



Special Meeting A G E N D A

**IMPERIAL BEACH CITY COUNCIL
REDEVELOPMENT AGENCY
PLANNING COMMISSION
PUBLIC FINANCING AUTHORITY**



OCTOBER 26, 2009 – 6:00 P.M.

**Council Chambers
825 Imperial Beach Boulevard
Imperial Beach, CA 91932**

**THE CITY COUNCIL ALSO SITS AS THE CITY OF IMPERIAL BEACH REDEVELOPMENT AGENCY,
PLANNING COMMISSION, AND PUBLIC FINANCING AUTHORITY.**

The City of Imperial Beach is endeavoring to be in total compliance with the Americans with Disabilities Act (ADA). If you require assistance or auxiliary aids in order to participate at City Council meetings, please contact the City Clerk's Office at (619) 423-8301, as far in advance of the meeting as possible.

CALL TO ORDER BY MAYOR

ROLL CALL BY CITY CLERK

PUBLIC COMMENT - *Each person wishing to address the City Council regarding items not on the posted agenda may do so at this time. In accordance with State law, Council may not take action on an item not scheduled on the agenda. If appropriate, the item will be referred to the City Manager or placed on a future agenda.*

REPORTS

1. COMMERCIAL ZONING REVIEW. (0640-10)

City Manager's Recommendation: Receive staff's report and presentation, provide input and direction on the proposed Categories of Proposed Zoning Amendments, and discuss and provide further direction on specific recommendations as presented.

ADJOURNMENT

Copies of this notice were provided on 10-26-09 to the San Diego Union-Tribune, I.B. Eagle & Times, I.B. Sun. (AFFIDAVIT OF POSTING) (STATE OF CALIFORNIA) (CITY OF IMPERIAL BEACH)

I, Jacqueline M. Hald, City Clerk of the City of Imperial Beach, hereby certify that the Agenda for the Special Meeting as called by the Mayor of Imperial Beach was provided and posted on October 22, 2009. Said meeting to be held at 6:00 p.m., October 26, 2009, in the Council Chambers, 825 Imperial Beach Boulevard, Imperial Beach, California. Said notice was posted at the entrance to the City Council Chambers on October 22, 2009 at 2:00 p.m.

Jacqueline M. Hald, CMC
City Clerk

Any writings or documents provided to a majority of the City Council/RDA/Planning Commission/Public Financing Authority regarding any item on this agenda will be made available for public inspection in the office of the City Clerk located at 825 Imperial Beach Blvd., Imperial Beach, CA 91932 during normal business hours.



**STAFF REPORT
CITY OF IMPERIAL BEACH**

TO: HONORABLE MAYOR AND CITY COUNCIL/CHAIR AND MEMBERS OF THE REDEVELOPMENT AGENCY

FROM: GARY BROWN, CITY MANAGER/EXECUTIVE DIRECTOR

MEETING DATE: OCTOBER 26, 2009

**ORIGINATING DEPT.: COMMUNITY DEVELOPMENT DEPARTMENT
GREG WADE, DIRECTOR**

SUBJECT: COMMERCIAL ZONING REVIEW – SPECIAL MEETING

BACKGROUND:

On June 24, 2009, a combined City Council and Design Review Board (DRB) workshop was held to present the results and recommendations of the City's Commercial Zoning Review. At this workshop, the consultant team headed by EDAW/AECOM Inc. (EDAW), presented specific recommendations for zoning amendments based upon the review of the City's commercial zones. During the workshop, concerns were raised about the extensive amount of information provided and about some of the specific recommendations being presented, particularly those involving proposed increases to building height and residential densities. As such, the City Council and Design Review Board (DRB) requested that additional workshops be conducted to go over the information in more detail and to allow for additional input from the City Council, DRB and the public.

On July 28, 2009, another City Council/DRB Workshop was held. This workshop was attended by over 70 members of the community many of whom raised concerns about the Commercial Zoning Review and, more specifically, about the process for reviewing the potential draft zoning amendments to the City's Commercial Zoning and General Plan.

On September 23, 2009, staff presented to the City Council options for the review process moving forward for this effort. The City Council directed staff to schedule a special meeting at which the Council could discuss the Commercial Zoning Review recommendations prior to establishing a community outreach and review process.

DISCUSSION:

On Monday, October 26, 2009, staff will present to the City Council a list of the proposed recommendations. For discussion purposes, the potential zoning amendments have been grouped into the following three categories:

- 1. Minor: Simpler modifications for efficiency and modernization
- 2. Moderate: Modifications involving some substantive change
- 3. More significant: Modifications involving more substantive change

Within these three categories, the potential zoning amendments have been specifically listed as follows:

Minor:

- Zoning map & districts
- Land use table
- Definitions
- Measurement of height

Moderate:

- Parking standards
- Interim design guidelines
- Retail height standards

More Significant:

- Ground floor retail requirements & active street level uses
- Height increases below 40'
- Minimum density standards
- Maximum density standards
- Building envelope standards (FAR, setbacks, setbacks)
- Incentives
- Height overlay zone
- Single-Family Dwellings in MU-2 Overlay Zone

Staff is seeking City Council input on these categories as well as how each specific recommended proposed zoning amendments is categorized. Staff's objective would then be to systematically discuss these recommendations starting with the "minor" recommendations and moving onward. If necessary, an additional meeting or meetings could be held to more substantively discuss each recommended zoning amendment.

Staff and the consultant team will be present at the meeting on October 26th to make a brief introductory presentation of this proposed discussion framework, to respond to questions from the City Council and provide as much detail as necessary to initiate a substantive discussion of the proposed recommendations.

CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA):

This discussion of the recommended zoning amendments is not, in itself, subject to CEQA.

FISCAL IMPACT:

A contract amendment for additional services to complete this Commercial Zoning Review was approved by the City Council/Redevelopment Agency on September 23, 2009.

DEPARTMENT RECOMMENDATION:

Staff recommends that the City Council receive staff's report and presentation, provide input and direction on the proposed Categories of Proposed Zoning Amendments, and discuss and provide further direction on specific recommendations as presented.

CITY MANAGER'S RECOMMENDATION:

Approve Department recommendation.



Gary Brown, City Manager

Attachments:

- 1. Commercial Zoning Review – Working Paper # 2 (37 pages)**
- 2. Commercial Zoning Review – Working Paper # 2, Appendix A (37 pages)**



CITY OF IMPERIAL BEACH Commercial Zoning Review

Working Paper #2

RECOMMENDATIONS FOR ZONING, GENERAL PLAN AND
LOCAL COASTAL PLAN AMENDMENTS



FINAL DRAFT June 16, 2009

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- o Appendix A: Alternative Development Concepts by Sub-area
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1. Introduction and Overview

Introduction

The Recommendations for Zoning, General Plan, and Local Coastal Plan Amendments have been developed following many months of prototype design, public input, market analysis, and Zoning Code review. The recommendations were developed by testing alternative development and design concepts that could be achieved for each study area using two scenarios- the existing code and proposing code changes. The goal was to identify ways to maximize commercial and mixed-use development feasibility while furthering the vision and goals for the established sub-area. Appendix A of this Working Paper provides a complete description and evaluation of those alternative design concepts.

Public input was solicited at various points during this study. At project kick-off, stakeholder interviews and a public workshop were conducted to collect input on issues and opportunities related to community vision, and development feasibility and trends. Guiding Principles from this process are summarized in Working Paper #1. Alternative design concepts and proposed Zoning Code changes were presented during a Public Workshop on October 2, 2008, and the concepts and recommendations were generally well received. A summary of the Public Workshop held on October 2, 2008 is included in Appendix B of this Working Paper.

Guiding Principles*

1. The Big Picture is Confirmed for Each Study Area
2. People Want Change
3. Building Height Limits May Impede Desired Development
4. Improving Quality and Consistency of Urban Design Is Important
5. Commercial Areas Should Be Cleaned Up
6. Pedestrians Need a Safer Environment
7. More Options for Parking Regulations Should Be Explored

*Refer to Working Paper #1 for greater explanation related to the Guiding Principles.

The summary of recommendations presented within this document include potential commercial/mixed-use zoning code amendments and potential design guidelines for review, and eventual enactment and enforcement by the City of Imperial Beach in select areas of the City.

