

---

---

## V. ENVIRONMENTAL IMPACT ANALYSIS

### C. LAND USE

---

---

#### ENVIRONMENTAL SETTING

##### Existing Land Uses

###### *Civic Center*

The Civic Center is generally bounded by 15<sup>th</sup> Street to the north, Highland Avenue to the west, 13<sup>th</sup> Street and the Metlox property to the south and Valley Drive to the east. The Civic Center portion of the project site includes the existing Fire Department, Police Department, and Public Library Buildings. The existing City Hall building is not a part of this project. Including the surface parking lot area of the Civic Center, the Civic Center portion of the project occupies approximately 4.77 acres (or 208,200 square feet).<sup>6</sup>

The current Police Department building, located at 420 15<sup>th</sup> Street, consists of approximately 20,637 square feet. Fire Station No. 1 consists of approximately 10,567 square feet and is located at 400 15<sup>th</sup> Street, between the Police Department and City Hall. The Public Library building, which lies to the south of the City Hall building, is approximately 12,100 square feet. Altogether, the combined floor area of existing Civic Center uses on the project site total approximately 43,304 square feet; a floor area ratio (FAR) of 0.21:1.

###### *Metlox*

The former Metlox Potteries site occupies the northwest corner of Valley Drive and Manhattan Beach Boulevard. The site lies adjacent to the south end of the Civic Center and is generally bounded by Manhattan Beach Boulevard on the south, Morningside Drive on the west, Valley Drive on the east, and the Manhattan Beach Civic Center on the north. The former “H20” site located at the northeast corner of Manhattan Beach Boulevard and Morningside Drive is not a part of this project. For purposes of determining the floor area ratio for the site, the buildable lot area for the Metlox property is approximately 97,000 (or approximately 2.19 acres), which excludes public rights-of-way (i.e., the proposed 13<sup>th</sup> Street dedication, sidewalk setbacks, etc.).

---

<sup>6</sup> *The total area for the Civic Center site was based on The City of Manhattan Beach Topographic Map (Map Sheets 12 and 8), Public Works Department, City of Manhattan Beach, California (scale 1"=100'). This area calculation excludes the City Hall building footprint area.*

The Metlox site was previously occupied by a manufacturing use (Metlox Pottery closed in 1976). The southern portion of the site, contiguous to Manhattan Beach Boulevard, is currently undeveloped. The northern portion of the site, contiguous to the Civic Center, is currently developed as a public parking lot providing approximately 125 temporary parking spaces. This lot was developed as a temporary use to be removed upon construction of the Metlox Development.

In May 1996 the City Council approved a use permit and Coastal Development Permit to allow for the temporary use of the Metlox site as a surface parking lot. The use of these spaces is available to the public, as well as businesses participating in the Downtown Merchant parking program. The parking lot was approved as a temporary use, and was not intended, nor approved to be utilized as a permanent parking area. The temporary nature of the lot was reflected in the conditions of approval attached to the use permit and coastal development permit. This condition indicates that the permit is valid for a two-year period expiring in 2000, with an extension of up to two years. Specifically, the resolution states that: "The Use permit and Coastal Development Permit, under no circumstances, shall remain valid after April 22, 2002."

### **Surrounding Land Uses**

The project site is located at the east entrance to the Downtown Manhattan Beach area. The Downtown area is generally bounded by 15<sup>th</sup> Street to the north; 8<sup>th</sup> Street to the south; Ocean Drive to the west; and Valley Drive to the east. The commercial businesses in this area include eating and drinking establishments, service-oriented commercial uses, retail commercial shops, commercial offices, and residential uses. A Vons Supermarket is located south of the Metlox property, on the south side of Manhattan Beach Boulevard. Uses immediately surrounding the Metlox site to the west along Morningside Drive include a three-story public parking garage and 2 three-story commercial office buildings.

The project site is bordered by the Valley Drive/Ardmore Drive corridor to the east. The southbound only lanes of Valley Drive and northbound only lanes of Ardmore Drive are separated by a raised median. The raised median includes a public parking lot and is landscaped to provide a buffer and transition between the Downtown Commercial area and the residential neighborhoods to the east. Single-family and high-density residential uses are located east of the project site, on the opposing side of the Valley Drive/Ardmore Drive corridor.

