

COUNCIL AGENDA
May 28, 2024

TO: Honorable Mayor and Members of the City Council

SUBJECT: Ordinance Pertaining to Mixed-Use Development

INTRODUCTION

The purpose of this Mixed-Use (MU) ordinance is to accommodate additional capacity for residential units by establishing standards for MU development. The 2021-2029 Housing Element sets forth the housing plan to accommodate Lakewood’s Regional Housing Needs Assessment (RHNA) of 3,922 additional dwelling units. In response to the requirements of Senate Bill 166, a 15% buffer was added to the RHNA to ensure an adequate capacity exists to accommodate the RHNA. The total amount with the RHNA and the buffer is 4,510 dwelling units.

The table below shows the City’s RHNA and 15% buffer:

	Very Low	Low	Moderate	Above Moderate	Total
RHNA	1,296	637	653	1,336	3,922
15% Buffer	194	96	98	200	588
Total w/ Buffer	1,490	733	751	1,536	4,510
Percentage	33.0%	16.3%	16.7%	34.1%	100.0%

One of the 2021-2029 Housing Element programs is to adopt a MU ordinance. The MU ordinance establishes an overlay zoning district to allow dwelling units in the C-1, C-3, C-4, and M-1 zones. The MU ordinance will potentially allow 1,950 units or 43% of the total number of units anticipated by the 2021-2029 Housing Element. The MU ordinance will also permit residential uses suitable for households of varying income as identified by the 2021-2029 Housing Element.

STATEMENT OF FACTS

Lakewood’s MU ordinance must contemplate a variety of development scenarios across different land use zones while remaining sufficiently flexible to encourage quality developments that are compatible with the surrounding area in which they may be built, and which satisfies the housing production goals as anticipated by the 2021-2029 Housing Element. The proposed ordinance was initially written by acknowledging the following six assumptions to model four of the six MU projects included in 2021-2029 Housing Element:

1. One level of at-grade parking spaces, maximized on each site plan. Below-grade parking was not utilized due to the high water table presence in various locations and the costs associated with mitigating such soil conditions.

2. Provide 2.1 parking spaces per residential unit (2 spaces per unit, plus 10% guest parking). In surveying the MU ordinances of other cities, the number of parking spaces for studio, 1-bedroom, and 2-bedroom units averaged 1.96 parking spaces per unit. The proposed ordinance assumed two parking spaces per unit, plus ten percent for guest parking which aligns with Lakewood’s current guest parking requirements for multi-family development in the M-F-R zone.
3. Minimum front yard setback of 10 feet.
4. No minimum side or rear yard setbacks unless the site abuts any other residentially-zoned property in which case a 30-foot setback must be maintained.
5. Residential building heights are limited by zone.
6. Incorporating input from project proponents.

These factors were used to model potential developments at the locations shown on the table below which was presented to the Commission at its August 19, 2022 workshop.

Site Name (Zone)	Site Area (acres)	Min Unit Size	Max Unit Size	Max # of Residential Floors	Min # of Units	Max # of Units	D.U. per Acre	Units in Housing Element
SEC Palo Verde & South (C-3)	3.69	500	1,400	3	103	321	32.5	141
SWC Paramount & Del Amo (C-3)	1.36	500	1,400	2	42	118	32.4	18
NEC Paramount & Carson (C-3)	0.57	500	1,400	4	15	49	63.2	36
NEC Woodruff & Carson (C-4)	1.2	500	1,400	3	33	104	60	60
LCM (Regional Shopping Center C-4)	16.0	500	1,400	5	448	1,393	200	1,000
Watson Plaza (M-1)	14.1	500	1,400	5	396	1,233	31.9	695
Total Units:								1,950

Public Input

An important component to the mixed-use ordinance was providing opportunities for the owners of MU sites identified in the Housing Element to review and provide feedback on the ordinance. Staff did receive comments, conduct further research, and make adjustments to the ordinance under many topics. Staff presented the ordinance to the Ad Hoc Committee as the ordinance evolved while continuing to receive feedback from stakeholders. Below is a list of key meeting dates from the adoption of the Housing Element to this public hearing date.