These recommendations, along with Working Paper #1, will be distributed in public meetings to the Design Review Board for their review and feedback, and subsequently to members of the City Council for their review and feedback. These meetings will include an overview of the Commercial Zoning Review project, and highlight the issues and ideas identified in stakeholder interviews and workshops and alternative concept evaluation process. A recommendation for CEQA-required environmental review documentation will be issued depending on the nature of the final refinements to the zoning code.

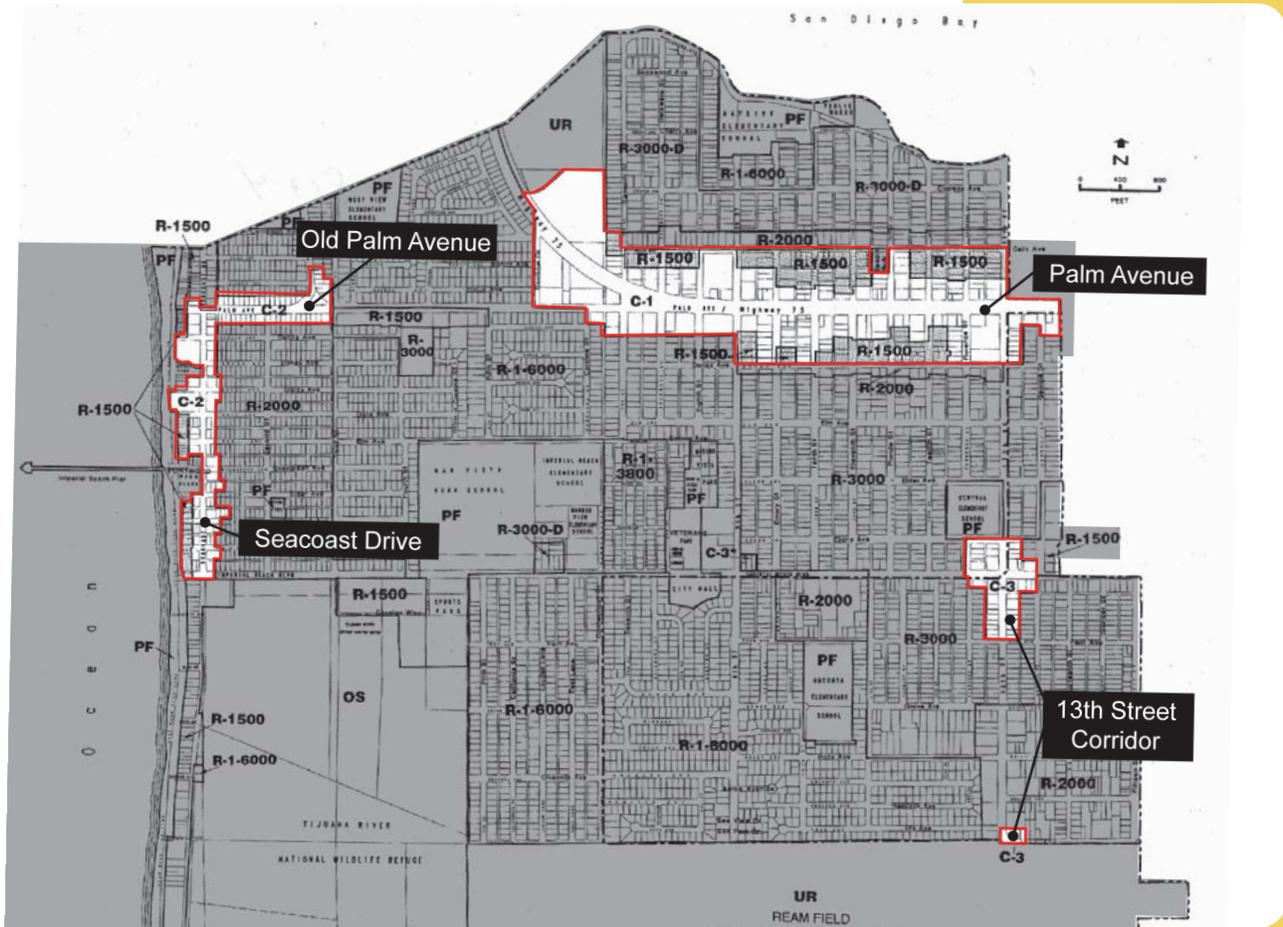
Next Steps

Recommendations for Public Review

After receiving focused responses from officials and city staff on the proposed amendments, refinements to the Recommendations for Zoning, General Plan, and Local Coastal Plan Amendments will be completed. This package of proposed recommendations will be released for an official 45-day public review and comment period, which will allow members of the public as well as other agencies to offer further input about the proposed amendments.

Final Amendment Package

After the public review period, the package will be reviewed in a second public forum by the Design Review Board for a final opportunity to modify the zoning amendments based on the additional public comments, and then the City Council will hold public hearings to consider adoption of the amendment package with these final revisions, along with adoption of CEQA- required environmental review.



Map of Study Sub-Areas

2. Proposed Zoning Code Amendments

This package of recommendations addresses four study sub-areas of Imperial Beach, including Palm Avenue (SR-75), Old Palm Avenue, Seacoast Drive, and the 13th Street Corridor. The existing zoning map ascribes the following zoning districts to the respective study areas as shown in the table below and map at left. Further discussion about the regulatory characteristics and proposed amendments for each zone are described later in this section of the Working Paper.

| Study Subarea | Existing Base Zones | Existing Overlays |
|--|--|---|
| Palm Avenue (SR-75) | C-1 General Commercial R-1500 High Density Residential | MU-1 (Mixed-Use 1) overlay primarily within R-1500 area |
| Old Palm Avenue | C-2 Seacoast Commercial | |
| Seacoast Drive | C-2 Seacoast Commercial PF Public Facility R-1500 High Density Residential | MU-2 (Mixed-Use 2) overlay within R-1500 area |
| 13th Street Corridor | C-3 Neighborhood Commercial | |

2A. Zoning District and Map Changes

As described in the previous table, there are one or more base zones for each sub-area studied. In addition to these base zones, the existing Zoning Code describes two overlay districts which promote mixed-use development in specified areas. Generally, the Mixed-Use 1 (MU-1) overlay area is found on the properties within the R-1500 zone of the Palm Avenue sub-area, while the Mixed-Use 2 (MU-2) overlay area is found on the properties within the R-1500 zone of the Seacoast Drive sub-area. The mixed-use overlay districts allow for higher-residential density development in areas that would, over time, transition from residential to mixed-use with a commercial component. The existing code describes the commercial intent for this overlay district in the following text:

“general commercial activities are encouraged to expand into areas otherwise designated as R-1500, only if the lot proposed for commercial development is immediately adjacent to an existing commercial building used for commercial purposes, and only if the commercial use will occupy a newly constructed building designed solely for commercial or mixed use purposes.”

