Los Angeles County
Department of Regional Planning

Planning for the Challenges Ahead

Richard J. Bruckner
Director

May 15, 2014

TO: Esther L. Valadez, Chair
Laura Shell, Vice Chair
David W. Louie, Commissioner
Curt Pedersen, Commissioner
Pat Modugno, Commissioner

FROM: Connie Chung, AICP, Section Head
General Plan Development and Housing Section

Bruce Durbin, Section Head
Ordinance Studies Section

SUBJECT: LOS ANGELES COUNTY GENERAL PLAN UPDATE
PUBLIC HEARING: PROJECT NO. 02-305 (1-5)
MAY 28, 2014 – AGENDA ITEM #6

INTRODUCTION

The fourth public hearing in the General Plan Update series will take place on May 28, 2014. This hearing will cover the Zoning Consistency Program, which includes:

- The preparation of a revised Zoning Map to maintain consistency with the Land Use Policy Map in the Draft General Plan; and
- The preparation of an ordinance to modify certain provisions in Title 22 (Planning and Zoning) of the Los Angeles County Code to implement the goals and policies in the Draft General Plan.

The General Plan Update provides the policy framework to guide development in the unincorporated areas. The current General Plan, adopted in 1980, would be replaced by this update. All elements (except the Housing Element) would be replaced, as well as all figures and maps. The update program also proposes zone changes and amendments to Title 22 to restore consistency between the Plan and its implementing documents.

PUBLIC HEARING FORMAT

To recap the public hearing format, the schedule below divides six hearings into discrete topics to help you manage the content of the General Plan Update, and to allow the public to attend hearings that are of specific interest to them. This schedule is a suggestion only and can be adjusted to provide additional meetings as needed.

February 26, 2014	Introduction and Planning Areas Framework; Land Use Element; Mobility Element

March 26, 2014	Air Quality Element, Conservation and Natural Resources Element; Parks and Recreation Element; Noise Element; Safety Element; Public Services and Facilities Element; Economic Development Element.
April 23, 2014	Significant Ecological Areas (SEA) Program Update and SEA Ordinance, and Hillside Management Areas (HMA) Ordinance.
May 28, 2014	Zone changes and amendments to Title 22
June 25, 2014	Community Climate Action Plan SEA Program Update and SEA Ordinance, and HMA Ordinance (continued)
August 27, 2014	Recap/Final EIR

After the discussion and receiving testimony from the public, staff recommends that you continue the remaining aspects of the General Plan Update to the next date, June 25, 2014, as identified in the above schedule. A continuation to a date certain is necessary to provide adequate public notice of the next hearing.

MAY 28, 2014 DISCUSSION TOPICS

Zoning Consistency

The General Plan Land Use Policy Map establishes the long-range vision for general intended uses. The Zoning Code and Zoning Map implement that vision by providing details on specific allowable uses. The Zoning Map must be consistent with the Land Use Policy Map. In order to maintain consistency between the updated Land Use Policy Map and the Zoning Map, rezoning is necessary where the proposed land use designation would no longer be consistent with zoning. The Zone Change Maps disclose the proposed zone changes within each unincorporated community, and can be found at: http://planning.lacounty.gov/generalplan/zoning.

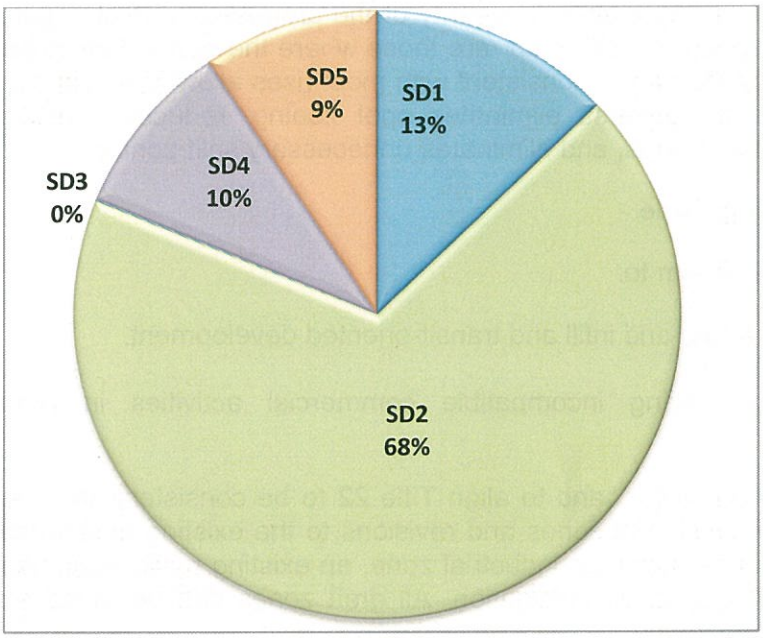
In addition, the Zoning Consistency Program includes amendments to Title 22 (Planning and Zoning) of the Los Angeles County Code. These amendments include the following:

- Creation of new zones;
- Revisions to the Mixed Use zone and to the manufacturing zones;
- Elimination of two zones;
- Revisions to the SEA Ordinance and the HMA Ordinance, which were discussed at the April 23, 2014 public hearing and will be further discussed at the June 25, 2014 public hearing; and
- Elimination of the Blue Line and Green Line Transit Oriented District Ordinance.

Proposed Rezoning

Approximately 4,500 parcels are proposed to be rezoned. Figure 1, Distribution of Proposed Rezoning by Supervisorial District, shows that most of these parcels are located in the Second Supervisorial District.

Figure 1: Distribution of Proposed Rezoning by Supervisorial District (SD)



For the General Plan Update, the staff used two approaches to rezoning: 1) implementation of major policies in the Plan, and 2) "clean-up" of the Zoning Map.

Rezoning to Implement Major Policies

The first approach to rezoning involves changes that need to be made on the Zoning Map in order to implement some of the major policies in the Plan. One major policy is to encourage high density housing and commercial-residential mixed uses along major commercial corridors within the proposed Transit Oriented Districts (TODs).[1] The Mixed Use (MXD) zone is proposed to be mapped onto parcels along some of these major corridors that are designated Mixed Use (MU) on the Land Use Policy Map.

Also, to implement the industrial preservation policy in the Plan, the new Industrial Preservation ( )-IP combining zone is proposed to be added onto economically viable and employment-rich industrial lands within the proposed Employment Protection Districts (EPDs).[2]

[1] As discussed at the first public hearing in the General Plan Update series on February 26, 2014, the TODs are areas within a ½ mile of a transit station that promote transit-oriented development, or pedestrian-friendly and community-serving uses that encourage walking, bicycling, and transit use. The Plan establishes 11 TODs, which are shown on the Land Use Policy Map and in Figure 6.4 (http://planning.lacounty.gov/assets/upl/project/gp_2035_2014-FIG_6-4_TOD_Policy.pdf).

[2] As discussed at the first two public hearings in the General Plan Update series on February 26 and March 26, 2014, EPDs are economically viable industrial lands recommended for protection from conversion to non-industrial uses, based on studies conducted by the Los Angeles County Economic Development Corporation and DRP. EPDs are shown on the Land Use Policy Map and in Figure 14.1:
(http://planning.lacounty.gov/assets/upl/project/gp_2035_2014-FIG_14-1_Employment_Protection_Districts_Policy_Map.pdf).

Rezoning for "Clean-Up" Purposes

The second approach to rezoning, which represents a majority of the proposed zone changes, is Zoning Map "clean-up." Parcels rezoned for "clean-up" are those where the general intended uses identified on the Land Use Policy Map are inconsistent with most uses allowed by zoning. In addition, the Zoning Map "clean-up" process eliminates spot zoning, reduces conflicts between adjacent uses, reflects land use trends, and eliminates unnecessary split-zoning.

Proposed Amendments to the Zoning Code

The Plan includes goals and policies that aim to:

- Encourage mixed use opportunities, and infill and transit-oriented development,
- Preserve employment-rich land; and
- Preserve rural character by limiting incompatible commercial activities in rural communities.

In order to implement these goals and policies, and to align Title 22 to be consistent with the Plan, new residential, commercial and industrial zones and revisions to the existing mixed-use and industrial zones are proposed. Furthermore, an industrial zone, an existing rural mixed use zone and the TOD Ordinance are proposed for elimination. All draft zones can be found at: http://planning.lacounty.gov/generalplan/zoning.