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|-------------------|--------------------------------------|
| August 18, 2022 | PEC Mixed-Use Workshop |
| June 23, 2022 | Meeting with Charles Company |
| October 3, 2022 | Meeting with Macerich/Kosmont |
| November 18, 2022 | Mixed-Use Ad Hoc Committee |
| February 23, 2022 | Meeting with Charles Company |
| August 1, 2023 | Mixed-Use Ordinance Feedback Meeting |
| February 16, 2023 | Meeting with Macerich |

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April 11, 2023	Mixed-Use Ad Hoc Committee
June 20, 2023	Meeting with Bob Pyke (NEC Paramount/Carson)
June 28, 2023	Meeting with Macerich
October 17, 2023	Meeting with Macerich
November 13, 2023	Meeting with Bob Pyke (NEC Paramount/Carson)
February 1, 2024	Meeting with Macerich
March 5, 2024	Meeting with Doug Maupin (NEC Paramount/Carson)
March 14, 2023	Mixed-Use Ad Hoc Committee
April 15, 2024	PEC Public Hearing

Proposed Ordinance

The proposed ordinance creates Section 9369 to establish an MU zone. The existing Sign Regulations ordinance would also be amended in order to integrate the MU development standards in with that ordinance. The ordinance is summarized as follows:

9369.1 Applicable Zones, Application Procedures

The ordinance would apply to the C-1, C-3, C-4, and M-1 zones. No additional discretionary action shall be required to implement the MU zone. Subsection A lists the required application contents.

9369.2 Uses Permitted

Uses permitted include those allowed by the underlying zone, uses requiring a CUP but are not co-located within a residential building, various non-habitable accessory structures, various multi-family residential units, and land uses permitted as a matter of course under the base zoning within a residential building. Housing for the elderly and disabled persons is listed as a permitted use.

9369.3 Uses Permitted Subject to a Conditional Use Permit

Sale of alcoholic beverages for on-site consumption, commercial recreation with a lease area or floor area 10,000 square feet or more, mixed-use buildings containing residential units exceeding the building height specified for that zone, off-street parking for residential units at a ratio less than that require by the MU ordinance, and other uses not specified. Housing for the elderly and disabled persons where the standards will be less restrictive or different from the MU ordinance is listed as a conditional use, with reference to minimum standards in the existing M-F-R ordinance.

9369.4 Restricted Land Uses

The hours of operation for commercial recreation with a lease area or floor area less than 10,000 square feet is limited to 6:00 AM to 10:00 PM, and live entertainment, dancing, and similar uses require a permit from the Permit and License Hearing Board.

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9369.5 Development Standards

Minimum lot area is 4,500 square feet. The front yard setback from a collector street, minor arterial roadway, or major arterial roadway is ten feet (10'). No side or rear yard setback is required, unless the project abuts a property in the R-1, R-A, or PD-SF zone, in which case the setback shall be at least 30 feet.

Building Height

1. C-1 zone allows up to two (2) stories or 35 feet, whichever is less.
2. C-3 zone allows up to three (3) stories or 50 feet, whichever is less.
3. C-4 zone allows up to four (4) stories or 65 feet, whichever is less.
4. Regional Shopping Centers not more than 85 feet in height.
5. M-1 zone allows up to five (5) stories or 85 feet, whichever is less.

Floor Area

1. Efficiency Units: 150 square feet (per Health and Safety Code Section 17958.1)
2. Studio and One-Bedroom Units: Not less than 360 square feet.
3. Two-Bedroom Units: Not less than 650 square feet.
4. Three or more Bedroom Units: Not less than 650 square feet, plus 70 square feet for each additional bedroom.

Private Open Space

1. Average of 70 square feet of exterior private open space for each residential unit. Private open space may include patios, porches, balconies, and sundecks.
2. Private open space shall be contiguous to, and directly accessible to, the dwelling units served by the private open space.
3. The minimum interior dimension for any private open space shall be at least six feet (6') in any horizontal direction.

Common Open Space

1. A minimum of 75 square feet of common open space for each residential unit. Exterior common open space may include arbors, balconies, patios, sundecks, swimming pool areas, and other outdoor areas suitable for active uses as determined acceptable by the Director of Community Development. Common open space areas shall be consolidated and provided at a ratio of one common open space area for each 100 residential units or portion thereof.
2. Interior common open space shall count toward a maximum of 25% of the common open space requirement provided the entire area of the interior common open space is designed and made available for the exclusive use by the development's residents. Interior common open space may include community rooms, childcare facilities, gymnasiums, recreation rooms, and other indoor areas.
3. The minimum dimension for any common open space shall be not less than 10 feet (10') in any horizontal direction.
4. No portion of any parking space, driveway, or utility area, including pool equipment areas and/or trash areas, shall constitute common or private open space. Required

front yard areas and other passive landscaped areas shall not count towards required common open space.

