



DEPARTMENT OF CITY PLANNING RECOMMENDATION REPORT



City Planning Commission

Date: March 14, 2013
Time: After 8:30am
Place: The Boys and Girls Club
100 W. 5th Street
San Pedro, CA 90731

Public Hearings: Public Hearing
Required.

Appeal Status: Not Applicable

Case No.: CPC-2009-1557-CPU
CEQA No.: ENV-2009-1558-EIR
Incidental Cases: None
Related Cases: None
Council No.: 15 – Buscaino
Plan Area: San Pedro
Specific Plan: San Pedro Specific Plan
Certified NC: Central San Pedro, Coastal San Pedro, and Northwest San Pedro
GPLU: Various
Zone: Various
Applicant: City of Los Angeles
Representative: City of Los Angeles

PROJECT LOCATION:

The project area is the San Pedro Community Plan area, located adjacent to the Port of Los Angeles, the Pacific Ocean, and the City of Rancho Palos Verdes. It is generally bounded by: Taper Avenue on the north; John S. Gibson Boulevard, Harbor Boulevard, the West Channel of the Port of Los Angeles, and Cabrillo Beach on the east; the Pacific Ocean on the south; and the western border of Los Angeles with the City of Rancho Palos Verdes.

PROPOSED PROJECT:

San Pedro Community Plan Update: The San Pedro Community Plan Update (Proposed Plan) revises and updates the San Pedro Community Plan Text and Land Use Diagram to reflect shifts in existing conditions since the last Plan Update in 1999. The Proposed Plan includes new goals, policies, and implementation programs; revisions to the Citywide General Plan Transportation Element, and General Plan Land Use designations; Zone and Height District changes; changes to existing supplemental use district boundaries and related plans and guidelines; new overlay zones; and Street Reclassifications.

REQUESTED ACTIONS:

1. Pursuant to procedures set forth in Section 11.5.6 of the Municipal Code and City Charter Sections 555 and 558, amend the San Pedro Community Plan as part of the General Plan of the City of Los Angeles, as modified in the attached San Pedro Community Plan Resolution, the San Pedro Community Plan Text, Land Use Change Maps, and Additional Plan Map Symbol, Footnote, Corresponding Zone and Land Use Nomenclature Changes.
2. Pursuant to Section 12.32 of the Municipal Code, rezoning actions to effect changes of zone as identified on the Land Use Change Map, Land Use Change Matrix, Community Plan Implementation Overlay (CPIO) District, and expanded Vinegar Hill Historic Preservation Overlay Zone (HPOZ) boundaries.

3. Pursuant to procedures set forth in Section 11.5.6 of the Municipal Code and City Charter Sections 555 and 558, amend the Highways and Freeways Map of the Transportation Element of the General Plan to reclassify selected streets within the San Pedro Community Plan as shown on the Street Re-Designation Matrix.

RECOMMENDED ACTIONS:

1. **Approve** the Staff Report as the Commission Report.
2. **Approve** and **Recommend** that the Mayor **approve** and the City Council **adopt** the attached San Pedro Community Plan Resolution, the San Pedro Community Plan Text, Change Maps and Additional Plan Map Symbol, Footnote, Corresponding Zone and Land Use Nomenclature Changes amending the San Pedro Community Plan as part of the General Plan of the City of Los Angeles, as modified.
3. **Approve** and **Recommend** that the City Council **adopt** the requested rezoning actions to effect changes of zone as identified in the Land Use Change Map, Land Use Change Matrix, Community Plan Implementation Overlay (CPIO) District, and Vinegar Hill Historic Preservation Overlay Zone (HPOZ) boundaries.
4. **Instruct** the Department of City Planning to finalize the necessary zone change ordinances and findings to be presented to City Council, and make other technical corrections as necessary.
5. **Amend** the Highways and Freeways Map of the Transportation Element of the General Plan to reclassify selected streets within the San Pedro Community Plan as shown on the Street Re-Designation Matrix.
6. **Authorize** the Director of Planning to present the resolution, Plan text and Plan amendments to the Mayor and City Council, in accordance with Sections 555 and 558 of the City Charter.
7. **Find** that in accordance with Los Angeles Municipal Code Section 13.14 C.5, the proposed supplemental development regulations of the Community Plan Implementation Overlay (CPIO) District are consistent with, and necessary to implement, the programs, policies, and design guidelines of the San Pedro Community Plan.
8. **Recommend** that the City Planning Commission **approve** the amended Downtown San Pedro Community Design Guidelines (CDO) and Standards to include the addition of guidelines for multi-family development, as part of the Community Plan Implementation Overlay (CPIO).
9. **Approve** and **Recommend** that the City Council adopt an Ordinance repealing the existing Downtown San Pedro Community Design Overlay (CDO) District and boundaries (Ordinance No. 179,935), in as much as the CDO guidelines and standards have been merged into the CPIO.
10. **Approve** the establishment of the Vinegar Hill HPOZ Expansion Area and **Recommend** that the City Council adopt the recommended boundaries of the proposed Vinegar Hill HPOZ Expansion Area, for the area containing the existing Vinegar Hill HPOZ and the Vinegar Hill expansion area as a merged area.