Medium density residential land uses and the United States Post Office are located on the north side of the Civic Center site, across 15<sup>th</sup> Street. The Good Stuff restaurant is located at the northeast corner of Highland Avenue and 13<sup>th</sup> Street, immediately adjacent the Public Library site to the west. Land uses to the south of 13<sup>th</sup> Street include small scale commercial and retail uses.

## City of Manhattan Beach General Plan Land Use Element

The General Plan Land Use Element designates six major categories of land uses which roughly correspond to existing development patterns. They include residential, commercial, industrial, public facilities, open space, and mixed commercial/residential uses. The residential designation is further subdivided into three density ranges: Low, Medium, and High density. The commercial designation is subdivided into five density ranges: General Commercial, Local Commercial, Manhattan Village Commercial, North End Commercial, and Downtown Commercial. Other land use designations include Public and Semi-Public and Open Space.

The Civic Center portion of the project site is designated as “Public Facility.” The Public Facilities designation refers to those land uses that are operated and maintained for the public’s benefit, welfare, or use. Public facilities include educational facilities, utilities, and other government activities. The maximum floor area ratio for Public Facilities is 1:1.

The Metlox portion of the project site is designated as “Downtown Commercial.” The Downtown Commercial designation applies only to the City’s historic downtown, the area surrounding the intersection of Manhattan Beach Boulevard and Highland Avenue. A special designation was created in recognition of the importance of the area as a focus of community activity and service area for beach visitors. It also recognizes the special design constraints on development and the City’s efforts to encourage a unified design theme in the area. The maximum floor area ratio permitted in this land use designation is 1.5:1. Residential development consistent with the High Density designation is also permitted in this area.

The citywide goals of the General Plan Land Use Element that are applicable to the proposed project site are provided below. To the extent that the citywide goals are achieved, an analysis of the project’s consistency with the implementing policies that support these goals is included in the Environmental Impacts Section.

- **Goal 1:** Maintain the low profile development and small town atmosphere of Manhattan Beach.
- **Goal 3:** Encourage the provision and retention of private landscaped open space.
- **Goal 4:** Support and encourage the viability of the commercial areas of Manhattan Beach.
- **Goal 5:** Encourage high quality, appropriate private investment in commercial areas of Manhattan Beach.

- **Goal 6:** Continue to support and encourage the viability of the “Downtown” area of Manhattan Beach.

### **City of Manhattan Beach Zoning Code**

Development regulations within the City of Manhattan Beach fall under the authority of Section 10.01.010 of the Municipal Code, also known and cited as the "Planning and Zoning Ordinance of the City of Manhattan Beach," or "Planning and Zoning Ordinance." The project site is located within District III of the City Zoning Code. The zoning designations for District III are depicted in Figure 22 on page 93.

As depicted in Figure 22, the Civic Center property is located within the “PS Public and Semi-Public District.” The current Police Department, Fire Department, and Public Library uses fall within the permitted uses allowed for the General Plan and zoning designations for the Civic Center site.

The Metlox property is located within the “CD Downtown Commercial District.” The purpose of the CD district is to provide opportunities for residential, commercial, public and semipublic uses that are appropriate for the downtown area. This district is intended to accommodate a broad range of community businesses and to serve beach visitors.<sup>7</sup>

The entire project site is located within the City of Manhattan Beach Coastal Zone overlay District and, as such, is subject to the more restrictive development regulations of the certified Local Coastal Program (LCP). The development regulations of the LCP, as they apply to the project, are provided in greater detail below.

### **City of Manhattan Beach Local Coastal Program (LCP)**

The project site is located within the City of Manhattan Beach Coastal Zone and is subject to the development standards, development policies, and permit provisions of the City of Manhattan Beach LCP. The LCP Phase III Implementation Program, dated April 1998, was certified by the California Coastal Commission on May 24, 1994.<sup>8</sup> Upon certification of the City’s LCP, the California Coastal Commission (CCC) transferred responsibility for the issuance of Coastal Development Permits to the

---

<sup>7</sup> *Manhattan Beach Zoning Code, Section 10.16.010.*

<sup>8</sup> *Amended by Ordinance No. 1961 (March 18, 1997) and Ordinance No. 1971 (October 7, 1997).*



City. The project site is not located within an “ appeal jurisdiction” of the Coastal Zone, and any action taken by the City is not appealable to the Coastal Commission. The CCC has, however, been identified as a responsible State agency and will be involved as a reviewing agency in the EIR process. Given the location of the site, and the nature of the proposed development, issuance of a Coastal Development Permit will be required for this project. Additionally, given both the size of the site and the multi-use nature of the proposed project, a Use Permit will be required pursuant to Chapter A.84 of the City’s LCP. This issue will be addressed during the project’s entitlement applications through either a Master Use Permit or a Development Agreement.