5. All common open space areas shall include seating. Site furniture shall use graffiti-resistant materials and/or coatings, as well as skateboard deterrent devices to retain the attractiveness of the site's furniture as appropriate.
6. All common open space areas shall be developed and maintained in a neat and orderly manner for the safety of the residents and adjacent areas. Common open space areas shall be adequately surfaced with concrete, tile, brick, composite, decomposed granite, or similar weather-resistant materials.
7. Not less than one amenity shall be included as part of each mixed-use development containing residential units. Amenities may include area features such as barbeques, pet exercise areas, fireplaces, game courts, gymnasiums, outdoor dining furniture, playground equipment, putting greens, saunas, sitting areas, swimming pools and/or spas, tot lot, and other amenities as determined acceptable by the Director of Community Development.
8. All common open space areas shall be secured with minimum six-foot tall fences and/or walls to prevent unauthorized entry. All exterior doors and gates to such areas shall be fitted with locks to allow exclusive access to residents and shall remain accessible to those with mobility challenges.
9. At least ten percent of exterior common open space areas shall be landscaped but shall not exceed 20% of the total exterior common open space area.

On-Site Circulation

This portion of the ordinance addresses pedestrian circulation such as walkways, crosswalks, benches, lighting, and related elements that form a comprehensive on-site pedestrian network. The ordinance also requires provisions for bicycle circulation including connections to off-site bicycle routes, bicycle storage racks, bicycle lockers, signage, etc. A comprehensive vehicle circulation plan is required, including traffic control devices (as appropriate), and signs. Driveways must be at least 12 feet wide for each travel direction unless a greater dimension is required by the Building or Fire Code.

Parking

1. MU projects in the C-1, C-3, and C-4 zones require two (2) parking spaces for each residential unit containing up to two (2) bedrooms, two and one-half (2.5) parking spaces for each residential unit containing three (3) bedrooms, three (3) parking spaces for each residential unit containing four (4) or more bedrooms, plus an additional 10% of the total required off-street parking shall be provided and maintained for guest parking. This matches the requirements in our M-F-R zone.
2. MU projects in a Regional Shopping Center and the M-1 zones require one on-site parking space for each bedroom, plus one space for each studio unit, plus an additional 10% of the total required on-site parking shall be provided for guest parking. No more than two parking spaces shall be required for units with more than two bedrooms.
3. The PEC may approve a CUP for projects with a lesser amount of parking justified through a parking study.

4. Parking for non-residential uses are calculated based on existing parking requirements (LMC Section 9490).
5. On-site residential parking spaces cannot be located within the required front yard.
6. One parking space for each residential unit shall be within a garage or carport.
7. Standard size MU parking stalls are nine feet wide by 18 feet deep. Compact MU parking stalls are eight feet wide by 16 feet deep.
8. Up to 40% of the required parking may be compact parking.
9. Parallel parking spaces are nine feet wide by 24 feet long.
10. Tandem parking spaces are only permitted for efficiency and studio residential units and cannot exceed 10% of the total number of required residential parking spaces.
11. Trailers, boats on trailers, inoperative vehicles, and other such vehicles cannot be stored in a MU project.
12. Accessible parking spaces shall be provided in accordance with the Building Code.
13. Ninety-degree (90°) parking stalls shall have a drive aisle back-up width of not less than 24 feet unless a wider drive aisle is required by the fire department.
14. Parking stalls shall be double-striped.
15. Parking spaces shall be assigned and painted to correspond with their residential unit number.
16. Electric vehicle charging stations are to be provided in accordance with the Green Building Code.
17. Access to parking garages and other parking areas where parking is reserved for residents shall be controlled by gates, parking arms, or other traffic barrier system.