New Zones

The proposed new zones are High Density Multiple Residence Zone (R-5), Mixed Use Development Zone (MXD), Major Commercial Zone (C-MJ), Rural Commercial Zone (C-RU), and Rural Mixed Use Development Zone (MXD-RU). Also, a new Industrial Preservation Combining Zone (( )-IP) is proposed. For the General Plan Update, two new zones – Zone MXD and Zone ( )-IP – are proposed to be mapped to implement major policies. All other new zones are proposed to be added into Title 22, but will not be mapped at this time; these new zones may be mapped during the area planning process if it is deemed appropriate.[3] The following summary describes the purpose of each new zone:

- **High Density Multiple Residence Zone (R-5):** Zone R-5 provides detailed uses, development standards and procedures for high-density residential development. Housing types allowed in the zone include multifamily developments at densities that are permitted under General Plan Land Use Categories H100 and H150, which respectively allow up to 100 and 150 units per net acre. There are limited exceptions for the allowance of single-family and two-family residences in this zone. This zone includes language to refer certain projects to the Department of Public Works for initial application review to ensure that utility infrastructure, circulation and sightline controls are sufficiently addressed.

[3] Zone C-MJ is the only exception, as it will be mapped on one parcel as part of the General Plan Update Zoning Consistency Program. The subject parcel, located in the unincorporated area of Gilmore Island, is currently part of the CBS studio parking lot.

- **Mixed Use Development Zone (MXD):** Zone MXD is an existing Special Purpose zone in Title 22 that was significantly revamped and is proposed as a mapped or "base" zone. This zone will provide greater flexibility in permitting limited commercial and residential uses by-right to encourage mixed use projects. Zone MXD provides detailed uses, development standards, and procedures for mixed-use developments with residential and commercial uses, within multi-use buildings or single-purpose buildings containing a different use. This zone includes language to refer certain projects to the Department of Public Works for initial application review to ensure that utility infrastructure, circulation and sightline controls are sufficiently addressed.

- **Major Commercial Zone (C-MJ):** Zone C-MJ provides detailed uses, development standards, and procedures that accommodate regional-scale commercial and recreation uses, hotels, and high-density, multi-family residential and residential-commercial mixed uses. This zone also includes language to refer certain projects to the Department of Public Works for initial application review to ensure that utility infrastructure, circulation and sightline controls are sufficiently addressed.

- **Rural Commercial Zone (C-RU):** Zone C-RU provides detailed uses, development standards, and procedures for low-intensity commercial uses that are compatible with rural, agricultural, and low-density residential uses. The intent of the zone is to serve the diverse economic needs of rural communities, while preserving their unique characters and identities.

- **Rural Mixed Use Development Zone (MXD-RU):** Zone MXD-RU provides detailed uses, development standards, and procedures for a limited mix of commercial uses and very low-density multifamily residential uses on the same lot within rural town centers.

- **Industrial Preservation Combining Zone (( )-IP):** Zone ( )–IP provides a list of non-industrial uses that are not permitted on industrially zoned properties within EPDs, which will preserve and promote current and future industrial uses, labor-intensive activities, wholesale sales of goods manufactured on-site, major centers of employment, and limited employee-serving commercial uses.

Table 1, Summary of New Zones, summarizes the corresponding land use categories, density and Floor Area Ratio (FAR)[4] limits, and development standards for each new zone.

[4] Floor Area Ratio (FAR) is the ratio of the total above-ground gross floor area of all buildings to the area of the project site. As a formula, FAR = (total above-ground gross floor area of all buildings) / (area of the project site).

Table 1: Summary of New Zones

Zone	LU Category	Maximum Density/FAR	Development Standards
R-5	H100/H150	100/150 du/net ac	▪ Private and common recreation space ▪ Height limit 65 feet ▪ Building articulation
MXD	MU	150 du/net ac and 3.0 FAR	▪ Private and common recreation space for residences ▪ Parking placement and reductions ▪ Height limit 65 feet ▪ Pedestrian character standards ▪ Performance standards ▪ Lot consolidation incentives
C-MJ	C-M	150 du/net ac and 3.0 FAR	▪ Minimum lot area of 2 acres ▪ Height limits 65, 75 feet with CUP ▪ Mixed uses allowed with CUP ▪ Shared parking and sign programs ▪ Private and common recreation space for residences ▪ Performance standards
C-RU	CR	0.5 FAR	▪ Parking standards for Recreational Vehicles, semi and dually trucks, with incentives ▪ Expanded outdoor display provisions ▪ Cargo storage provisions ▪ Allows SFRs on lots over 1 acre
MXD-RU	MU-R	5 du/net ac and 0.5 FAR	▪ Parking standards for RVs, vehicles, semi and dually trucks, with incentives ▪ Expanded outdoor display provisions ▪ Cargo storage provisions ▪ Allows horizontal and vertical mixed use development on the same lot
( )-IP	IL and IH	1.0 FAR	▪ Refer to base M Zone for development standards

<u>Modifications to the Industrial Zones</u>

Previously, significant modifications were proposed for the Industrial Zones (M-1 through M-4) to implement the Plan's policies to promote and preserve industrial activities and employment opportunities. However, that proposal would have made the Industrial Zones ordinance overly

complicated and difficult to implement. As an alternative, the staff developed the Industrial Preservation Combining Zone (( )-IP), which is more effective in accomplishing the industrial policy goals of the Plan, as well as narrow in scope and simple to implement.