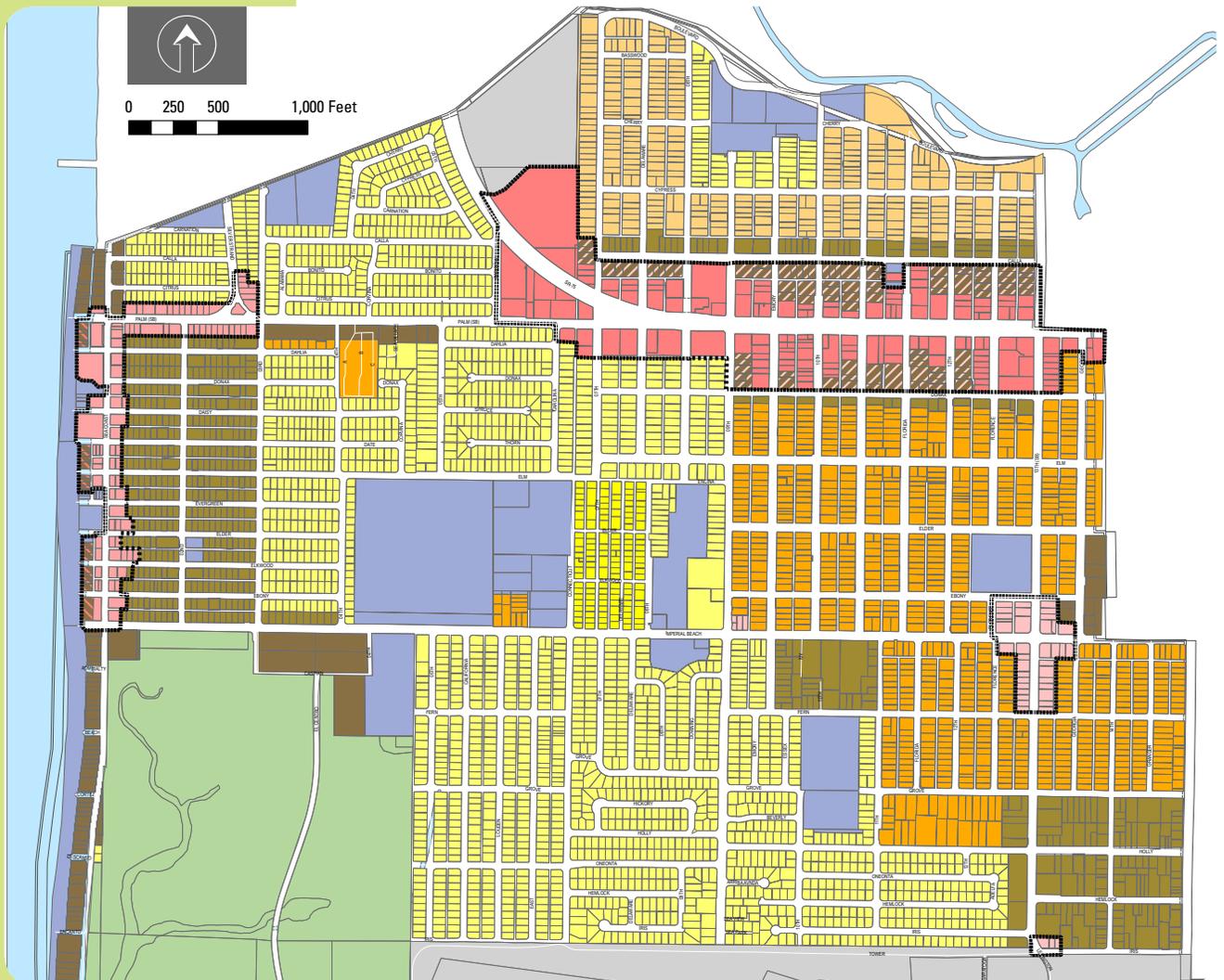
In the existing commercial zones, residential uses are permitted above first floor commercial uses through the approval of a conditional use permit. Because this is implied and encouraged in the existing commercial zoning area, and because the mixed-use character is implied and encouraged in the existing R-1500 areas with the MU-1 or MU-2 overlay, the intent for development in these areas is similar in nature.

It is recommended, then, that the City redefine the C-1, C-2, and C-3 zones, and MU-1 and MU-2 overlay designations. The areas currently governed by C-1 or R-1500/MU-1 within the Palm Avenue study area should be redefined as “C/MU-1: General Commercial and Mixed- Use”. The areas currently governed by C-2 or R-1500/MU-2 within the Seacoast and Old Palm Avenue study areas should be redefined as “C/MU-2: Seacoast Commercial and Mixed-Use.” The areas currently governed by C-3 within the 13th Street Corridor study area should be redefined as “C/MU-3: Neighborhood Commercial and Mixed- Use”. This redefinition allows for several key accomplishments:

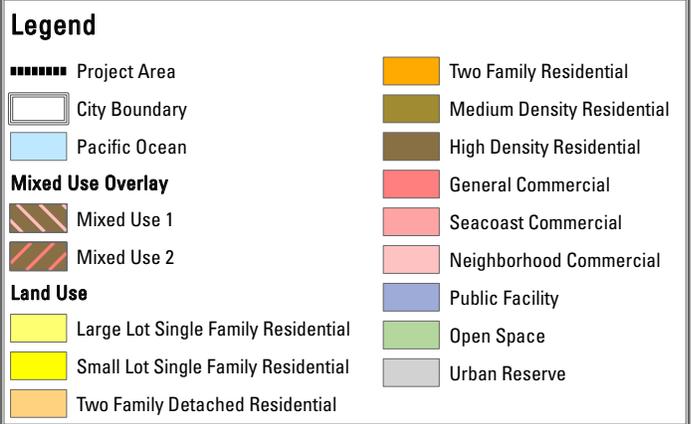
- By bringing “Mixed-Use” into the zone name, it emphasizes the desire by the City for developments with a mixed-use character, while not disallowing purely commercial development
- By consolidating the districts C and MU, it simplifies the code and encourages consistent development in all areas within each sub-area
- By consolidating the districts, it would allow for parcel assembly that may otherwise span both zones and could allow for ambiguity in permitted development character
- It is consistent with current expectations for development type and intensity in a respective C or MU zone

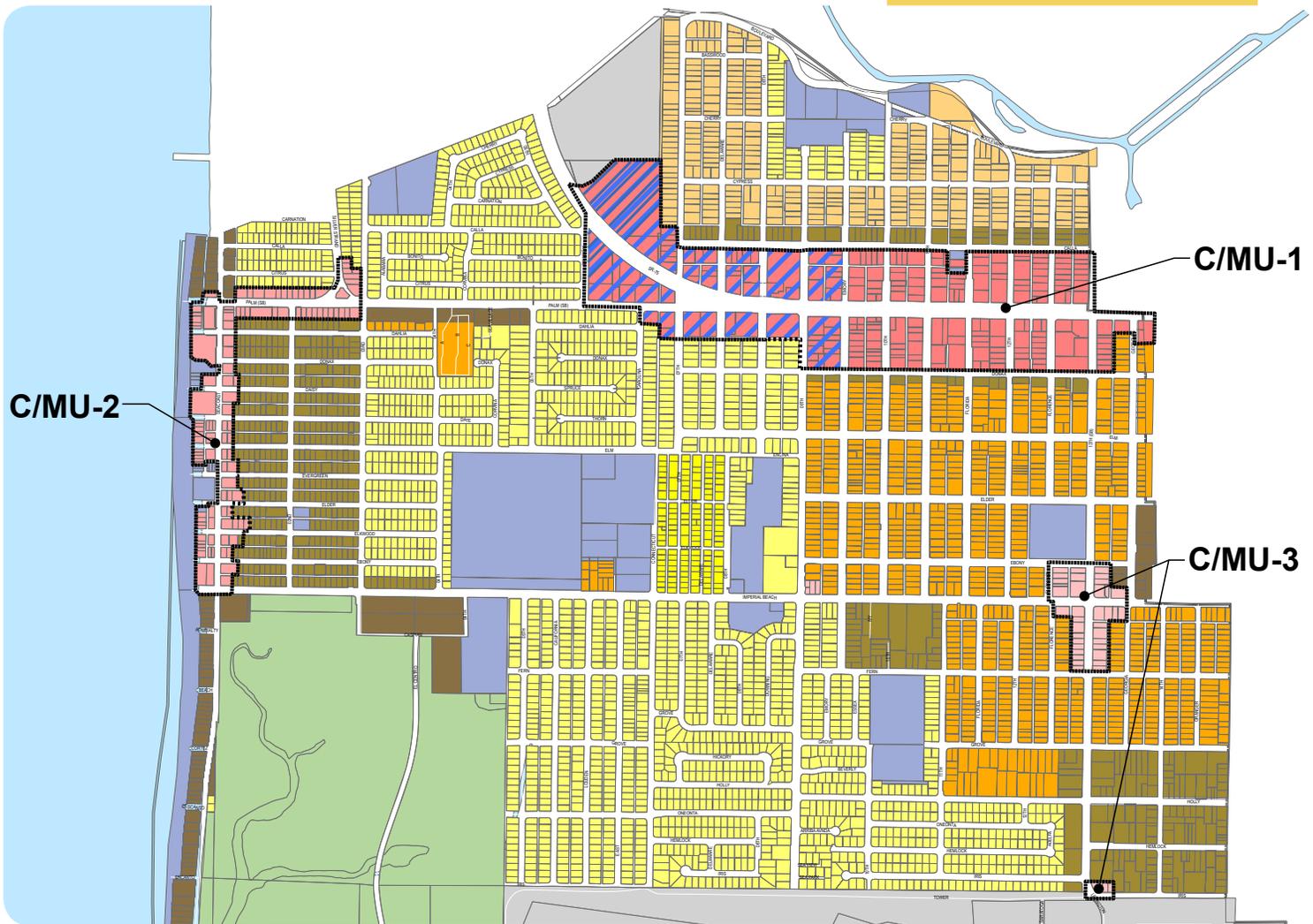
In addition, C-3 zoned parcels also exist at the northeast corner of Imperial Beach Boulevard and 9th Street. These parcels are not located in any of the subareas included in the Commercial Zoning Review, and therefore are not a part of this project. Because the project proposed to eliminate the C-3 Zone, it is recommended that the City rezone this land from C-3 to R-3000, concurrently with the approval of this project. Refer to the Imperial Beach General Plan for specific requirements for this area.