Delivery and Loading Zones

One (1) 10' x 25' delivery space shall be provided per 45,000 square feet of commercial floor area and one for each 350 residential units in a mixed-use building. A standard size parking space shall be provided as a passenger loading zone for each 50 residential units. Delivery and passenger loading zone spaces must be marked with minimum 12-inch tall letters. Non-residential loading zones must be located at the rear of a building and screened from view.

Fences and Walls

The ordinance refers to existing code requirements, however if a fence, wall, or hedge does not share a common lot line with property in any other residential zone, it may exceed the height limits subject to prior approval from the Development Review Board and without having to obtain a CUP.

Mechanical, Electrical, and Plumbing Installations

The ordinance contains standards concerning the concealment, installation, and placement of various utilities including HVAC equipment, electrical switch gear, PV panels, water heaters, etc.

Landscaping

Landscape and irrigation for MU developments shall comply with existing site landscaping standards, landscaping for MU common open space, and any objective design standards. Landscape and irrigation plans shall also comply with the City's water conservation requirements.

Waste Collection Procedures

This portion of the ordinance requires that a comprehensive trash and recycling program be prepared for each MU project. The program addresses type, size, and location of bins, storage area, compactors, trash chutes, trash rooms, access doors and gates, and spacing of such facilities within projects.

9369.6 Operational Standards

Hours of Operation

The ordinance restricts commercial deliveries and horn honking between 10:01 P.M. and 6:00 A.M., but it does exempt "quick-serve" deliveries of food, groceries, or goods to individual residents as those typically utilize passenger-type vehicles and are brief in nature. Commercial establishments cannot empty trash into outdoor bins after 10:00 P.M. where located within 30 feet of a residence.

Noise

Sounds generated by businesses located within a building containing residential units shall not be exceed 45 decibels (45 dB(A)) within any residential unit.

Exterior Lighting

Exterior lighting is limited to 0.5 foot-candles as measured at grade level at the property line and cannot exceed two foot-candles on exterior elevations of a mixed-use building containing residential units. Security lighting is required at the front and rear of each tenant space.

Public Safety and Security Plan

A Public Safety and Security Plan (PSSP) must be prepared for each project. A PSSP typically includes a Letter of Agency, provisions for a Sheriff's liaison, requires managers are at least 18 years of age, requires security systems include cameras, alarm/panic systems, data backup, automatic locks on service doors, and security signage.

9369.7 Objective Design Standards

The ordinance provides for Objective Design Standards which will be developed and adopted at a future date. Pursuant to Government Code 65589.5(f), Lakewood's Objective Mixed-Use Design Standards shall be "objective, quantifiable, written development standards, conditions, and policies appropriate to, and consistent with, meeting the jurisdiction's share of the regional housing needs."

9500 Sign Regulations

The primary change to the Sign Regulations ordinance is the establishment of a definition for Projecting Identification Signs. These types of signs typically identify the name of a mixed-use building containing residential units where the signs are placed. The ordinance allows up to four such signs per building, one on each elevation, along with size limitations, and distances from common property lines.

CEQA

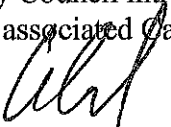
The proposed ordinance is exempt from CEQA pursuant to CEQA Guidelines Section 15061(b)(3), which is the general rule that CEQA applies only to projects which have the potential for causing a significant effect on the environment and CEQA does not apply where it can be seen with certainty that there is no possibility that the activity may have a significant effect on the environment. This ordinance has no impact on the physical environment as it will only modify administrative procedures and not result in any changes to the physical environment.

PUBLIC NOTICE

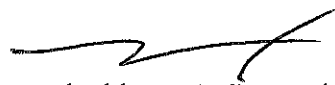
Pursuant to Section 9422 of the Lakewood Municipal Code and State Law, notice of the public hearing for this amendment was posted on the City's webpage on May 17, 2024, posted in three public places on May 17, 2024, and published in the Press Telegram newspaper on May 17, 2024, pursuant to Section 9422, et seq., of the Lakewood Municipal Code and State Law.

RECOMMENDATION

On April 15, 2024, the Planning and Environment Commission adopted Resolution No. 6-2024 recommending that the City Council adopt the proposed ordinance. Staff recommends that the City Council introduce the proposed ordinance pertaining to mixed-use development and approve the associated Categorical Exemption.



Abel Avalos
Director of Community Development



Thaddeus McCormack
City Manager