### ***PS Public and Semipublic District***

The development guidelines for Public and Semipublic Districts are contained in Chapter A.28 of the LCP. The LCP includes the following specific purposes of commercial district regulations:

- A. Allow consideration of a large public or semi public use separately from regulations for an underlying base zoning that may or may not be appropriate in combination with the public or semipublic use.
- B. Allow consideration of establishment or expansion of a large public or semipublic use at rezoning hearings rather than at use permit hearings only, and give notice to all of the extent of a site approved for a large public or semipublic use by delineating it on the zoning map.
- C. Allow the Planning Commission and City Council to consider the most appropriate use of a site following discontinuance of a large public or semipublic use without the encumbrance of a base zoning district that may or may not provide appropriate regulations for reuse of the site.

As provided in Section A.28.040 of the LCP, the height limit in the PS district is 30 feet, as determined by the CUP and/or surrounding base districts. The surrounding districts are CD and “RM Medium Density Residential,” which have 30-foot maximum height requirements. The RM District has a maximum buildable FAR of 1.6:1. The CD District has a maximum buildable FAR of 1.5:1. However, even a more restrictive FAR of 1:1 is established in the General Plan. As such the maximum buildable FAR for the Civic Center site would be 1:1. Therefore, the maximum buildable floor area for the Civic Center site would be approximately 208,200 square feet. Allowable and permitted public uses in the PS District are specified in Section A.28.030 of the LCP. Impacts associated with Parking Code requirements are addressed in Section V.F. Transportation/Circulation.

---

---

**CD Commercial District**

The development guidelines for Commercial Districts are contained in Chapter A.16.C of the LCP. The stated purpose of the CD District is to provide opportunities for residential, commercial, public and semipublic uses that are appropriate for the downtown area. This district is intended to accommodate a broad range of community businesses and to serve beach visitors. The LCP includes the following specific purposes of commercial district regulations:

- A. Provide appropriately located areas consistent with the General Plan and Local Coastal Plan for a full range of office, retail commercial, and service commercial uses needed by residents of, and visitors to, the Coastal Zone.
- B. Strengthen the city's economic base, but also protect small businesses that serve city residents.
- C. Create suitable environments for various types of commercial and compatible residential uses, and protect them from the adverse effects of inharmonious uses.
- D. Minimize the impact of commercial development on adjacent residential districts.
- E. Ensure that the appearance and effects of commercial buildings and uses are harmonious with the character of the area in which they are located. Commercial projects involving the combination of three or more lots on sites exceeding 5,400 square feet shall be approved only if the scale and articulation of the facade of the proposed structure is consistent with its purpose statement.
- F. Ensure the provision of adequate off-street parking and loading facilities.
- G. Provide sites for public and semipublic uses needed to compliment commercial development or compatible with a commercial environment.
- H. Encourage commercial buildings that are oriented to the pedestrian, by providing windows and doors accessible from city sidewalks at or near sidewalk level, protecting pedestrian access along sidewalks and alleys and maintaining pedestrian links to parks, open space, and the beach.
- I. Carry out the policies and programs of the certified Land Use Plan.

The specific development regulations for the CD district establish a development density at a maximum buildable FAR of 1.5:1, or 143,550 square feet. As established in Section A.16.030 (G) of the LCP,

and depicted in Figure 23 on page 97, the maximum building height permitted for the Metlox site is 30 feet with a parking structure or a pitched roof, or 22 feet with a flat roof. Since the project includes a subterranean parking structure, the maximum allowable height for the Metlox property is 30 feet. The uses permitted within the CD designation are listed in Section A.16.020 on page 16-2 of the LCP. Impacts associated with Parking Code requirements are addressed in Section V.F. Transportation/Circulation.

