



WORKING GROUP SUMMARY REPORT

APRIL 2018

PREPARED BY:
COMMUNITY DEVELOPMENT DEPARTMENT





The City of Manhattan Beach would like to acknowledge and thank the Ad Hoc Working Group Committee, special guest speakers as well as members of the community that participated in the Sepulveda Initiatives Project.

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Executive Summary

This report summarizes both the process and results of an accelerated effort that was initiated by the Manhattan Beach City Council in September 2017, and conducted by City Staff to prepare the Sepulveda Initiatives Working Group Summary Report.

Background and Purpose

Sepulveda Boulevard is a major transportation corridor for the South Bay region. In Manhattan Beach, the corridor runs north-south through the heart of the City, functions as a commercial corridor and houses major tenants such as the Manhattan Village Mall and Shopping Center, Toyota, Skechers headquarters, as well as medical facilities, financial institutions, beauty salons, fitness studios, automotive shops and small local businesses.

The Sepulveda Corridor has been discussed and studied many times over the years to determine if more intentional planning could result in more development cohesion along this arterial. Most recently, there was discussion of a Sepulveda Specific Plan. Rather than undertaking new planning efforts, Staff evaluated previous reports and recommended various planning initiatives focused on economic vitality, planning, parking, traffic and overall corridor beautification.





City Council Direction

At the Sept. 19, 2017 City Council meeting, Council directed staff to move forward with the Sepulveda Corridor Planning Initiatives and focus the study on items related to economic vitality, planning, parking, traffic and corridor beautification. As directed, staff will:

1. Initiate a zone text amendment to:
 - A. Add incentives for the redevelopment of “potential sites” for hotels or mixed use developments;
 - B. Possibly limit (but not prohibit) new office uses using a cap, or a locational requirement, or allowing only in a mixed use project; and
 - C. Update commercial parking requirements.
2. Amend the Sepulveda Boulevard Development Guide to include standards for addressing the commercial/residential interface on east/west streets, and at the rear of the commercial properties.
3. Appoint a working group committee to work with Staff and guide policy alternatives.



Community Engagement and Outreach

On November 19, 2017, the City Council approved the Sepulveda Planning Initiatives Work Plan and established a Working Group to be appointed by the City Manager. The Working Group's role is to discuss and provide input on City Council's defined Work Plan.

Ad Hoc Working Group

To form the Ad Hoc Working Group, staff engaged the community and received interest from approximately two dozen individuals interested in volunteering their time to work with Staff on this project. Working Group members represented a cross-section of the community including residents, both Sepulveda Boulevard adjacent, and those representing other neighborhoods in town, Sepulveda business owners, Sepulveda property owners, commercial developers, real estate professionals and financiers, all with familiarity of the Corridor's economic health. Initially, staff anticipated meeting with the Working Group a total of three times from January through March. However, due to the Group's robust discussions related to the topic at hand, two additional meetings were added to the project's accelerated timeline. To allow for transparency



in the process, all meetings were posted on the City's website, and community members were in attendance at every Working Group meeting.



Ad Hoc Working Group Meetings

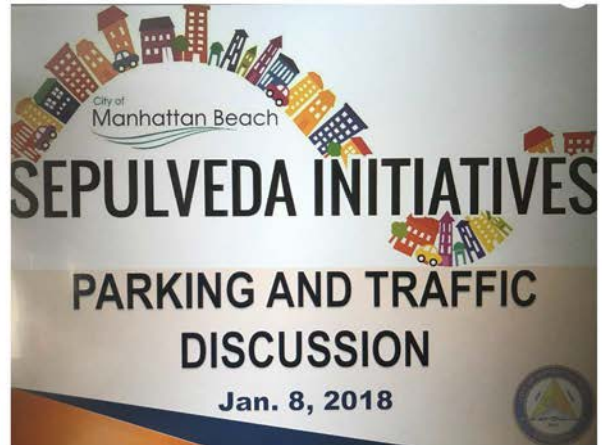
The City convened five Ad Hoc Working Group meetings and discussed the following:

Meeting #1: January 8, 2018

- Ad Hoc Members and Staff Introductions
- Genesis of Project and Sepulveda Corridor Background Information
- Discussion and Development of Strategic Initiatives and Goals
- Planning Overview and Design Guidelines Overview
- Potential Sites Overview