11. **Find** that the boundaries of the Vinegar Hill HPOZ are appropriate and that the Historic Preservation Overlay Zone meets one or more of the required criteria pursuant to Los Angeles Municipal Code Section 12.20.3 F 3 (c).
12. **Recommend** that the City Planning Commission **approve** the amended Vinegar Hill Preservation Plan to include the addition of guidelines for commercial rehabilitation and infill development.
13. **Find** that the City Planning Commission has **reviewed** and **considered** the Draft Environmental Impact Report (State Clearinghouse No. 2008021004) and transmit the EIR to the City Council for **certification**.
14. **Recommend** that the City Council **consider** a **Statement of Overriding Considerations with the Final Environmental Impact Report**.
15. **Approve** and **Recommend** that the City Council **Adopt** the attached **Findings**, and direct staff to prepare additional environmental findings for City Council consideration.

MICHAEL J. LOGRANDE
Director of Planning

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A	Draft Resolution
B	San Pedro Community Plan Proposed Plan Text (and Chapter 6 Implementation)
C	Proposed Land Use and Zone Change Matrix
D	Proposed Land Use Changes Map by Subarea
E	Proposed Land Use Technical Corrections Map by Subarea
F	Proposed General Plan Land Use Map
G	Existing General Plan Land Use Map: San Pedro Community Plan
H	Proposed Community Plan Implementation Overlay (CPIO)
I	Additional Plan Map Symbol, Footnote, Corresponding Zone, and Land Use Nomenclature Changes
J	Proposed Street Re-designation Matrix
K	Ordinance to Repeal Existing Downtown Community Design Overlay District and Boundaries (Ordinance No. 179,935)
L	Vinegar Hill Expansion Cultural Heritage Commission (CHC) Determination and Expansion Area Boundaries
M	Vinegar Hill Historic Preservation Overlay Zone (HPOZ) Preservation Plan with proposed Commercial Guidelines
N	Draft Environmental Impact Report and Technical Appendices (included on CD)

PROPOSED PLAN ANALYSIS

Proposed Plan Summary

The proposed San Pedro Community Plan (Proposed Plan) includes changes in land use designations and zones that are intended to achieve the following:

- Protect neighborhood character
- Enhance mobility and circulation
- Preserve and expand housing opportunities
- Allow for additional development and job-creation in commercial and industrial districts
- Incorporate goals and policies for sustainability

The Proposed San Pedro Community Plan (Proposed Plan) is intended to preserve existing single-family residential neighborhoods and accommodate a variety of housing opportunities near public transit, services, and amenities. The Proposed Plan would preserve the character of existing single-family and lower density neighborhoods by maintaining lower density land use designations and limiting the allowed residential density of some neighborhood commercial areas. The Proposed Plan seeks to direct growth away from existing residential neighborhoods by focusing growth in higher-intensity commercial centers, including emphasis of the downtown as San Pedro's regional commercial center with increased residential and commercial activity. Mixed-use development in downtown San Pedro and along commercial corridors would help provide residents and visitors mobility choices that would enable reduction in the number and length of vehicle trips, thus reducing greenhouse gas emissions associated with travel behavior, in accordance with recent State legislation (SB 375).

A key goal of the Proposed Plan is to establish lively and walkable commercial districts while retaining positive elements of San Pedro's small-town environment is a key goal of the Proposed Plan. The Proposed Plan contains policies and programs to protect the character of low-scale residential neighborhoods, as well as key districts that are considered historically and culturally significant. The policies emphasize the importance of planning for sustainability, improved mobility, more open space, plazas, and parks, and better urban design. There are also policies for improving the attractiveness and functionality of Downtown San Pedro, the Gaffey Street and Pacific Avenue commercial corridors, and the North Gaffey Street industrial areas. A renewed commitment to the preservation of industrial zones for jobs in San Pedro would improve the jobs/housing balance, diversify the heavily port-dependent economy and help ensure appropriately located land suitable to accommodate existing, new and relocating industrial firms.