As a result, existing policies that govern the current Industrial Zones will remain in place. All non-industrial uses currently permitted and conditionally permitted in M-1, M-1½ (to be M-1.5), M-2, and M-3 will remain permitted and conditionally permitted in both existing and new developments.

Other proposed revisions to the Industrial Zones include the following:

- Addition of new purpose statements for Zones M-1, M-1.5, M-2 and M-2.5 and the recoding of abbreviations for Zones M-1½ and M-2½ to M-1.5 and M-2.5, respectively.

- Reformatting of permitted use language in Zones M-1.5 and M-2 into use lists.

- Consolidation of uses related to the manufacturing of specific products into categories of product types.

- Addition or modification of uses to be consistent across all Industrial Zones. For example, airports are currently not listed in Zone M-1.5. Since it is a CUP use in Zones M-1 and M-2, it could otherwise mistakenly be interpreted to mean that it is a use prohibited in Zone M-1.5.

- Clarification of certain uses across all Industrial Zones. For example, clarification is made to specify the types of schools permitted or prohibited in the Industrial Zones.

- Establishment of a maximum FAR for each of the Industrial Zones (except MPD, B-1 and B-2) within the development standards sections.

- The relocation of the list of all prohibited uses for each Industrial Zone into a standalone section in Part 1 of Chapter 22.32, so that only one prohibited use list governs all Industrial Zones.

<u>Elimination of Zones and Districts</u>

- Elimination of Zone M-4, as the zone is no longer mapped.

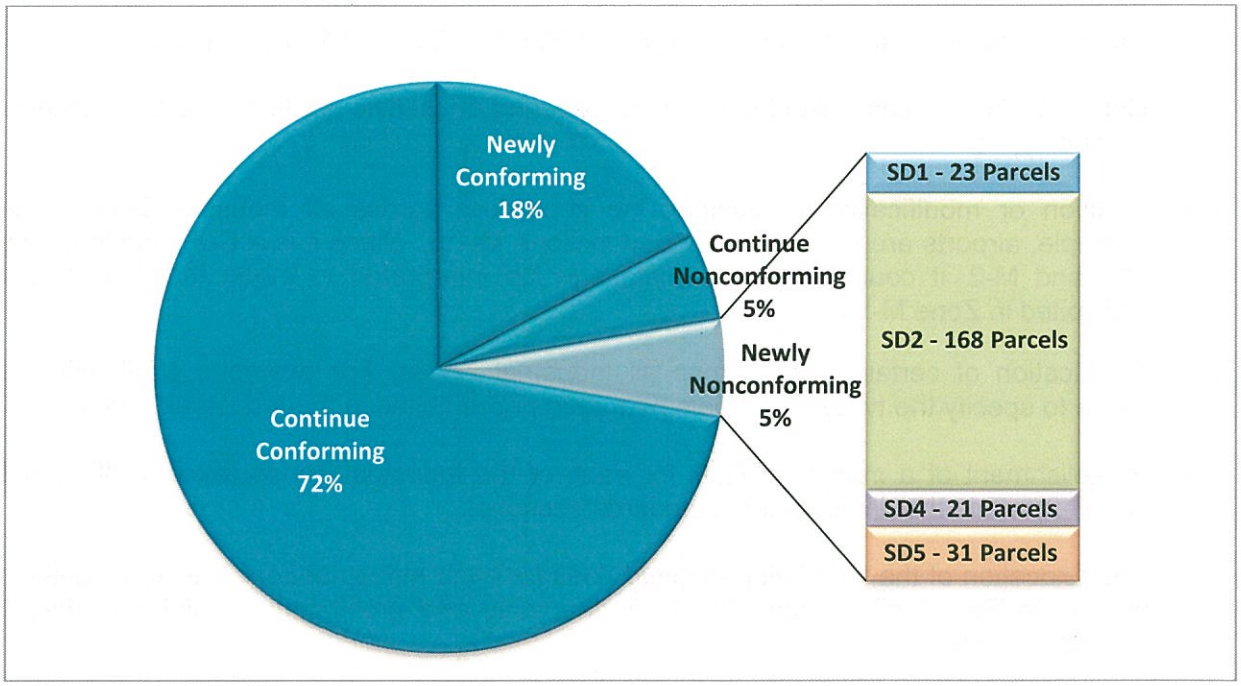
- Elimination of Zone A-C (Arts and Crafts). This zone is not mapped and has not been for the past three decades. The main issue with this zone is that it requires a CUP for all artisan occupations within residences in certain areas. Other Title 22 regulations provide more flexibility in governing the use of a limited range of commercial or artisan activities within or close to residences.