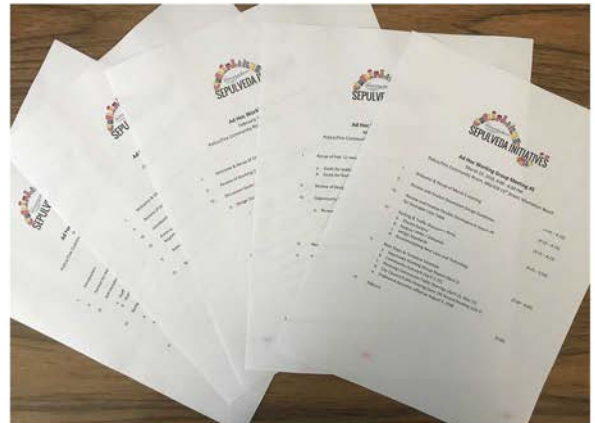
Meeting #2: January 30, 2018

- Guest Speaker Mr. Larry Kosmont—Presentation related to Development Opportunity Reserve (D.O.R.) and other Planning Tools
- Finalized the Sepulveda Initiatives Working Group Strategic Initiatives and Goals



Meeting #3: February 12, 2018

- Guest Speakers Jacqueline Sun & Lauren Nakano from Beach Cities Health District—Brief overview of Living Streets Policy and Walking Audit Tool
- Reviewed current Sepulveda Boulevard Development Guide and group discussion and input on amendments to Guide



Meeting #4: March 5, 2018

- Finalized Working Group's input for Sepulveda Boulevard Development Guide
- Group Discussion related to Potential Sites and input for Flexible Development Standards for Desirable Uses Table

Meeting #5: March 19, 2018

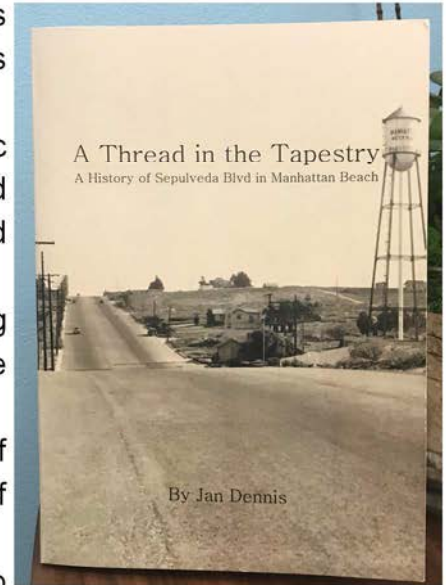
- Finalized Flexible Development Standards for Desirable Uses Table
- Parking and Traffic Discussion related to shared parking, parking codes/demands, design standards and new uses and technology



Background Information

To help set the context and purpose of the Sepulveda Initiatives Project and the vision and goals for the corridor, Staff shared information about the Corridor's history and the various plans that have been completed over the last 20 years, which included the following:

- Sepulveda Boulevard Development Guide (1997) - Guidelines intended to encourage certain desirable elements and used as a supplement to the Zoning Code requirements.
- Sepulveda Boulevard Corridor Study (2008) - Economic development report of existing conditions, economic and financial considerations, land use considerations, and potential street acquisition.
- Sepulveda Boulevard Parking Study (2010) - Potential parking impacts of parking prohibitions along the west side of the Corridor.
- Sepulveda Business Owners Meeting (2012) - Discussion of future plans for the Corridor and possible formation of a Business Improvement District (BID).
- PCH Corridor Study (2009-14) - SBCCOG study related to capacity enhancement projects along Corridor.
- Sepulveda Boulevard Parking Study (2014) - Removal of street parking on East side of Sepulveda.
- Oak Ave Neighborhood Study (2017) - Neighborhood traffic study related to traffic intrusion from the Manhattan Village Shopping Center/Mall.
- Gelson's Neighborhood Traffic Study (TBD) - Traffic study to determine project related traffic and parking intrusion from the new development.



Strategic Initiatives and Goals

This detailed background information help set the context for discussing City Council's direction for the project, the role of the Working Group, Staff's role in this process, anticipated project deliverables, various existing, new and proposed developments, and current development trends. Additionally, staff reviewed "potential sites", and clarified that although these sites have been identified by staff, any potential amendments to the Guide and Zoning Code would be applicable to the entire corridor (CG Zone).

With an understanding of the project and the Working Group's role, the Group crafted the following strategic initiatives (on page 8) to provide a common goal to guide future Working Group meeting discussions.