The proposed plan includes street re-designations for two specified Major Highways and one Secondary Highway in San Pedro in order to reflect existing street standards, protect established development patterns, and promote pedestrian activity and bicycle and transit use. Segments of Gaffey Street, Pacific Avenue and 9th Street, have been proposed for re-designation with modified street standards. These changes are reflected through an amendment to the General Plan Transportation Element Highways and Freeways Map and San Pedro Circulation Map.

Proposed land use changes would be implemented by Plan amendments, zone changes, height district changes, and other long-range implementation programs. This includes a Community Plan Implementation Overlay (CPIO) District to better address design and incorporate the existing Community Design Overlay (CDO) guidelines as regulations in the CPIO. Additionally, the Proposed Plan includes an expansion of the existing Vinegar Hill Historic Preservation Overlay Zone (HPOZ). The Proposed Plan also includes nomenclature changes to land use designations, to create consistency with the General Plan Framework Element.

Generally, land use changes are primarily focused on preserving the character of existing single-family and lower density neighborhoods. Zoning and design regulations are proposed that would restrict adjacent incompatible uses, and increase the FAR or height maximum for commercial and industrial designations in targeted areas. In addition to areas proposed for these changes, there are also specific parcels and areas proposed for changes in land use designations and zoning to correct inconsistencies. Beyond these changes, the proposed plan and implementing ordinances do not introduce major changes to land use in the San Pedro CPA.

Background

The San Pedro Community Plan is a part of the City's General Plan. Together, the 35 Community Plans of the City of Los Angeles comprise the Land Use Element of the General Plan, a required element. Community Plans provide a long-term vision for the diverse geographies of the City.

The Department of City Planning (DCP) initiates updates to Community Plans to address changing land uses and emerging concerns. The first San Pedro Community Plan was adopted in 1962, and was most recently updated in 1999. This Proposed Plan update includes a number of components, including: 1) San Pedro Community Plan Text, 2) General Plan Land Use Diagram, and 3) Other Plan Adoption Components, such as Plan Amendments, Zone Changes, and Overlays. This includes amendments to the General Plan Transportation Element street designations, and zone change ordinances that establish a Community Plan Implementation Overlay (CPIO) District, and modify the Vinegar Hill Historic Preservation Overlay Zone (HPOZ) boundaries and Preservation Plan.

San Pedro Community Plan Text

The San Pedro Community Plan Text is the policy document that guides future discretionary decision-making, City initiatives, and the prioritization of public resources and investment through 2030, the horizon year of the plan. The Plan Text is comprised of the following:

- Introduction to the San Pedro Community Plan Area
- Background on historic land use and development in San Pedro
- Explanation of the purpose, vision, and role of the Community Plan
- Goals and policies related to Land Use, Mobility, and Community Facilities and Infrastructure
- Community Plan-level maps, charts, and figures
- Implementation programs related to Land Use, Mobility, and Community Facilities and Infrastructure

Land Use Diagram

The Community Plan also includes a Land Use Diagram, which is a map identifying General Plan Land Use Designations for all property within the community. The map has three primary

categories of land uses (Residential, Commercial, and Industrial) in addition to Open Space and Public Facility designations. The map further identifies general intensities and densities through gradients of these designations, such as Low Medium Residential, Medium Residential, and High Medium Residential, etc. Each designation includes a range of corresponding zones that may be used in that area. For example, the Medium Residential land use designation permits the R3 multiple family residential zone, while use of the R4 multiple family residential zone (a higher density zone) is not permitted in the Medium Residential designation. The R4 zone may be used in the High Medium Residential designation. For areas designated Low II Residential, only single-family zones are permitted. In this manner, the Community Plan provides the overall framework for zoning in San Pedro.

Several land use designations shown in the existing community plan land use map would be revised as part of the effort to create consistency with the General Plan Framework Element and would be renamed (e.g., Regional Center would be renamed to Regional Commercial and Limited Manufacturing would be renamed to Limited Industrial) as shown in Exhibit F. The land use designation of General Commercial would be deleted, and Neighborhood Office Commercial would be renamed to Neighborhood Commercial. Other land use designations would be revised to limit density within a particular category. Low Residential would be renamed to Low II Residential to preserve the existing single-family residential areas. A new designation of Hybrid Industrial is also being proposed, which will allow lighter industrial uses in a two-block area along 7th Street in Downtown to accommodate artist uses such as galleries, live/work units and artist studios.

