key deliverables for the comprehensive revision of Los Angeles' Zoning Code is the creation of an interactive and dynamic Web-Based Code that can guide an individual through the entitlement



processes and procedures. While developing the code language, the Consultant shall simultaneously work with a Systems Analyst with the goal of developing an interactive web-based program for the new Zoning Code.

The Web-Based Code shall feature:

- Customized development report (i.e., a Development Wizard) that will compile all of the most relevant provisions for a particular property
- Extensive graphics that are visible when the code text is viewed (not in a separate window)
- Pop-ups of key definitions as the substantive text is viewed
- Enable the City to develop a "digital concierge" or TurboTax[™] type of system to guide people through zoning regulations and review processes

As the draft components go through the review and adoption process, the web-based code will be worked on concurrently.

Deliverable: A Zoning Code that can easily fit within a Rules-Based Engine and enable the City to develop dynamic/interactive web-based tools to guide stakeholders through zoning regulations and project review processes.

Task 2.2: Unified Downtown Development Code

The Consultant shall conduct a review and revision of the existing Zoning Code focusing solely on Downtown Los Angeles. The Consultant shall adhere to the same general procedures for the pilot project that they will follow for the development of the draft Zoning Code.

The Consultant shall create a draft document that focuses on the Downtown Center as the primary economic, governmental, and social focal point of the region with an enhanced residential community. The draft document shall provide for the continuation and expansion of government, business, cultural, entertainment, visitor-serving, housing, industries, transportation, supporting uses, and similar functions at a scale and intensity that distinguishes and uniquely identifies the Downtown Center. The document shall also incorporate the design guidelines that have already been established for Downtown Los Angeles.

Deliverable: Prepare a draft document for Downtown Los Angeles for initial review by staff and the Consultant only.

PHASE 3: Document Review

Task 3.1: Initial Review

The Consultant shall present each Preliminary Draft component to the Planning Department, City staff, and other government agencies for internal document review, discussion, and testing.

Deliverable: A report on the input received from City Staff's initial review and testing of each Preliminary Draft component.



Task 3.2: Discussion Draft

After staff consideration, evaluation, and testing of alternative approaches represented in each Preliminary Draft component, the Consultant shall refine the Preliminary Draft into a Discussion Draft component of the Zoning Code. The Discussion Draft will be a refinement of the Preliminary Draft, but may include new alternative approaches if the original selected approaches prove unsuccessful through testing and evaluation. The Discussion Draft will continue to be reviewed by staff, as well as shared with the public, through community meetings and outreach to receive comment and input.

Deliverable: A Discussion Draft for each component of the revised code language and a report on input received from outreach meetings.

PHASE 4: Environmental Assessment

Task 4.1: Project Management

Upon approval of the Discussion Draft of the Zoning Code, environmental review in compliance with the California Environmental Quality Act (CEQA) shall be conducted. The purpose of the environmental review is to provide a comprehensive evaluation of the long-term environmental consequences resulting from implementation of the proposed general plan policies.

The Consultant shall work with City staff to develop a work plan that identifies a strategy and schedule to accomplish the environmental review phase. The Consultant shall set a schedule that establishes milestones to ensure adherence to the schedule. Setting milestones will also allow the City to evaluate progress at appropriate intervals and adjust needs accordingly.

Deliverable: A detailed work plan and schedule for completion of environmental review.

Task 4.2: Initial Study

The Consultant shall prepare an Initial Study and Checklist for CEQA review. For the Initial Study, the Consultant shall conduct all analysis in compliance with the requirements of the CEQA Guidelines. The thresholds of significance will be used to clearly identify the significance of environmental effects and determine the need for mitigation measures.

Potential environmental impacts to be analyzed that may occur as a result of the new Zoning Code include impacts to the following:

- Aesthetics
- Biological Resources
- Hazards & Hazardous Materials
- Noise

- Agriculture and Mineral Resources
- Cultural Resources
- Hydrology / Water Quality
- Population/Housing:
- Transportation/Traffic
- Air Quality
- Geology /Soil
- Land Use/ Planning
- Public Services
- Utilities/Service Systems

Recreation

ransportation/Tran

The analysis will include other CEQA-required sections, including growth-inducing impacts, irreversible environmental effects, mandatory findings of significance, and a summary of significant and unavoidable impacts.





Deliverable: An Initial Study and Checklist indicating the determination of the project.

Task 4.3: Prepare an Administrative Draft EIR

The Consultant shall prepare an Administrative Draft EIR that addresses the standard environmental categories consistent with the CEQA Guidelines. The document shall contain all findings consistent with CEQA requirements (i.e. significant and unavoidable impacts, growth-inducing impacts, cumulative impacts, etc). The Consultant will integrate all technical reports from analysis to compile a complete Administrative Draft EIR for City review, including table of contents, references, appendices, figures, and tables.