The existing zoning and planned land use map, and our recommended new zoning map are presented in graphics on the following pages.



Existing Zoning and
Planned Land Use Map





Legend

| | | | |
|--|-------------------------------------|--|--|
| | Project Area | | 0 250 500 1,000 Feet |
| | City Boundary | | |
| | Pacific Ocean | | Palm Avenue Height Overlay Zone |
| | Large Lot Single Family Residential | | General Commercial & Mixed Use (C/MU-1) |
| | Small Lot Single Family Residential | | Seacoast Commercial & Mixed Use (C/MU-2) |
| | Two Family Detached Residential | | Neighborhood Commercial & Mixed Use (C/MU-3) |
| | Two Family Residential | | Public Facility |
| | Medium Density Residential | | Open Space |
| | High Density Residential | | Urban Reserve |

Proposed Zoning Map

*Note: The C-3 zoned parcel at the intersection of Imperial Beach Boulevard and 9th Street is not part of the study sub-areas. Because the project proposes to eliminate the C-3 Zone, it is recommended that the City rezone this land from C-3 to R-3000, concurrently with the approval of this project. See also page 5.

Palm Avenue Height Overlay Zone

As shown on the proposed zoning map, a Palm Avenue Height Overlay Zone is recommended within C/MU-1. It is recommended that the existing base requirements of a height limit of 40 feet along Palm Avenue be maintained, and that the Overlay Zone be located over all parcels west of Emory Street within the C/MU-1 zone only. The consultant team recommends that the height for high-density, residential/commercial mixed-use projects meeting certain criteria be increased to 60 feet, within this Overlay Zone. A prototypical development concept under this arrangement is explored in Appendix A, and has generally met with public approval given the other development standard conditions.

The consultant team understands that there may be limited development potential in the very near future for projects of this intensity, and that residents of Imperial Beach have supported the existing height limit and community character within the City as demonstrated through the passage of Proposition P in 1992. The consultant team's research and analysis has determined that it will be difficult to achieve projects within the 40 feet height limit if the developer would like to incorporate more than three stories of development and a viable ground floor commercial use. In order to balance these competing issues, the Overlay Zone will allow for increased height in a limited area within the Palm Avenue Commercial Corridor only. This approach will allow more intense development in this key location while not compromising the low-scale feeling of the community on a citywide scale. A strong education campaign toward a required ballot measure, and its subsequent passage, may be necessary to implement the Height Overlay Zone.

The recommended boundaries of the Palm Avenue Height Overlay Zone are the western edge of the Palm Avenue sub-area, east of Rainbow Drive, west of Emory Street, south of Calla Avenue, and north of Donax Avenue. The proposed Palm Avenue Height Overlay Zone and related incentives for development within this area are discussed in more detail within Section D: Development Incentives.

The Palm Avenue Corridor

The proposed Zoning Code revisions which apply to the C/MU-1 zone are mindful of the Palm Avenue Commercial Corridor Master Plan project, and are recommended in a manner consistent with the goals and policies of this plan. Some key elements screened for consistency include buffer types, creating a hospitable environment, creating a focus for priority development near the intersection of 9th Street and Palm Avenue, and the integration of a potential Height Overlay Zone.

2B. Use Regulations

The following land use table illustrates the recommended land use changes and is organized according to the revised base zones, which include C/MU-1, C/MU-2, C/MU-3, and the existing PF zone.



| Land Use | PF ^a | C/MU-1 | C/MU-2 | C/MU-3 |
|---|-----------------|-----------------|-----------------|-----------------|
| Residential and Similar | | | | |
| Accessory buildings, structures, private garages | N | C | C | C |
| Boarding house | N | C | N | N |
| Emergency shelter | N | P | N | N |
| Hotels, Motels (H1, H2, H3, H4) ^b | P | P | P | P ^c |
| Live/Work units | N | P | P | P |
| Motor home / Mobile home parks | N | N | N | N |
| Mixed-use development | N | P | P | P |
| Multi-family residential units (Minimum active commercial uses are required for all residential developments. See page 17 for more information related to active commercial uses). | N | P | P | P |
| Second-family units | N | N | N | N |
| Senior housing, Nursing home, Retirement home | N | C | C | C |
| Short term rentals | N | P | P | P |
| Single-family detached | N | N | N | N |
| Timeshares | N | C | C ^{oo} | N |
| Youth Hostel | N | N | C | N |
| Commercial | | | | |
| Adult bookstore, adult hotel/motel, adult mini-motion picture theater, adult picture arcade, adult picture theater, sexual encounter studio, rap parlor, model studio | N | C | N | N |
| Antique Stores | N | P | P | P |
| Arcades / Game centers | N | C | C | C |
| Art Studio, Galleries, Museums | N | P | P | P |
| Athletic and Health clubs | N | P | P | P |
| Bars, Cocktail lounges, Pool / Billiard Hall with live entertainment | N N | C C | C C | C C |
| Beach equip rental, Surf shop, Fishing supply | N | P | P | N |
| Body piercing establishment | N | C ^o | N | N |
| Bookstores | N | P | P | P |
| Boutiques | N | P | P | P |
| Child Care facilities | N | P ^o | P ^o | P ^o |
| Department stores | N | P | N | N |
| Drive-in Restaurants | N | P | P | N |
| Drive-thru establishments | N | C | N | C |
| Fortune telling establishment | N | C ^o | N | N |
| Kennels | N | C ^o | N | N |
| Kiosks | N | P ^{oo} | P ^{oo} | P ^{oo} |
| Liquor stores | N | C ^o | N | C ^o |
| Massage establishment | N | C ^o | N | N |
| Mortuaries | N | C ^o | N | N |
| Pawn shops | N | C | N | C |
| Personal convenience services | N | P | P | P |
| Restaurants | N | P | P | P |
| Restaurants with live entertainment | N | C | C | C |
| Retail food stores | N | P | P | P |
| Tattoo establishment | N | C ^o | N | N |

Recommended Revisions
to Permitted Land Use
Table

| Land Use | PF ^a | C/MU-1 | C/MU-2 | C/MU-3 |
|--|-----------------|-----------------|-----------------|-----------------|
| Office and Industrial Uses | | | | |
| Automobile repair, Body shops, Auto sales lots | N | C | N | N |
| Energy facility | N | C | N | N |
| Equipment rental yard | N | C | N | N |
| Financial institutions | P | P | P | P |
| Gas stations | N | C | N | C |
| Incidental manufacturing | N | C | N | N |
| Light manufacturing, Manufacturing, Industrial | N | N | N | N |
| Professional office | P | P | P | P |
| Wireless communication facilities | C | p ^{oo} | p ^{oo} | p ^{oo} |
| Public and Semi-Public Uses | | | | |
| Campsites | N | N | N | N |
| Churches | N | C | C | C |
| Clubs, fraternal/veteran/service orgs with live entertainment | N N | C C | C C | C C |
| Governmental or quasi-public building | P | P | P | P |
| Library | P | P | P | P |
| Postal services | P | P | P | P |
| Public parking lots | P | P | P | P |
| Schools | P | p ^o | p ^o | N |
| Theatres / Assembly | N | P | P | P |
| Open Space and Recreation | | | | |
| Other | CC | CC | CC | CC |
| Parks | P | P | P | P |
| Playground & recreation areas | P | P | P | P |
| Public riding & hiking trails | P | P | P | P |

P = expressly permitted

C = permitted with conditional use permit

CC = would require City Council permission to evaluate for compatibility with district zone

N = not permitted

^o = other requirements exist in locating near other specific land use types

^{oo} = other requirements exist

^a = All uses and development in the PF zone require site plan approval by the City Council.

^b = Per the City’s zoning code, hotels consist of various types which are further defined as follows:

H-1: A site area of a minimum square footage of thirty-five thousand square feet, at least thirty guest rooms, facilities for conference, meeting or public use and a full service restaurant on site.

H-2: A “Motel” which is an establishment providing guest rooms on a less than monthly basis, with most rooms gaining access from an exterior walkway.