Sepulveda Working Group Strategic Initiatives

(Input on 1/8/18 and revised at 1/30/18 meeting)

- Feedback from group affirmed vision for Sepulveda Blvd as stated in the General Plan*
- Balance existing, community-serving businesses and uses with new high-demand (office, medical) or high-desire (restaurants, services) projects
- Openness to mixed use on Sepulveda (hotel/retail, residential/commercial) but NOT standalone residential
- Desire for beautification of the entire length of the boulevard – aesthetics, pedestrian experience, public amenities
- Consider including distinct Daytime/Nighttime uses
- Only moderate changes to urban form (i.e., height, scale)
- Greater opportunities for potential land use improvement south of Manhattan Beach Boulevard. Some opportunities on the west side north of Manhattan Beach Boulevard.

* “Sepulveda Boulevard is the only State Highway in Manhattan Beach. As a major transportation corridor for the South Bay region, Sepulveda also functions as a commercial corridor. With the heavy traffic volumes and associated noise impacts, adequate buffering of the residential uses behind Sepulveda from such impacts is important. The scale and character of commercial development along Sepulveda is also an important community concern. In response to these issues, the City adopted the Sepulveda Boulevard Design Guidelines to provide a framework for future development along this corridor.”

– Manhattan Beach General Plan, Adopted 2003, Land Use Element, Part I, page 12

Incentives for Potential Sites

The main discussion that the Working Group focused on was developing more potential flexible development standards in return for desirable uses and features, in an attempt to attract uses and development that was deemed desirable by the Group. In summary, the Working Group generally supported flexible development standards for potential sites related to height, setbacks, and parking.

Height

The Working Group indicated that the height limit along the Sepulveda Corridor was one of the biggest obstacles facing development. The maximum allowed height within the General Commercial (CG) zoning district is 30 feet. However, a roof pitch of at least four (4) vertical feet for each twelve (12) lineal feet of roof area is required. If the roof pitch is less, the maximum building height is twenty-two feet (22') unless structure parking is provided at or below the ground level.

This development standard limits the maximum allowed height for many structures to only 22 feet, in that, much of the development proposed is often times of modern or contemporary architectural design which is characterized by a flat roof design.

The Working Group supported redacting the need for a roof pitch in order to build up to 30 feet in height. The Group also indicated that they were supportive of taller development for specific type of uses such as mixed-use development and hotels (45 feet).



Height (Continued)

Lastly, the Working Group indicated that they were supportive of allowing additional flexibility as part of the daylight plane requirement for desirable development and uses. Currently, along a rear property line abutting a residential district, the zoning code does not allow structures to intercept a 1:1 or forty-five-degree (45°) daylight plane inclined inward from a height of fifteen feet (15') above existing grade at the property line. Along a side property line abutting a residential district, structures are not allowed to intercept a sixty-degree (60°) daylight plane inclined inward from a height twenty feet (20') above existing grade at the property line. These standards have the potential to impact the height of new multi-story development along Sepulveda Boulevard.

Setbacks

There are almost no required setback standards as part of the CG zoning district with the exception of a required ten (10') foot front yard setback on the west side of Sepulveda Boulevard and a daylight plane requirement that would require increased setbacks for multi-story buildings.

However, if mixed-use development was allowed in the CG zoning district, it could benefit from reduced setbacks for all residential portions of the development. Currently, as part of mixed-use projects, the residential standards for the RH district and area district in which the site is located apply to a building intended for residential use, and commercial standards apply to a building or portion of building intended for commercial use. Reduced setback standards would provide additional flexibility for a mixed-use project if they were allowed within the CG Zoning District. The Working Group did not object to the use of any side landscaping setbacks between adjacent commercial properties for parking as long as the minimum landscaping requirements are met.



Desirable Uses and Features

In terms of desirable uses and features that the City would receive and/or benefit from in return for more flexible standards, the Group's discussions generally focused on uses that are currently lacking along the Corridor, uses that may be present in other areas in the City, such as Downtown, or uses that neighboring cities may have. The Group suggested desirable uses such as high-end restaurants, mixed-use development, hotels, community related amenities such as a local theater and/or children's museum. The Group also commented that there are uses that currently exist, and still support and encourage such as neighborhood serving uses like the dry cleaners, UPS Store, coffee shops, etc.