### **Downtown Design Guidelines**

In June of 1998 the City Council adopted design guidelines for development within Downtown Manhattan Beach. The guidelines were developed as voluntary recommendations for the Downtown area, with the intent that architects and designers will use these guidelines as a guide to promote the community's desired design features in the City's Downtown area. Because the Guidelines do not fall under the legal authority of the Zoning Code or the General Plan, the project's consistency with the Design Guidelines are addressed in Section V.A. Aesthetics.

## **ENVIRONMENTAL IMPACTS**

### **Thresholds of Significance**

The analysis of land use impacts considers both the compatibility of proposed uses with adjacent land uses and consistency of the project with adopted plans and policies that govern land use on the project site. For purposes of this analysis, a significant land use impact would occur if any of the following circumstances occur:

- The project is substantially inconsistent with the planned uses for the site as established in the City of Manhattan Beach General Plan Land Use Element;
- The project does not comply with the requirements of the City of Manhattan Beach Zoning Code or LCP;
- The interface of physical and operational characteristics of the project are incompatible with the surrounding land uses.





Source: City of Manhattan Beach, Local Coastal Program Phase III Implementation Plan, Section A.16.030(G), April 1998.

No Scale.



**Project Impacts**

The Civic Center portion of the project will involve a complete demolition and reconstruction of the existing Police and Fire Department Facilities. The existing facilities are proposed to be replaced with a two-level (one level below grade), approximately 57,000 square foot Public Safety Facility incorporating all administrative and operational functions of both departments. The net increase in developed floor area over existing Police and Fire Department facilities will be approximately 26,432 square feet. The proposed structure is intended to accommodate the spatial and modernization needs of both departments and will not involve any staffing or personnel increases.

The Civic Center also includes reconstruction of the existing Public Library building. The existing Public Library (12,100 square feet) will either be added on to or demolished and reconstructed with a new Public Library and Cultural Arts Center. Upon completion, the proposed Library and Cultural Arts Center will consist of an approximate 40,000 square foot structure with roughly 30,000 square feet for library space and 10,000 square feet for a 99-seat Cultural Arts Center.

The Metlox project will include a mixed-use commercial development with subterranean parking, including some above-grade surface parking. The total floor area proposed is approximately 90,000 square feet comprised of retail, restaurant, office uses, and a 40-room lodging component. The preliminary design envisions one- and two-story buildings oriented around the streets, outdoor plazas (paseos) and a Town Square. The maximum height of the proposed retail and commercial structures will not exceed 30 feet. The Town Square will include a Lookout Tower element, at a height not to exceed 70 feet. The Lookout Tower will offer public views of the pier, beach, ocean and other local landmarks in the Downtown area. Approximately 30,000 square feet of public open space will be provided through an extension of plazas, the Town Square, paseos and a sculpture garden.

***Consistency With the General Plan***

A summary discussion of the projects consistency with the policies of the General Plan, as they may apply to the proposed project site is included in Table 11 on page 99. As indicated in Table 11, the project would be substantially consistent with the policies supporting the citywide goals of the General Plan Land Use Element.