Deliverable: An Administrative Draft EIR in both hard copy and electronic format to be circulated through City staff for review.

Task 4.4: Prepare and Circulate Draft EIR

After two cycles of review of the Administrative Draft EIR, a final production version of the Draft EIR will be provided to the City for distribution. The City will be responsible for printing and distributing the Draft EIR. The Consultant shall file a Notice of Completion and Notice of Availability for the Draft EIR. City staff will be responsible for distributing the NOP to the appropriate agencies. During the circulation period of the Draft EIR, the Consultant shall begin work on several components of the Final EIR as described below.

Mitigation Monitoring Program

To reduce or eliminate any significant adverse impacts indentified during analysis, the Draft EIR will recommend appropriate, feasible mitigation measures. It is intended that the mitigation measures will be specified early in the planning process as alternatives are identified and evaluated and as policies are formulated in response to key issues that have been identified. Residual impacts may remain and further mitigation may be warranted.

Findings of Fact and Statement of Overriding Considerations

Based on the conclusions of the Draft EIR, the Consultant will prepare the Findings of Fact, which must be adopted by the City. Building on the Consultant's environmental impact evaluations, the Findings will itemize each identified impact and present the reasoning as to why each impact is significant or not, and if it is significant, present further explanation as to why the proposed mitigation measures would reduce the impact to a less-than-significant level.

If warranted by the conclusions of the documents, the Consultant shall prepare a Statement of Overriding Considerations for use by the City in the resolutions related to the proposed project. This topic area requires close coordination with the City. Of critical importance is capturing and itemizing the apparent public benefits of the plans from a variety of perspectives, including fiscal impacts to the city, achievements of planning and land use objectives, etc. This statement shall clearly and concisely present why the public and community benefits of the plan may outweigh the identified significant environmental impacts.

Deliverables: In both hard copy and electronic format, the Consultant shall deliver a Draft EIR and Technical Appendices, Draft Mitigation Monitoring and Reporting Program, and Draft Findings of Fact and Statement of Overriding Considerations.

Task 4.5: Prepare and Circulate Final EIR

At the end of the 45-day public comment period for the Draft EIR, the Consultant shall address all written



comments, as well as verbal comments compiled from any community meetings conducted by the City. All comments will be inventoried and cataloged and responses prepared in a Response to Comments Chapter of the Final EIR. This structure will give a unique identifying number to each comment raised and provide a thoughtful written response identified by the same unique tracking number. The Response to Comments will be provided to all who commented on the Draft EIR at minimum ten days prior to certification of the Final EIR.

The Notice of Determination (NOD) shall be prepared after the City certifies the Final EIR and approves the proposed project.

Deliverables: A Final Environmental Impact Report for the proposed new Zoning Code shall be delivered in hard copy and electronic format, as well as Final Findings of Fact, Statement of Overriding Considerations, and Mitigation Monitoring Program.

PHASE 5: Public Hearings/Recommendations

Task 5.1: Public Outreach

The Consultant shall conduct meetings with the appropriate public entities, including the City Planning Commission and Zoning Code Revision Committee, to present each Discussion Draft component of the new Zoning Code and allow for public comment. The Consultant shall provide any needed support in the form of presentation aids, graphics, or other materials.

Task 5.2: Final Draft

After staff and public consideration, evaluation and testing of the proposed component or bundle of components of the Zoning Code, the Consultant shall incorporate final revisions to prepare a Final Draft of each component. The Final Draft is the actual code language that will be submitted first to the City Planning Commission, then to the Planning and Land Use Management Committee (PLUM) and on to City Council. Once all components have reached the final draft stage, the components will be submitted as a unified code. Copies of all materials must be submitted in hard copy and electronic format. The Consultant is not expected to carry out community meetings on this draft.

Deliverable: A Final Draft for each component of the proposed new Zoning Code in both electronic and hard copy format that is ready to take forward for adoption. The Final Draft components will be compiled and submitted as one unified code.





PHASE 6: Implementation

Task 6.1.1: Application of New Zoning Options (Agricultural, Single-Family, Open Space, and Public Facility Zones)

> The Consultant shall work with Planning Department staff to develop the new Zoning Code so that the City's Agricultural, Single-Family, Open Space, and Public Facility zoned properties (shown in Map 1) can be rezoned to an equivalent designation under the new Zoning Code. This would enable the Department to establish a separate work program to rezone 67% of lots within the City shortly after the new Code provisions go into effect.