During the discussion of desirable features, the majority of Working Group members expressed a desire for beautification along the corridor and having standards for beautification is a desirable feature. Additionally, the Group generally supported other features such as a tourism tax assessment, beautification and improvement funds, additional safety features such as nighttime lighting for pedestrians, wider sidewalks and increased buffers along Sepulveda Boulevard and along residential zoning districts; and more uniform right of way improvements in order to achieve a consistent design along Sepulveda.



Desirable Uses (what we're getting)	Desirable Development Standards (what we're giving)
<ul style="list-style-type: none"> 1. HIGH END RESTAURANTS - NIGHTTIME USE 2. MIXED USE - ACCESS MAKES SENSE FOR RESID. AFFORD. HOUSING 3. SHARED OFFICE 4. COMMUNITY THEATER 5. CHILDREN'S MUSEUM 6. HOTEL 7. SERVICES - LIKE ENV. WQ. (UPS...) 8. ON MARKET W/ES. BDR. LESS COMMERCIAL; DATIO NOT TOO HIGH 	<ul style="list-style-type: none"> 1. DAYLIGHT PLANE FLEXIBILITY 2. PARKING - SHADED W/ ADJ. PROPERTY FOR DAY/NIGHT USAGE 3. SHARED PARKING 4. HEIGHT - MESSAGE DIFFERENTLY (FLEXIBILITY) 5. PRODUCE SETBACKS 6. ELIMINATE 4/12 ROOF PITCH 7. DITE MD SITE 40-45 FT DESIRABLE FOR HOTEL
Desirable Features	
<ul style="list-style-type: none"> 1. TOURISM TAX ASSESSMENT 2. DEVELOPMENT IMPACT FEES 3. BEAUTIFICATION - IMPROVEMENT FUND (MEDIAN/ROW) TRADE OFF PRIVATE FOR PUBLIC 4. SAFETY (NIGHTTIME LIGHTING) WIDER SIDEWALKS, 8' BUFFERS ON SEP & RESID. SIDE 5. LANDSCAPING - TREES 6. BEAUTIF. ON FRONT & BACK SIDE 7. STANDARD ROW IMPROVEMENTS (RB SIDEWALK EXAMPLE) 	

Update Commercial Parking Requirements

Parking Standards

The Working Group supported parking agreements which would allow neighboring properties to share parking in order to meet parking demand requirements if one property had a parking surplus. The Group was also supportive of shared parking management plans which would allow additional flexibility for multi-tenant commercial centers. This would allow staff to give special consideration to commercial centers that may have businesses with hours of operation that are staggered or have different peak periods. Additionally, certain uses may have unique parking demand needs that are not adequately addressed by existing parking standards contained within the City's existing zoning ordinance.



Parking Codes

It was the general consensus of the Working Group that the City's commercial parking codes be updated to more closely match the current regional and national parking rates. While many of the City's parking codes are satisfactory, some parking requirements should be modified to prevent parking deficiencies that may cause overflow parking into surrounding neighborhoods or conversely require surpluses that discourage development of desirable uses. Additionally, restaurant and coffee house parking codes should be revised to remove ambiguity in calculating the required parking using seating area. Better definition and certainty of certain parking codes would be beneficial for developers.



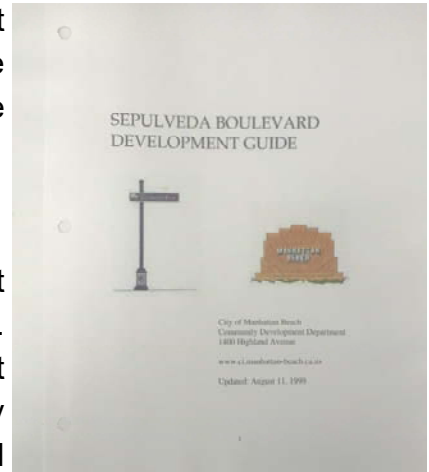
Update Commercial Parking Requirements (Continued)

Parking Reduction

The Working Group generally agreed that a defined parking reduction would be appropriate for certain mixed-use developments, such as Retail-Restaurant, Retail-Office, Retail-Residential and Office-Residential uses that share the same parking area. It was felt that any significant or atypical reduction would need to be supported by a professional parking study, but could be administratively approved if specific guidelines are established.