- Elimination of the Blue Line and Green Line Transit Oriented District Ordinance. Zone MXD will be mapped in place on certain parcels around a few TODs, and all other zones within all TODs covered by that ordinance will revert back to the general development standards of the base zones. As a replacement, future tools, such as TOD Specific Plans, will be developed for each TOD.

Impacts on Existing Uses

Figure 2 shows the potential impacts on existing uses due to the proposed rezoning and the proposed new zones. Out of the 4,500 parcels that are proposed to be rezoned, seventy two percent of the existing uses will remain conforming after the proposed rezoning takes effect. Eighteen percent of the parcels have uses that will become conforming as a result of the proposed rezoning. Five percent of the parcels have uses that are currently nonconforming and will remain nonconforming after the proposed rezoning takes effect. Finally, five percent of the parcels have uses that will become nonconforming after the proposed rezoning takes effect. Figure 2 further shows the distribution of the newly nonconforming uses, by Supervisorial District.

Figure 2: Impacts of Rezoning on Existing Uses



Public Outreach on Proposed Rezoning and Proposed Zones

During the months of August through October 2013, approximately 8,500 customized courtesy letters were mailed to owners whose properties may be affected by the proposed rezoning and/or the proposed new/revised zones. Since then, the Department has received many inquiries, comments and additional information on certain parcels from property owners. The staff also met with various stakeholders, including homeowners, business owners, developers, town councils, and other community groups to discuss the proposed Zoning Map and the proposed zones. Based on the comments received from various stakeholders, the staff refined the proposed Zoning Map and the proposed zones.

ENVIRONMENTAL DOCUMENT

A Draft Environmental Impact Report (DEIR) is currently being prepared for this project. At this time, our anticipated release date is within May 2014. A public comment period will be provided pursuant to California Environmental Quality Act (CEQA) reporting requirements, and a Final EIR will be produced that includes all public comments. We anticipate this document being available to you in final form no later than by the suggested August 27, 2014 hearing date.

COMMENTS AND RECOMMENDATIONS

Since the Plan was made available for public review on January 23, 2014, the Department has received recommendations for amendments to various sections of the Plan. Staff will provide you with the most recent comments and recommended changes in a subsequent memo submitted to you no later than Thursday, May 22, 2014.

NOTIFICATION

A notice of public hearing and availability of the General Plan Update was mailed in mid-January 2014. The notice was prepared and distributed pursuant to Section 22.60.174 of the County Zoning Ordinance. Notices were mailed to more than 40,000 property owners whose parcels are located in General Plan major policy areas. Notices were also distributed to more than 3,000 stakeholder individuals and organizations, and emailed to more than 1,200 addresses. Furthermore, the Plan was made available on the DRP web site, in all County libraries, DRP field offices and other suggested locations. The notice was also published in 16 newspapers, including one Spanish language newspaper, of general circulation in the unincorporated areas of Los Angeles County between January 23, 2014 and January 27, 2014.

STAFF RECOMMENDATION

The following recommendation is made prior to the public hearing and is subject to change based upon testimony and/or documentary evidence presented at the public hearing:

Staff recommends that the public hearing on the General Plan Update, referred to as Project Number 02-305 (1-5), be continued to June 25, 2014 and that the focus of that hearing be on the Community Climate Action Plan, in addition to the SEA Program Update, the SEA Ordinance, and the HMA Ordinance, which are scheduled to return for your consideration on June 25, 2014 according to your motion dated April 23, 2014.

RJB:MC:CC/BD:TF/AS

I MOVE THAT THE REGIONAL PLANNING COMMISSION CONTINUE THIS MATTER, THE LOS ANGELES COUNTY GENERAL PLAN UPDATE, TO JUNE 25, 2014 AND THAT THE FOCUS OF THAT HEARING BE ON THE COMMUNITY CLIMATE ACTION PLAN, THE CONTINUATION OF THE SEA PROGRAM UPDATE, THE SEA ORDINANCE, AND THE HMA ORDINANCE.