H-3: A lot, parcel or segment of real property dedicated to “timeshare units” as defined in Section 19.04.756 of this Code.

H-4: A “bed and breakfast” lodging place containing no more than six guest rooms and one kitchen.

^c = H4 type hotels only.

Recommended Revisions
to Permitted Land Use
Table Continued

2C. Definitions

Specific elements referred to within the Zoning Code must be well defined so there is no ambiguity to the reader in the meaning of a word or term. The consultant team has identified a number of minor revisions necessary to enhance existing term definitions, as well as recommendations for the addition of a number of new terms which are used throughout the Zoning Code, to strengthen the understanding between the City and reader of the code.

Revisions:

- o Height, measurement of
 - Add: Height shall be measured from the average level of the highest and lowest point of that portion of the building site covered by the building or structure to the highest point of the building or structure.

New Definitions:

- o Active Commercial Use
 - “Active commercial uses” mean commercial uses that are accessible to the general public, generate walk-in pedestrian clientele, and contribute to a high level of pedestrian activity. Uses that generate pedestrian activity include retail shops, grocery stores, restaurants, bars, theaters and the performing arts, commercial recreation and entertainment, personal convenience services, hotels, banks, travel agencies, airline ticket agencies, child care services, libraries, museums and galleries.
- o Active Use Area
 - “Active use area” means all portions of a site and buildings included in the use area, except storage, parking and landscaping.
- o Courtyard
 - Courtyard means an open space unobstructed to the sky, located at or above grade level on a lot, and bounded on two (2) or more sides by walls of a building.
- o Garage
 - “Garage” means an accessible and usable enclosed space of not less than nine feet by nineteen feet for the parking of automobiles off the street.
- o Ground floor retail
 - “Ground floor retail” is considered a general commercial use as permitted in a given district which is oriented along the street wall facing the main street and pedestrian movement, serves

as a component of a mixed-use or multi-story project, and is compatible with a broad range of retail types that add to and benefit from a pedestrian retail context.

- o Habitable Floors

“Habitable floors” are levels within a residential or mixed-use structure that permit residential, employment, visitor, or similar uses to be developed. Habitable floors do not include levels with rooftop, mechanical equipment, architectural treatments, stairwell entries, or similar uses open or partially open to the environment at the highest floor of the structure. The highest habitable floor shall not exceed the height limits defined in respective zones.

- o Height, First Floor

“First Floor Height” shall mean the vertical distance from the average level of the highest and lowest point of that portion of the building site covered by the building or structure, to the highest point of the ceiling.

- o Live/work units

A “live/work unit” means a structure or portion of a structure combining a residential living space for a group of persons including not more than four adults in the same unit with an integrated work space principally used by one or more of the residents of that unit.

- o Live Entertainment

Live music, recorded music, music played by a DJ, comedy, karaoke, readings, dancing, acting, or other entertainment performed on a site three or more days during a calendar year. This includes dancing by patrons to live music, recorded music, or music played by a DJ.

- o Loading Area

“Loading area” means an area of adequate size for the delivery vehicles expected to be used, logically and conveniently located for bulk pickup and delivery, readily accessible when required parking spaces are filled, which shall be located totally outside of any street or alley right-of-way.

- o Main streets

“Main street” is defined as the primary street adjacent to a parcel which carries the largest pedestrian and automotive traffic. For the commercial zones within the city, the main streets are considered Palm Avenue, Old Palm Avenue, SR-75, Seacoast Drive, Imperial Beach Boulevard, and 13th Street.

- Massage Establishment

“Massage establishment” means a fixed location at which a massage business engages in or carries on a commercial activity involving, in whole or in part, the recurring giving or administering of massages on the premises, consistent with the definition in Section 4.28.020 of the Imperial Beach Municipal Code, and in compliance with SB 731. This definition specifically excludes any adult-oriented business as defined in Section 19.60 of the Imperial Beach Municipal Code.
- Mixed-Use

“Mixed-use development” means a development consisting of one or more lots developed as a cohesive project and designed with a blend of various compatible uses such as commercial, residential and institutional. The uses may be located in the same building or in separate buildings on the same site plan. A mixed-use development should not consist exclusively of live/work units.
- Multiple-family dwelling

“Multiple-family dwelling” means a lot containing more than one dwelling unit, sharing at least one common wall with another dwelling unit.
- Open space, private

“Private open space” means an area connected or immediately adjacent to a dwelling unit. The space can be a balcony, porch, ground or above grade patio or roof deck used exclusively by the occupants of the dwelling unit and their guests.
- Open space, public

“Public open space” means those usable outdoor spaces commonly accessible to all residents and users of the building for the purpose of passive or active recreation.
- Paseo

A “paseo” shall mean a path set aside for pedestrian walking that may pass through any part of a parcel to access points away from the main street edge.
- Parapet

“Parapet” shall mean a low protective wall or railing along the edge of a raised structure such as a roof or balcony.
- Pedestrian entrance

“Pedestrian entrance” means a functional entrance or door that is accessible to the general public from an enclosed occupied space. This does not include entrances to mechanical equipment or storage areas, emergency exits, or decorative nonfunctional doors and entrances.

- Personal convenience services

"Personal convenience services" include commercial establishments such as, but not limited to, dry cleaners, shoe repair, drug stores, convenience stores, barber shops, hair salons, nail salons, mailing centers, ticket sales, and travel agents, excluding any adult uses as defined in Section 8.92.010 of the Municipal Code.
- Plaza

A "plaza" is a type of public open space usually located near urban buildings and often featuring walkways, trees and shrubs, places to sit, and sometimes smaller shops.
- Public parking lot

A "public parking lot" means a parking area that contains parking spaces available to all members of the public on a free or for-fee basis, for purposes of parking a motor vehicle while accessing other areas in the city.
- Senior Housing

"Senior housing" or senior units means a housing development as defined in State of California Civil Code Section 51.3.
- Stepback

"Stepback" means the minimum horizontal distance between the building line of a developed floor beneath and the building line of a floor above the ground floor along any side of a structure as defined in the respective zones in this code.
- Street Wall

"Street wall" means the building façade along a property line adjacent to any public street. The street wall may include arcades, colonnades, recessed entrances, private open space, and urban open space.
- Urban open space

"Urban open space" means any usable space accessible to the general public which is 1,000 square feet or greater in size such as plazas, parks, etc.
- Youth hostel

"Youth hostel" means a place where travelers over the age of 17 but under the age of 30 may stay for a limited duration at low cost in a facility that is appropriately recognized by a state or national hostel organization that may include dormitory like sleeping accommodations.

2D. Development Standards

Development standards allow the City to describe the permitted development characteristics of proposed projects in order to protect the health and safety of surrounding properties, as well as preserve and promote the goals and visions of the respective commercial districts. These regulations control height, intensity, form, residential density, and related attributes. Development standards may vary between each district depending on several factors, including desired character.

The following tables define the existing and proposed standards for a given development characteristic.

Building Height

| Proposed Zone | Former Standard | Proposed Standard | Height Changes Requiring Review/Approval |
|---------------|--|---|--|
| C/MU-1 | 4 story / 40' in the Former C-1 zone | 4 story / 40' 5 story / 60' for projects which qualify for the height increase within the Palm Avenue Height Overlay Zone (as described in Section 2F: Development Incentives) | Subject to community vote/ approval. |
| C/MU-2 | 3 story / 30' (except hotel uses to 40' as part of Specific Plan) in the Former C-2 zone | 3 story / 36' on west side of Seacoast Drive. 3 story / 40' on east side of Seacoast Drive, for projects that qualify for performance-based bonus (as described in Section 2F: Development Incentives) | n/a |
| C/MU-3 | 2 story / 28' in the Former C-3 zone | 2 story / 28' 4 story / 40' for projects that qualify for performance-based bonus (as described in Section 2F: Development Incentives) | n/a |
| R-1500 | 3 story/30' | R=1500 zone is being deleted. Per new zone (C/MU-1, C/MU-2, or C/MU-3) regulations. | n/a |

Minimum Active Commercial Use Requirements

(new requirement)

To promote mixed-use and commercial developments, one essential development standard that does not exist under the current code is the use of minimum active commercial use requirements at the ground floor level. By establishing these minimum standards, properties in a given district will develop active, pedestrian-oriented commercial uses as development projects are proposed.

“Active commercial uses” is considered a general commercial use as permitted in a given district which is oriented along the street wall facing the main street at ground level. Active commercial uses should be accessible to the general public, generate walk-in pedestrian clientele, and contribute to a high level of pedestrian activity.