Implementation

The San Pedro community currently has an extensive and sometimes overlapping network of existing [Q] Qualified zoning conditions in many areas, which were established through numerous different zone change ordinances over the past 30 years. These regulations can be somewhat complicated and may be difficult to research by the public. The draft zone change ordinance included with the Proposed Plan is intended to replace the current network of [Q] conditions with a new set of regulations included in a single ordinance to facilitate their implementation. Many issues that were previously addressed through [Q] conditions are now proposed to be addressed through special design districts, which will enable more effective implementation and ease of understanding by property owners.

Community Plan Implementation Overlay

A Community Plan Implementation Overlay (CPIO) is a zoning tool intended to provide supplemental development and use regulations tailored to each Community Plan area. The Proposed Plan establishes a CPIO pursuant to Section 12.32 of the Municipal Code with use limitations, design and performance regulations, height/FAR standards, and height/FAR incentives for targeted uses. The CPIO is divided into various districts covering the various commercial and industrial areas, to achieve the desired type of development in each area and ensure that new development complements existing character and scale of neighborhoods. Each CPIO District is further divided into subdistricts to address regulations that are unique to that specific area. Overall, design regulations address pedestrian-oriented design, architectural compatibility, scale, and massing and identify other desirable design elements, including signage, open space requirements, landscaping and parking. The intent of the CPIO per the CPIO enabling ordinance (no. 181,412) is to ensure that development enhances the unique architectural, environmental, and cultural qualities of the Community Plan area, following the regulations as outlined in the ordinance. The San Pedro Community Plan CPIO consists of the following Districts, which are described further under the discussion of key community themes:

- Downtown Regional Commercial
- Central Commercial (Subdistricts A,B,C,D,E)
- Coastal Commercial (Subdistricts A,B)
- Industrial (Subdistricts A,B,C,D)

Downtown San Pedro Community Design Overlay

The original Downtown San Pedro Community Design Overlay District (CDO) was established in 2008 by Ordinance No. 179,395 for the downtown area between Pacific Avenue and Harbor Boulevard. The CDO includes guidelines for preserving and enhancing downtown's unique sense of place as a recognizable, vibrant and attractive commercial district, linking downtown to the waterfront, and creating a pedestrian-friendly environment that encourages the continued development of arts and cultural activities. The Proposed Plan supports the objectives of the CDO by incorporating the CDO guidelines into the CPIO as regulations. Additionally, multi-family residential design guidelines have been proposed for addition to the CDO design guidelines, as the expanded area contains a mix of uses, including residential.

The combined CPIO/CDO covers the commercially-zoned areas that were contained within two Community Redevelopment Agency (CRA/LA) Project areas; the Beacon Street and the Pacific Corridor Redevelopment Project Areas. In 2012, the CRA/LA was eliminated by the State Legislature. However, the existing Redevelopment Project Area plans themselves were retained, and the Planning Department is currently addressing the manner in which to integrate the plans into its implementation tools. In particular, the Pacific Corridor Design Guidelines and Standards were developed by the CRA and its Pacific Corridor Community Advisory committee (CAC) to implement the goals and objectives of the Pacific Corridor Redevelopment Plan, and ensure that rehabilitation efforts and new development within this Project area were consistent with the visual character of San Pedro. The Guidelines and Standards of the CDO were developed to ensure consistency between the two sets of guidelines, and supersede those of the Pacific Corridor Design Guidelines. The CPIO includes regulations that require discretionary projects to show substantial compliance with the San Pedro CDO Guidelines.

Vinegar Hill Historic Preservation Overlay

The Vinegar Hill Historic Preservation Overlay District (HPOZ) was established in 2001 by Ordinance No. 173892 in the area south of downtown San Pedro bounded generally by 9th, 10th, Palos Verdes and Center Streets, to preserve historically-significant structures, some of which are over 100 years old. The Proposed Plan supports the objectives of the HPOZ and includes additions of commercial guidelines to the existing Vinegar Hill Preservation Plan to guide historic preservation efforts within the entire HPOZ. Included with the Proposed Plan is the expansion of the boundaries of the HPOZ to the area generally bounded by 8th, 12th and Beacon Streets, and Pacific Avenue, with an extension along both sides of Mesa Avenue south to 14th Street. There is longstanding community support to expand the HPOZ due to the existence of many additional historic structures located outside the original HPOZ boundaries. The Cultural Heritage Commission certified the Vinegar Hill Expansion Historic Resources Survey in 2011, and recommended approval of the establishment of the expanded boundaries in January 2013.

San Pedro Specific Plan

San Pedro has a Specific Plan and an approved Coastal Land Use Plan (LUP) that guide development in the Coastal Zone. The San Pedro Specific Plan was established in 1990 by Ordinance No. 166352, and covers the coastal portion of San Pedro in the southern and eastern