> > **Deliverable:** Agricultural, Single-Family, Open Space, and Public Facility Zones with conversion tables between the new zoning options and the equivalent zones currently in place.

Task 6.1.2: Application of New Zoning Options (Multi-Family, Commercial, and Industrial Zones)

The Consultant shall work with Planning Department staff to develop the new Zoning Code so that the City's Multi-Family, Commercial, and Industrial Zones (shown in Map 2) can be rezoned to an equivalent designation under the new Zoning Code. This would enable the Department to establish a separate work program to rezone the remaining 33% of the City.

Deliverable: Multi-Family, Commercial, and Industrial Zones with conversion tables between the new zoning options and the equivalent zones currently in place.

Task 6.1: Development of Public Education Materials

The Consultant shall work with Planning Department staff to help secure the adoption of the new Zoning Code and assist with its successful implementation. The Consultant shall help Planning Department staff to develop public education materials that explain the principles behind the code revision and the importance of its adoption.

Deliverable: Public education materials that explain the principles behind the code revision and the importance of its adoption.







Task 6.2: Recommendation on the Transition Process

The Consultant shall provide recommendations on the process for transitioning between the current Zoning Code and the proposed Zoning Code.

Deliverable: A written report that will accompany the final draft of the proposed new Zoning Code when it is submitted to City Council that will include recommendations for the transition between the current code and the proposed new code.

Task 6.3: Layperson's Guide to Zoning

A User's Manual is intended to help the citizens of Los Angeles understand and participate in the planning process. The Consultant shall prepare a User's Manual for the updated Zoning Code.

Deliverable: User's Manual for the new Zoning Code.

Task 6.4: Training Program for New Code Users

The Consultant shall develop a training program on the new Zoning Code for users that includes staff, professional code users, community residents and civic associations.

The Consultant shall prepare presentations, handouts, and exercises. The Consultant shall create a workbook to be distributed at the training sessions. The materials included in the workbook shall provide an overview of key elements of the Zoning Code, and more focused application of its more technical aspects.

Deliverable: Training curriculum and schedule for administration members, City Council, Planning Department staff, Department of Building and Safety staff, professional code users, community residents and civic associations.



APPENDIX 2 – PRELIMINARY ZONING CODE CONCEPT IN REAL LOS ANGELES LOCATIONS

Use

"Neighborhood Commercial" "Small" Lot with local business/neighborhood serving uses (dry cleaner, restaurant, etc.) **"Low-Rise"** Two/three-stories with entry/display windows and 2nd floor windows facing street

Form

Orientation

"Pedestrian-Oriented" Storefront along sidewalk with parking in a structure or located in the rear



Use

"Community Commercial" "Medium/Large" Lot with community-serving uses (supermarkets, sporting goods, fast-food, etc.)

Form

"Low-Rise" Two/three-stories with entry/display windows and 2nd floor windows facing street rajanga vinage

Orientation

"Auto-Oriented" Surface parking permitted along street frontage





Studio City



"Regional Commercial" Large lot with large retail stores/regional serving uses ("big-box"/warehouse stores,

Form

Mid-Rise Four/Twelve-stories with entry/display windows and 2nd floor windows facing street

Orientation

"Auto-Oriented" Surface parking permitted along street frontage



Use

"Regional Commercial" Large lot with large retail stores/regional serving uses ("big-box"/warehouse stores, "super-centers", etc.) **"Low-Rise"** Two/three-stories with entry/display windows and 2nd floor windows facing street

Form

Warner Center

Orientation

"Pedestrian-Oriented" Storefront along sidewalk with parking in a structure or located in the rear



Baldwin Hills







Medium Density Residential Multi-Family Residential use only; rentals/condominiums

Form

Mid-Rise Four/Twelve-stories with entry/display windows and 2nd floor windows facing street

Playa Vista

Orientation

"Pedestrian-Oriented" Entry located along sidewalk with parking in a structure or located in the rear



Canoga Park





High Density Residential Multi-Family Residential use only; rentals/condominiums Form High-Rise Twelve/Fifty-stories Orientation

"Pedestrian-Oriented" Entry located along sidewalk with parking in a structure or located in the rear



Westwood



"Single-Family Residential" One dwelling unit per property

Form

"Low-Rise" Two/three-stories with entry/display windows and 2nd floor windows facing street

Orientation

"Pedestrian-Oriented" Front along sidewalk with parking located in the rear



Use

Light Industrial Non-Hazardous manufacturing uses

Form

Mid-Rise Four/Twelve-stories with entry/display windows and 2nd floor windows facing street

Orientation

"Pedestrian-Oriented" Entry located along sidewalk with parking in a structure or located in the rear











Lincoln Heights/Boyle Heights