Design Guidelines

Parking dimensions and loading zones were discussed briefly, but no major changes were suggested by the Working Group. However, the Group agreed that parking design standards that improved safety should be encouraged, such as longer entry throats, deceleration lanes (for larger parking lots), dedicated pedestrian paths, limited parking lot entrances/exits, and smoother parking lot flow. The elimination of street parking on Sepulveda Boulevard could be supported if convenient parking can be provided for those businesses that currently rely on street parking.





Sepulveda Boulevard Working Group Update to Commercial Parking Requirements

(Input From 3/19/18 Meeting)

Parking Standards:

- Parking agreements to allow neighboring properties to share parking
- Shared parking management plans to allow additional flexibility for multi-tenant commercial centers

Parking Codes:

- Update to more closely match the current regional and national parking rates
- Better definition and certainty of certain parking codes would be beneficial for developers
- Some parking codes may need to be modified to prevent parking deficiencies that may cause overflow parking into surrounding neighborhoods
- Restaurant and Coffee house parking codes should be revised to address ambiguity

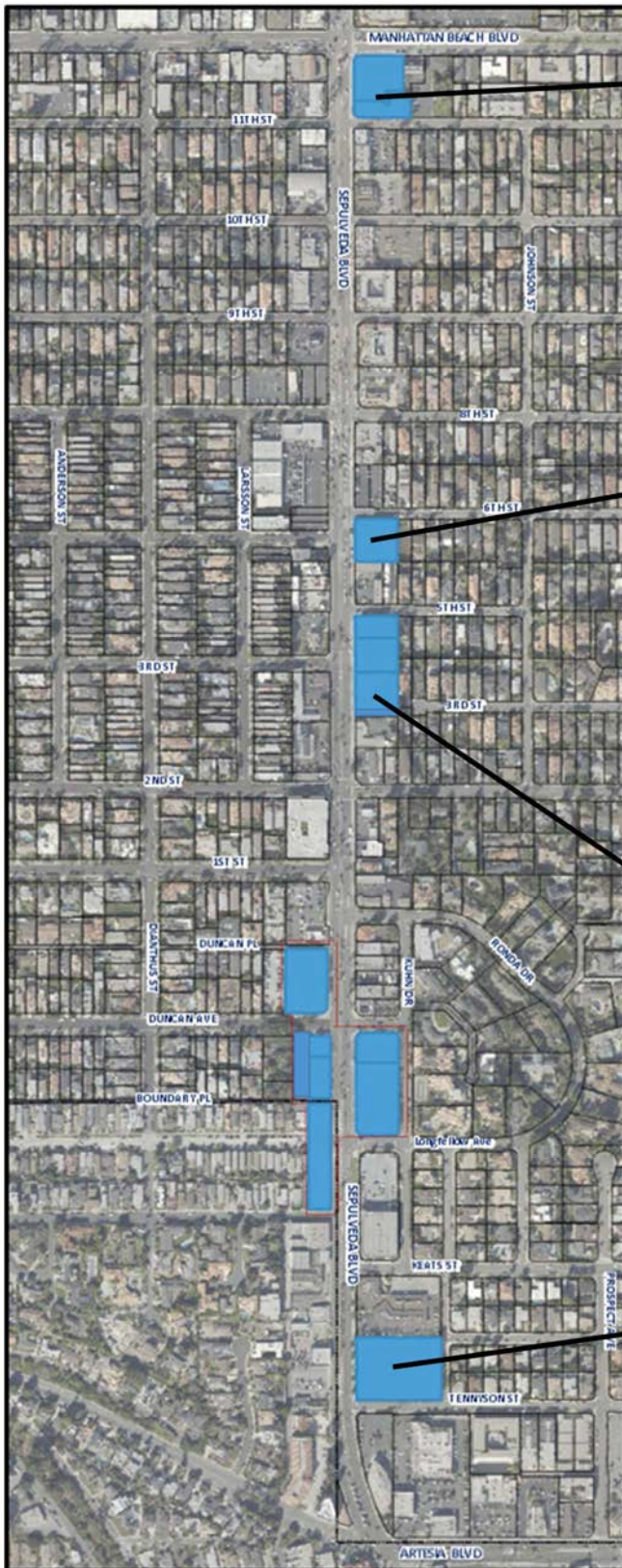
Parking Reduction:

- Defined parking reduction would be appropriate for certain mixed-use developments
- Significant or atypical reductions would require a professional parking study

Design Guidelines:

- No changes suggested to parking dimensions and loading zones
- Design standards that improve safety should be encouraged such as:
 - ♦ Longer entry throats
 - ♦ Deceleration lanes (for larger parking lots)
 - ♦ Dedicated pedestrian paths
 - ♦ Limited parking lot entrances/exits
 - ♦ Smoother parking lot flow
- Potentially eliminate parking on Sepulveda if convenient parking can be provided for those businesses that rely on street parking

Potential Sites* (Artesia to MBB)



*Additional potential sites may exist that are not identified on the map above.