Uses that generate pedestrian activity include:

- Retail shops
- Grocery stores
- Restaurants
- Bars
- Theaters and the performing arts
- Commercial recreation and entertainment
- Personal convenience services
- Hotels
- Banks
- Travel agencies
- Child care services
- Libraries
- Museums and galleries

Minimum Active Commercial Use Requirements

| Zone | Former Standard | Proposed Standard |
|---------------|-----------------------------|---|
| C/MU-1 | None in the Former C-1 zone | A minimum of 25% of building frontage along Palm Avenue shall contain active commercial uses on the ground floor. Within the Palm Avenue Height Overlay Zone, a minimum of 60% of building frontage along Palm Avenue shall contain active commercial uses along the ground floor to qualify for a height bonus. |
| C/MU-2 | None in the Former C-2 zone | A minimum of 60% of building frontage along Palm Avenue, and along Seacoast Drive, shall contain active commercial uses along the ground floor. |
| C/MU-3 | None in the Former C-3 zone | A minimum of 25% of building frontage along Imperial Beach Boulevard, and along 13 th Street, shall contain active commercial uses along the ground floor. |
| R-1500 | None | R=1500 zone is being deleted. Per new zone (C/MU-1, C/MU-2, or C/MU-3) regulations. |

First Floor Height Commercial / Active Commercial Square Footage

(new requirement)

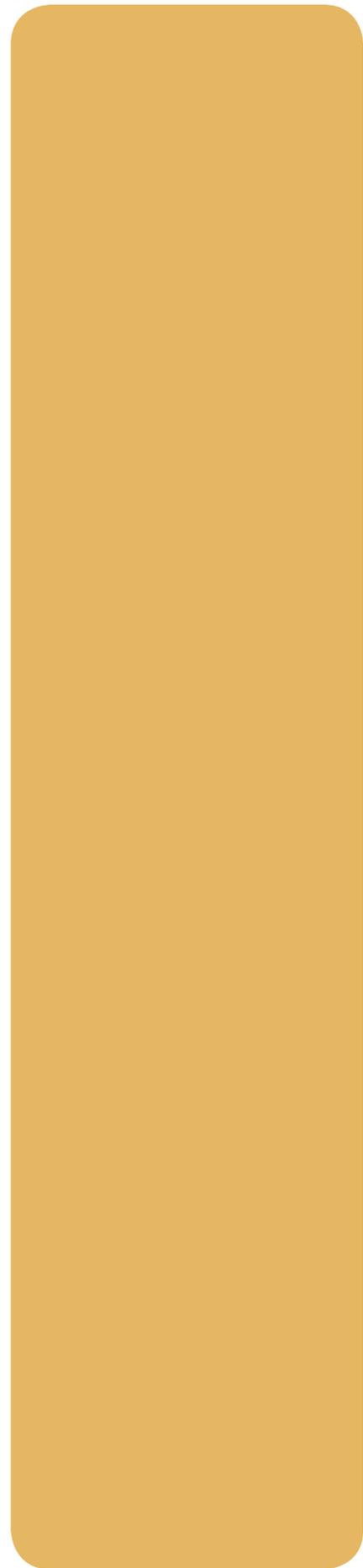
| Zone | Former Standard | Proposed Standard |
|---------------------------------------|---|--|
| C/MU-1, C/MU-2, C/MU-3 | None in the former C-1, C-2, or C-3 zones | 15' minimum first floor height for mixed-use projects with an active commercial use requirement 20' minimum height requirement for single story buildings |
| R-1500 | None | R=1500 zone is being deleted. Per new zone (C/MU-1, C/MU-2, or C/MU-3) regulations. |

Setbacks

| Zone | Former Standard | Proposed Standard |
|---------------|---|---|
| C/MU-1 | 0' in the Former C-1 zone | General: 0' front, 10' rear, 5' side, 0' street side Exception: 15' front yard / landscape setback for properties facing Donax or Calla Avenues. |
| C/MU-2 | 0' in the Former C-2 zone | 0' all sides |
| C/MU-3 | 0' in the Former C-3 zone | 0' front, 10' rear, 5' side, 0' street side |
| R-1500 | 15' front, with 20' at garages; 5' rear at alleys, 10' rear if no alley; 5' side setback at first 2 floors, additional 5' above second floor; 10' street side | R=1500 zone is being deleted. Per new zone (C/MU-1, C/MU-2, or C/MU-3) regulations. |

Stepbacks (new requirement)

| Zone | Former Standard | Proposed Standard |
|---------------|--|--|
| C/MU-1 | None, in the Former C-1 zone | At the second floor and above, a minimum of 5-10 feet is required for projects abutting existing residential uses or zones. |
| C/MU-2 | For properties fronting Seacoast Drive in the Former C-2 zone: Front of each building set on property line. Second Floor: Front yard = 5 feet; 60% of frontage may be set back 0 ft. Third Floor: Front yard = 10 ft; 40% of frontage may be set back 5 ft. | For properties fronting Seacoast Drive, an upper story stepback of 5-10 feet is required for a minimum of 50% of street facing facades along Seacoast Drive. |
| C/MU-3 | None, in the Former C-3 zone | None |
| R-1500 | None | R=1500 zone is being deleted. Per new zone (C/MU-1, C/MU-2, or C/MU-3) regulations. |



Density/Intensity

| Zone | Former Standard | Proposed Minimum Density | Proposed Maximum Density | Potential Additional Performance-based Density Bonus |
|---------------|------------------------------------|------------------------------|------------------------------|--|
| C/MU-1 | 43 DU/Acre, in the Former C-1 zone | 30 DU/Acre | 43 DU/Acre | 10%-20% for a Maximum of 52 DU/Acre for qualifying projects within the Palm Avenue Height Overlay Zone |
| C/MU-2 | 29 DU/Acre, in the Former C-2 zone | 30 DU/Acre | 36 DU/Acre | 10-20% for Maximum 43 DU/Acre |
| C/MU-3 | 22 DU/Acre, in the Former C-3 zone | 30 DU/Acre | 36 DU/Acre | 10-20% for Maximum 43 DU/Acre |
| R-1500 | 29 DU/Acre | Per new district regulations | Per new district regulations | R=1500 zone is being deleted. Per new zone (C/MU-1, C/MU-2, or C/MU-3) regulations. |

Maximum FAR (new requirement)

| Zone | Former Standard | Proposed Standard |
|---------------|-----------------|---|
| C/MU-1 | None | Maximum FAR of 3.0 |
| C/MU-2 | None | Maximum FAR of 2.0 for west side of Seacoast Drive. Maximum FAR of 3.0 for east side of Seacoast Drive. |
| C/MU-3 | None | Maximum FAR of 3.0 |

2E. Parking Standards

As part of the planning process, Fehr and Peers undertook a review of the existing parking standards and regulations in Imperial Beach. Their review and recommendations are included in full within Appendix C of this Working Paper. A summary of their key recommendations are included below.

Parking Ratios

In their review of parking requirements for similar uses throughout Southern California, Fehr and Peers found that Imperial Beach requirements are within the range of the regional average, although generally on the higher side. Existing parking requirements for hotel uses without cooking facilities are 1.0 spaces per unit, and 1.5 spaces for units with cooking facilities. Existing multi-family residential parking requirements are 1.5 spaces per unit, within the C-1, C-2, C-3, MU-1 and MU-2 zones. Fehr and Peers recommends that these same requirements be applied to the proposed Commercial and Mixed-Use zones, C/MU-1, C/MU-2, and C/MU-3.

Parking Standard Changes

| Category | Former Standard | Proposed Standard | Eligible for 25% Reduction for Vertical Mixed-Use | Eligible for Waiver for Commercial Uses under 1000 SF | Eligible for Additional Parking Reduction for Shared Parking* |
|---|-----------------|--------------------------------|---|---|---|
| Commercial (C/MU-1, C/MU-3) | Varies by use | 1 space/500 SF of commercial | X | X | X |
| Commercial (C/MU-2) | Varies by use | 1 space/1,000 SF of commercial | X | X | X |
| Multi-Family Residential | 1.5 spaces/unit | Same | X | | X |
| Hotel without cooking facilities | 1.0 spaces/unit | Same | X | | |
| Hotel with cooking facilities | 1.5 spaces/unit | Same | X | | |

SF = Square Feet

* Certain categories are eligible for an additional parking reduction if the project can demonstrate eligibility through the Urban Land Institute's Shared Parking Study.