**Table 11**  
**City of Manhattan Beach General Plan Land Use Policies**

Land Use Policies	Project Characteristics
<p><b>Policy 1.1:</b> Limit the height of new development to three stories where the height limit is 30 feet or to two stories where the height limit is 26 feet, in order to protect the privacy of adjacent properties, reduce shading, protect views of the ocean, and preserve the low profile image of the community.</p>	<p>The Metlox project consists of one- and two-story commercial structures. With the exception of the Tower Element, the maximum height of the commercial buildings proposed is 30 feet. The project will be structurally compatible with the size and scale of existing commercial land uses along Morningside Drive, Manhattan Beach Boulevard, and adjoining streets.</p> <p>As addressed in Section V.A. Aesthetics/Views, ocean views will only partially be obstructed by the project (View 4). With the extension of 13<sup>th</sup> Street through the project, existing views of the ocean will remain unobstructed (Views 5 and 7).</p>
<p><b>Policy 1.2:</b> Require the design of all new construction to utilize notches, or balconies, or other architectural details to reduce the size and bulk.</p>	<p>The commercial building facades will be highlighted by relief and articulation created by a mix of materials, building surfaces (of varied finishes, pilasters and cornice details), storefront glass, paint, signage, lighting, and awnings (where appropriate). The storefront cornice, fascia, and pilaster details will reference building patterns found on many of the Manhattan Beach's historic structures. This design approach assures the integration of the Metlox Block buildings with the remainder of Downtown.</p>
<p><b>Policy 1.3:</b> Require the use of landscaping and setbacks to reduce the bulk of new buildings and add visual interest to the streetscape.</p>	<p>The project will include approximately 36,686 square feet of public open space through an extension of plazas, the Town Square, paseos and a sculpture garden. The project includes increased building setbacks at the corner of Valley Drive and Manhattan Beach Boulevard to facilitate pedestrian activity.</p>
<p><b>Policy 3.1:</b> Develop landscaping standards for the downtown which serve as a unifying and humanizing theme for the area.</p>	<p>Landscaping and hardscape features will be fully integrated throughout the plazas, the Town Square, paseos and a sculpture garden.</p>
<p><b>Policy 3.3:</b> Encourage the replacement of mature trees removed by new construction activity throughout the City with specimen trees.</p>	<p>The existing site includes few street trees with in the paved parking areas of the Civic Center Site. The site design features and open space areas will provide the opportunity to increase the presence of trees and landscaping materials, as appropriate.</p>
<p><b>Policy 4.1:</b> Protect all small businesses throughout the City which serve City residents.</p>	<p>The City's objectives for developing the Metlox project include providing a mix of unique local serving commercial tenants that are intended to compliment, and not compete with, the existing Downtown uses. While the project is not expected to become a regional draw, a beneficial impact from increased downtown visitation is expected at the local levels.</p>

**Table 11  
City of Manhattan Beach General Plan Land Use Policies**

Land Use Policies	Project Characteristics
<b>Policy 5.1:</b> The City recognizes the need for a variety of commercial development types and has designated areas appropriate for each. The City shall encourage development proposals which meet the intent of these designations.	The mix of commercial uses proposed under the Metlox development are consistent with the allowable commercial designations for the project site.
<b>Policy 5.2:</b> Require the separation or buffering of low density residential areas from businesses which produce noise, odors, high traffic volumes, light or glare, and parking, through the use of landscaping, setbacks, and other techniques.	The adjacent residential uses to the east are currently buffered from the project site by the Valley Drive/Ardmore corridor, which includes a surface parking lot and landscaping materials. The project will further buffer the effects of noise and light and glare by designing the core areas for pedestrian activities in the center of the Town Square, shielded from the adjacent residential uses by the proposed storefronts along Valley Drive.
<b>Policy 6.1:</b> Encourage the upgrading and expansion of businesses in the Downtown area to serve as a center for the community and to meet the needs of beach area residents.	The project serves to expand the existing commercial uses in the Downtown area by developing the currently vacant and undeveloped Metlox Potteries site. The project will provide a gateway into the Downtown area.
<b>Policy 6.2:</b> Develop and encourage the use of design standards for the downtown area to improve its visual identification as a unique commercial area.	The project is generally consistent with the Downtown Design Guidelines established for the CD District. The project’s consistency with these guidelines is addressed in Section V.A Aesthetics.
<i>* As applicable to the Public Facility and Downtown Commercial General Plan Land Use designations.</i>	

**Consistency with the Zoning Code and LCP**

The uses proposed for the Civic Center portion of the project are consistent with the existing uses on site in which they are replacing and are consistent with the permitted uses allowed under the Public Facilities zone designation. The only new use proposed for the Civic Center site is the proposed Cultural Arts Center addition to the Public Library. The Cultural Arts Center will contain a stage for live community performances, dressing rooms, lobby, offices, kitchenette, restrooms, and exhibition space. As indicated in Section A.28.030 of the LCP, Cultural Institutions are a permitted use within the Public and Semipublic District. The Public Safety Facility and the Public Library and Cultural Arts Center will be designed and constructed not to exceed the 30-foot height restriction for the PS zone. As indicated in Table 12 on page 101, the proposed Civic Center structures would not exceed the maximum density allowed on the Civic Center site.