Potential Sites*

(Rosecrans to MBB)



*Additional potential sites may exist that are not identified on the map.



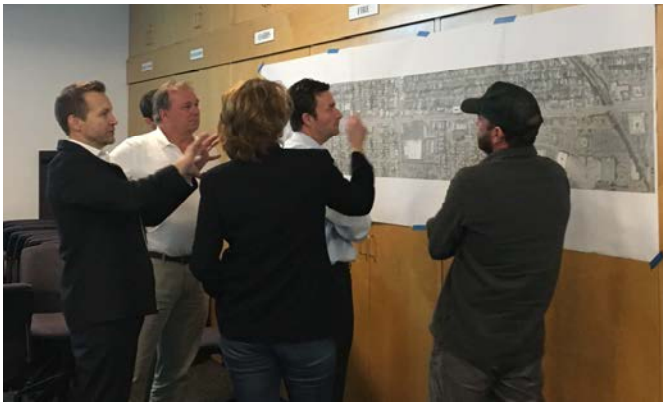
Flexible Development Standards for Desirable Uses

(Input from 3/12/18 and finalized on 3/19/18)

Desirable Uses (What the City is Gaining)	Flexible Development Standards (What the City is Offering)
<ul style="list-style-type: none"> • High end restaurants <ul style="list-style-type: none"> ◊ Nighttime uses ◊ Vehicular and pedestrian access to restaurants needs to make sense for residents • Mixed Use <ul style="list-style-type: none"> ◊ Shared office ◊ Affordable residential on top ◊ Residential on top with commercial on bottom ◊ Require less commercial/ratio not too high • Community Theater • Children's Museum • Hotel • Maintain existing neighborhood serving uses (UPS Store, Dry Cleaners, Coffee Shops, etc.) 	<ul style="list-style-type: none"> • Parking <ul style="list-style-type: none"> ◊ Shared parking allowance between adjacent properties for day/night/weekend usage ◊ Shared parking reduction for multi-tenant (staggered uses) ◊ Parking allowed within side landscaping setbacks between commercial properties ◊ Standardization of parking codes ◊ Less stringent parking variance criteria • Flexibility in height for hotels and mixed use <ul style="list-style-type: none"> ◊ Measure differently ◊ Eliminate 4/12 roof pitch ◊ Daylight plane flexibility ◊ Height up to 45 feet
Desirable Features (What the City is Gaining)	
<ul style="list-style-type: none"> • Tourism Tax Assessment (Not increase in TOT) • Beautification/Improvement Fund <ul style="list-style-type: none"> ◊ Improve ROW/Medians ◊ Trade-off private for public ◊ Landscaping and trees ◊ Beautification on front and back side of property • Safety features (Nighttime lighting) • Wider sidewalk and buffers on Sepulveda and residential sides of property • Standard ROW Improvements <ul style="list-style-type: none"> ◊ Uniform look (Redondo Beach example of same pavers in sidewalk, City provides, property owner installs) 	

Sepulveda Boulevard Development Guide

The Sepulveda Boulevard Development Guide and related Zone Regulation modifications from 1997 are intended to encourage certain desirable elements to be included within development projects on the Corridor and are intended to supplement the City Zoning requirements as part of discretionary project review and approval process.



Although these guidelines were adopted over 20 years ago, the majority of the guidelines remain applicable, as confirmed through discussions with the Working Group. Staff reviewed and discussed each element (signs, reciprocal access, right turn pockets, driveway throat, sidewalk dedication, building orientation, visual aesthetics, residential nuisances, pedestrian access, and landscaping), and the Group generally supported fairly minor modifications to the Guide.