Fehr and Peers recommends adjustments to parking requirements specifically for mixed-use development. Within C/MU-2, in the Seacoast Drive and Old Palm sub-areas, Fehr and Peers recommends a parking ratio of 1 parking space per 1,000 sf of gross commercial space. Within C/MU-1 and C/MU-3, a parking ratio of 1 space per 500 sf of commercial space is recommended. These revisions would apply only to non-residential portions of a mixed-use development. Residential uses would be subject to the previous standards of 1.5 spaces per unit.

These recommendations are based on a number of factors. Specific commercial uses that are part of mixed-use developments are subject to change over time, which may make it difficult to regulate and administer specific parking requirements within a mixed-use building. Also, commercial uses that are part of mixed-use developments are expected to attract visitors through multiple modes of access, including walking, biking, and adjacent on-street parking.

Development and Implementation of Shared Parking Code

The existing Municipal Code does not allow for any shared parking reductions or the use of off-site parking except for the following statement, from Imperial Beach Municipal Code 19.48.050:

“In the C-2 zone, an interim parking ratio of one space for every five hundred square feet of net floor area may be approved by conditional use permit. This interim ratio shall no longer be in effect after the City has approved parking for 100 under this provision. Shared parking or off-site parking within five hundred feet of the project site may be used to satisfy this requirement.”

Of these 100 spaces, 69 have currently been allocated, per the City of Imperial Beach’s records.

Fehr and Peers recommends that the City implement shared parking by updating the City’s Municipal Code to specifically allow the use of shared parking. Fehr and Peers provides two options for implementation. Under the first option, the City would allow the use of shared parking subject to review and approval by City Staff. Under the second option, the City would propose specific shared parking standards, which would become part of the Municipal Code. The consultant team recommends the first option because it will allow the City more flexibility to respond to changing development conditions. The City will have an opportunity to review proposed project parking with respect to the types and amounts of land uses proposed, the nature of projects in the surrounding area and their respective onsite parking provisions, the availability of public parking in the surrounding area, and other factors on a project-by-project basis, while utilizing shared parking as a development incentive. This option is an established model approach that is used by jurisdictions across California.

An example of the general code language used for this type of shared parking code is provided below and reflects information developed by the American Planning Association (APA). In 2006, APA developed several model codes related to issues such as shared parking. Some example language related to this item is provided as follows:

“Where shared parking arrangements are proposed, the City shall determine the number of parking spaces that may be shared based on a shared parking feasibility study prepared by the applicant.”

The example provided by APA states that the shared parking feasibility study, performed by the development applicant and subject to review and approval by the City, should include the following additional information:

- o Identification of the properties that study applies to and any formal agreements allowing the use of different sites to provide the parking needed for an individual project.
- o Calculations regarding the number of parking spaces required for the project under the traditional parking requirements
- o Calculation of the shared parking reduction through the use of a standardized methodology such as ULI’s Shared Parking.

Under this option, the code provides general guidance to applicants but does not provide the specific reduction percentages or the data to be used in the analysis. A complete copy of the model ordinance developed by APA is provided within Appendix C of this Working Paper.

Distance to Shared Facilities

The existing provisions for off-site parking, from the Imperial Beach Municipal Code 19.48.050 section M, identifies the permissible distance to those facilities as 500 feet:

“Shared parking or off-site parking within five hundred feet of the project site may be used to satisfy this requirement with the approval of a conditional use permit.”

Fehr and Peers recommends that, as part of the revised parking code, the distance to any off-site parking or shared parking facilities be increased to 1,000 feet. This additional distance is justified based on the following considerations:

- o One use of this off-site parking would be for employee parking rather than visitor parking. It is common in various locations such as downtowns and shopping centers to limit employee parking to more remote locations. By doing so, the City would ensure that the more proximate parking would be for guests and visitors.

- The average person walks at a pace of 4-5 feet per second which means that it only requires about 4 minutes for a person to walk 1,000 feet. There are few physical impediments to walking in Imperial Beach, with generally pleasant weather and few topographical limitations, especially along Seacoast Drive. Therefore, Fehr and Peers anticipates that there would be limited resistance to a greater walking distance.

Parking Supply and Management

As part of their study, Fehr and Peers considered the need for additional parking supply at various locations within Imperial Beach with a particular focus on Seacoast Drive. They concluded that the greatest need for additional parking would be on Seacoast Drive. In considering additional parking supply along Seacoast Drive, they evaluated several options including parking structures, additional surface lots, and joint use of facilities. Each of these options is discussed in detail below.

Parking Structures

Based on data collection and field visits, Fehr and Peers concluded that there is limited need for additional parking structures in Imperial Beach and particularly on Seacoast Drive. This conclusion is based on the general availability of on-street parking and the availability of parking within several of the projects which were surveyed. Additionally, parking spaces within parking structures are extremely costly (\$25,000 per space for construction costs) to build and it would appear that there are limited resources within Imperial Beach to fund a parking garage. Additionally, larger parking garages can cost hundreds of thousands of dollars per year to operate.

Additional Surface Lots

Fehr and Peers concluded that there may be need for additional surface lots in the future. Data collection and field visits, however, did not indicate an immediate need for a surface lot. Rather than identify specific locations for additional surface lots on Seacoast Drive at this time, they recommend that the City implement the construction of new surface lots through a phased approach, with the following process:

- The City should monitor the parking supply and demand along Seacoast Drive either through regular counts or informal observations. Fehr and Peers suggests that monitoring counts be conducted on an ongoing basis at the same time each year, potentially by City Staff. Several cities currently conduct these counts and use City Staff to do so, such as the City of Temecula.
- If these counts indicate limited availability of parking, then the City could move forward with securing additional lots.

- These additional lots could be secured as individual parcels turn over or become available for purchase.

Joint Use Facilities

Within the near-term, Fehr and Peers determined that the most likely method to provide additional supply would be through the joint use of facilities. For example, the IB Club appeared to be only using approximately 1/3 of the parking provided when observations were taken. With joint use, a portion of that lot could be made available to other facilities, or for public parking. Joint use of parking facilities could occur through the following methods:

- There is at least one project (IB Club) and there may be others where there is parking currently available. This parking could be leased by the City or some other arrangement could be made whereby a portion of the parking would be available for use by the public. Signs may need to be adjusted to ensure that lots are visible to patrons and visitors.
- As new projects are proposed, it is recommended that the City meet with those developers and investigate whether opportunities exist for joint use parking to be made available through that project. Joint use parking would be most applicable when the proposed development is proposing some form of structured parking.

2F. Development Incentives

Development incentives are a strategic zoning tool which will allow for greater development capabilities (density or intensity) within a project in exchange for the developer meeting specific obligations to create more affordable housing, invest in community infrastructure, or other concessions as determined by staff. A review of a wide range of potential incentives was investigated based on the experiences of other cities, and it is recommended that the City consider inclusion of the following development incentives to both improve the quality of projects and allow developers to reach maximum permissible development size.

Lot Consolidation Incentives

Presently, Section 19.42.070 of the City's Municipal Code presents a *disincentive* for project proponents that wish to consolidate lots in order to build larger projects. The disincentive exists in the equation which defines the maximum number of residential units permitted in a development on two or more combined parcels as the sum of the maximum number of units permitted on each individual parcel. Therefore, whereas a project could always achieve a set maximum number of units on a large parcel, on parcels of the same size which were consolidated to create the development lot, these parcels could sometimes be allowed a lesser number of maximum units to develop. The consultant team recommends that the code be modified to strip this disincentive, and allow development to reach its maximum potential under the Municipal Code based on the total consolidated lot size.

Furthermore, small lot sizes have been identified as a key obstacle to the development of noteworthy mixed-use projects. Accordingly, the consultant team recommends that an incentive for lot consolidation be implemented which would allow potential developers to achieve greater densities, to a limit, on a given consolidated parcel. This would encourage developers to undertake the difficult but necessary task of assembling private parcels, and rewarding them with the ability to produce greater projects while not compromising the objectives for the sub-areas nor exceeding an overall maximum.

- Project sites that are consolidated to a final size of 20,000-30,000 square feet shall receive a residential unit development bonus of up to 10% above the permitted number allowed under the underlying base, up to 43 du/ac in total.
- Project sites that are consolidated to a final size of greater than 30,000 square feet shall receive a residential unit development bonus of up to 20% above the permitted number of units allowed under the base zone, up to 43 du/ac in total.