**Table 12  
Civic Center / Metlox Development Density Analysis**

<b>Proposed Use</b>	<b>Maximum Permitted FAR*</b>	<b>Lot Area</b>	<b>Maximum Permitted Density</b>	<b>Proposed Density (FAR)</b>
Civic Center	1:1	208,200 sq. ft.	208,200 sq. ft.	97,000 sq. ft. (0.46:1)
Metlox	1.5:1	95,700 sq. ft. **	143,550 sq. ft.	89,759 sq. ft. (0.94:1)
* Floor area ratio. ** The buildable lot area for the Metlox property is approximately 95,700 square feet or 2.19 acres. The buildable lot area does not include public rights of way (i.e., the 13th Street dedication , alleys, sidewalks, etc.).				

The Metlox development would be substantially consistent with the development guidelines for Commercial Districts. The commercial and retail uses proposed are consistent with the allowable uses in the CD zone. As indicated in Section A.16.020 of the LCP, the following proposed uses are permitted uses within the CD District: Retail sales, personal improvement services (e.g., day spa). The following uses proposed for the Metlox Development will require a use permit to operate within the CD District: Eating and drinking establishments (e.g. restaurants and bakery), hotels & motels, offices (business & professional). Approvals and conditions of approvals for these uses will be addressed within the Master Use Permit or Development Agreement for the proposed Metlox Development. With procurement of a Master Use Permit or Development Agreement, land use consistency impacts would be less than significant.

As indicated in Table 12, above, the proposed Metlox structures would not exceed the maximum density allowed for the Metlox project site. All of the proposed Metlox structures, with the exception of the Tower Element, will be built in conformance with the 30-foot height requirement. The Tower Element, proposed at a height not to exceed 70 feet, will require approval of a height variance. In addition to the variance required above, the entitlements for the Metlox project will include either a Development Agreement or a Master Use Permit. Applicable building permits will also be required by the Department of Public Works. Additionally, in accordance with Chapter A.96 of the LCP, all development within the Coastal Zone requires approval of a Local Coastal Permit. As such, the City of Manhattan Beach and the applicant for the Metlox project will be required to submit Coastal Development Permit applications to the Community Development Department. With procurement of the necessary variance and permits, land use impacts would be less than significant.

---

---

### ***Land Use Compatibility***

The physical compatibility of the project with its surrounding environs is based on an analysis of proposed uses and improvements and their on- and off-site impacts associated with traffic, noise levels, air quality, and aesthetics/views. These effects are discussed in their respective sections of this EIR. A determination of the project's functional compatibility with surrounding land uses can also be used to determine if significant land use impacts would occur as a result of a proposed project. As disclosed in the respective Sections of the EIR, the proposed project would have less than significant impacts with respect to Aesthetics, Air Quality, Noise, Public Services (Police Protection), Risk of Upset (Hazardous Materials), Transportation and Circulation, and Hydrology/Water Quality.

From a functional perspective, the proposed project includes the desired planned uses for the area. In the case of the Civic Center uses, the project will provide the same uses as currently exist on site. With respect to the proposed Metlox development, the project will provide commercial and retail uses, which are consistent with the planned uses for the underlying General Plan and zoning designations. The project lies at the edge of the Downtown area and will provide an extension of the commercial and retail activities for this area. The project will therefore be functionally compatible with the present uses in the Downtown area and land use compatibility impacts would be less than significant.

### **CUMULATIVE IMPACTS**

As discussed in Section IV., Overview of the Environmental Setting, of this EIR, no major related projects were identified within the sphere of influence of the proposed project that would substantially affect cumulative growth. While no major developments are presently known within the proposed project area, future projects within the City of Manhattan Beach will be responsible for undergoing entitlement review as applicable to ensure consistency with the planning regulations and guidelines established within the City's Municipal Zoning Code, Local Coastal Program, and General Plan.<sup>9</sup> As such, future projects would be considered on a case-by-case basis by the City of Manhattan Beach. The project's consistency with the applicable citywide planning documents indicates that the project would result in a less than significant cumulative land use impact.

---

<sup>9</sup> *The two reuse projects identified in the immediate project locale have already been entitled for future uses.*

### **MITIGATION MEASURES**

With procurement of the necessary land use entitlements (i.e., either a Development Agreement or a Master Land Use Permit) land use impacts associated with the proposed project would be less than significant and no mitigation measures are required or recommended.

### **LEVEL OF SIGNIFICANCE AFTER MITIGATION**

Land use impacts would be less than significant and no mitigation measures would be required.