The Working Group emphasized improving the pedestrian experience by incorporating a variety of desirable amenities such as wider sidewalks; increased landscaped areas along the right-of-ways; and increased buffer zones between commercial and residential properties to minimize impacts that may be generated by commercial properties and uses. The Working Group also indicated that providing pedestrian and vehicular accessibility to commercial properties from east-west residentially oriented streets was desirable. Some of the Working Group members indicated that residents have a difficult time accessing businesses and shopping centers on Sepulveda Boulevard without driving onto Sepulveda. They suggested that providing driveway aprons and pedestrian oriented access points off of residentially oriented side streets will allow neighboring residents to access these commercial centers and businesses without having to drive onto Sepulveda Boulevard.



The group was also open to allowing residential development along Sepulveda by allowing mixed use projects, however, they indicated that site specific guidelines should be developed in order to further minimize impacts to neighboring residents. Lastly, the group indicated that as part of larger discretionary projects (such as Use Permits or Master Use Permits) additional requirements should be imposed in order to give neighboring residents and property owners more influence on the project. They indicated that requiring neighborhood meetings prior to project submittal and requiring a traffic management plan should both be required.



Sepulveda Boulevard Working Group Design Guidelines Input Final Draft

(Finalized at 3/12/18 Meeting)

- Emphasis on improving the pedestrian experience through wider sidewalks and landscaping, especially on areas of Sepulveda with greater pedestrian use.
- Emphasis on safe and appealing pedestrian and vehicular points of entry to Sepulveda businesses (especially restaurant, retail and service uses) from perpendicular (west-to-east) access streets oriented to adjacent residential neighborhoods. This includes easier and safer access from the sidewalk as opposed to walking through an existing parking lot not striped for pedestrian access.
- Desirability of more pronounced buffer zones between commercial and residential zones.
- If mixed-use residential-commercial development is conditionally permitted on Sepulveda, then specific site design guidelines should be required.
- Standard requirements for larger discretionary projects:
 - ◊ Require neighborhood meeting before project submittal
 - ◊ Neighborhood Traffic Management Plan



Discussions Items Outside of Scope of Work

During the Working Group meetings, several items were raised by various members that were outside of the Sepulveda Initiatives Scope of Work. Staff wants to recognize that these items were raised, and any further discussion of these items would be at the discretion of the City Council. These items include the following:

Planning Related Items

The Working Group raised concerns over the five thousand (5,000) square foot threshold of buildable floor area that triggers the need for a Use Permit. They indicated that they were supportive of raising this square footage threshold. Other residents within the Working Group were not supportive of this, because the Use Permit process requires a public hearing which allows neighbors and interested parties an opportunity to comment on projects prior to City approval. Raising the threshold would eliminate the need for a Use Permit and related public hearing for any projects with a buildable floor area of less than the threshold figure.

The Group also indicated that they had concerns regarding the numerous smaller commercial lots on the west side of Sepulveda north of Manhattan Beach Boulevard. The Group was supportive of potentially pursuing rezoning efforts along Oak Avenue in an attempt to create larger commercial districts that could lead to lot consolidation and foster more commercial development.

Transportation Related Items

The Working Group questioned the need for off-site parking agreements to be a minimum of 10 years, and some suggested a shorter minimum term, with extension thereafter. However, it was acknowledged that this has both benefits and potential consequences depending on short or long-term parking needs.

The desire for more east-west connectivity was raised numerous times during the meetings. Some in the Group suggested a pedestrian bridge, pedestrian signals, shorter signal cycles, and safer crossings. It was acknowledged that further study would be required, and any recommendations would need to be presented to Caltrans for their review.

When brainstorming ways to solve parking/traffic issues, the Working Group suggested a more robust mass transit system, better walkability along the Corridor and pedestrian/bicycling connectivity between businesses and the surrounding neighborhoods. Car-sharing (Uber/Lyft), local shuttles, employee parking management plans, and pay-for-parking fees were ideas that were raised but did not result in definitive recommendations. New technologies such as autonomous vehicles, robotic package delivery, and other emerging transportation concepts were deemed too premature to be incorporated into the initiatives at this time.

Project Next Steps

In summary, the Working Group had robust discussions about the Sepulveda Initiatives and provided thoughtful feedback on the task at hand. The project's next steps have been tentatively scheduled as follows:

- April 2018 Community engagement and outreach to inform community of the project's outcome
- April 25, 2018 Planning Commission Meeting for community feedback
- May 23, 2018 Planning Commission Public Hearing
- June 19, 2018 City Council Meeting, presentation and discussion
- City Council Public Hearing (TBD)



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