Exceptional Architectural Design Incentives

Design guidelines are provided on pages 28 through 30. For projects that achieve exemplary architectural design above these guidelines, performance-based incentives may be granted. Such incentives may include a height increase of up to 40' within C/MU-2 (east side only) or C/MU-3, a height increase up to 60' for qualifying projects within the C/MU-1 Overlay Zone, and/or a density bonus of up to 10-20%.

Green Building Incentives

Performance-based incentives may be granted for projects that achieve Leadership in Energy and Environmental Design (LEED) Green Building Rating System, or comparable, certification. Comparable green building standards may include the use of solar panels or other devices to achieve superior energy performance, green design, green roofs, low volatile organic compounds (VOC) paint, water conservation or low impact development techniques. Green building standards are subject to review and verification. Such incentives may include a height increase of up to 40' within C/MU-2 (east side only) or C/MU-3, a height increase up to 60' for qualifying projects within the C/MU-1 overlay zone, and/or a density bonus of up to 10-20%.

Density/Intensity/Height Bonus

1. Residential Density Bonus

As demonstrated above, the lot consolidation, architectural design, or green building incentives could offer one mechanism for a residential density bonus.

Residential density bonuses may also be provided for the provision of affordable housing per State and local requirements, in accordance with the requirements of Chapter 19.65 of the City's Municipal Code.

2. Height Bonus*

It is recommended that a Palm Avenue Height Overlay Zone be established within the proposed C/MU-1 zone to focus pedestrian-oriented retail activity and residential density specifically at and west of the intersection of 9th Street and Palm Avenue. The redevelopment of this area presents a significant opportunity for Imperial Beach, and may include mixed-use, mixed-income development including retail, restaurant, entertainment, and residential uses. This area is envisioned as a high quality retail destination for Imperial Beach and surrounding communities. The retail mix is envisioned as a mix that includes national, regional, and local retailers.

The recommended boundaries of the Palm Avenue Height Overlay Zone are the western edge of the Palm Avenue sub-area, east of Rainbow Drive, west of Emory Street, south of Calla Avenue, and

north of Donax Avenue. Projects would be allowed to achieve a height of up to 60 feet, and/or a density bonus of 10-20%, for incorporating 60% minimum of the ground floor with pedestrian-oriented commercial uses with high-density residential above, and subject to City Staff direction. Further requirements such as achieving exemplary architectural design and/or achieving LEED, or comparable, certification or verification may be required.

Summary of Development Incentives

| Feature | Incentive |
|--|--|
| <p>Lot Consolidation Lots 20,000 to 30,000 SF Lots greater than 30,000 SF</p> | <p>10% dwelling unit bonus up to 43 DU/Acre 20% dwelling unit bonus up to 43 DU/Acre</p> |
| <p>Exceptional Architectural Design (Criteria are provided on page 30-32)</p> | <p>Height increase of up to 60’ within the C/MU-1 Overlay Zone and/or density bonus of 10-20% up to 52 DU/Acre Height increase of up to 40’ within C/MU-2 (east side only) or C/MU-3</p> |
| <p>Green Building Incentives (LEED certification or comparable certification)</p> | <p>Height increase of up to 40’ within C/MU-2 (east side only) or C/MU-3 Height increase of up to 60’ within the C/MU-1 Overlay Zone and/or density bonus of 10-20% up to 52 DU/Acre</p> |

SF = Square Feet

Other Potential Incentives

- o Incentives such as additional residential unit development up to a set maximum is given where a project provides additional community infrastructure improvements.
- o Reduction of development processing or permit fees, not including impact fees.
- o Reduction or expedited approval procedure timeline.

*Note: Increases to allowable height within C/MU-1 are subject to approval by a community vote.

3. Design Guidelines

To ensure that the City’s vision is met and that a high quality of design is achieved, it is recommended that the existing 1984 Design Review Manual and Design Review Guidelines (Resolution #3117) be updated to create a more user-friendly, graphically oriented format, or a “form based code.” This will allow the Design Guidelines to be more easily interpreted and enforced compared to the existing Imperial Beach Design Guidelines, which are in narrative form. Within the existing Design Guidelines document, many concepts are difficult to interpret because of the lack of graphic examples. Additionally, some concepts and guidelines may be out of date, specifically related to the design of multi-family residential, and the proposed addition of mixed-use zones.

It is recommended that the new document emphasize standards and guidelines for the development of high quality projects specifically within the Commercial and Mixed-Use Zones, focusing on high quality design related to multi-family residential buildings, mixed-use, ground floor retail uses, pedestrian orientation, and the public realm. Additionally, the Design Guidelines should be closely coordinated with the Palm Avenue Commercial Corridor Master Plan project which is currently in progress. The new Design Guidelines should seek a balance between being overly prescriptive at one end of the scale and overly vague and open to misinterpretation at the other end. The Design Guidelines should be graphic intensive. In addition, the Design Guidelines should be capable of being easily reproduced in black and white, and be suitable for downloading from the City of Imperial Beach’s website.

The Design Guidelines should address the following topics:

- o Relationship of Buildings to Site and Surrounding Area
- o Commercial and Mixed-Use Development
- o Multiple-Family Residential Development
- o Ground Floor Uses and Street Level Design
- o Building Design, Materials and Colors
- o Landscape Improvements, Open Space, and Exterior Lighting
- o The Use of Landscaping for Storm Water Control
- o Circulation and Parking
- o Sign Criteria

The Design Guidelines should also incorporate elements of sustainability including but not limited to building siting, landscape, storm water control, paving, lighting, signage, building materials, and construction practices and materials.

The following is a summary of key design guidelines that have been developed specifically for the study areas. These guidelines would be applicable to each of the proposed Commercial/Mixed Use Zones

C/MU-1, C/MU-2, and C/MU-3, which include Palm Avenue, Seacoast Drive, and the intersection of 13th Street and Imperial Beach Boulevard. Prior to the preparation of a Guidelines update, it is recommended that these guidelines be incorporated within the existing 1984 Design Review Manual and Design Review Guidelines (Resolution #3117), to be utilized as part of the development review process:

Relationship of Buildings to Site and Surrounding Area

1. View corridors to the oceanfront should be preserved where possible. This can be accomplished through the use of upper story breezeways or courtyards, or at the ground floor, with mid-block pedestrian connections, plazas, or paseos.

Commercial and Mixed-Use Development

1. All buildings located along Palm Avenue, Seacoast Drive, or the intersection of 13th Street and Imperial Beach Boulevard, should locate their primary entrances facing on or toward the street, or another public space that intersects the sidewalk. Primary entrances oriented only to parking lots are discouraged.
2. Innovative and imaginative design and architecture is strongly encouraged.
3. Building entrances, corners of buildings, and street corners should be well articulated.
4. Variation and expression of building details, form, line, colors and materials should be utilized to create visual interest.
5. Variation in wall plane and roof line is strongly encouraged to reduce the scale and bulk of the buildings, and to add visual interest.
6. Individual units should be expressed where possible.
7. Street facing facades should incorporate balconies, patios, and other pedestrian-scaled elements to enliven the street edge.
8. Single story commercial buildings should be designed with a taller ceiling height, and a minimum building height of 20'.
9. Blank walls, or walls without windows, doors, and other articulation, are strongly discouraged. The maximum length of any blank wall shall be limited to 20'.

Ground Floor Uses and Street Level Design

1. Ground floors should consist of primarily active uses, such as active commercial, retail, and restaurants, as well as active residential uses such as building amenities, common rooms, or building lobbies.
2. A minimum of 60% of the street facing facades of ground floor non-residential uses should be comprised of clear non-reflective glass that allow views of the indoor space. Interior blinds, drapes, posters, signage, and/or interior shelving for product displays may potentially obscure a maximum of 30% of the required transparent area.
3. Architectural features such as canopies, awnings, lighting, and other design features should be incorporated into the ground floor, to add human scale to the streetscape and add to the pedestrian experience.

4. Projects should strive to achieve three-sided or four-sided architecture to shield service and delivery areas, and utility boxes and associated infrastructure.

Landscape Improvements, Open Space, and Exterior Lighting

1. The public realm should be enhanced by creating an attractive pedestrian atmosphere. This may include the use of landscaping, seat walls, seating, plazas, fountains, public art, and other high quality design features.
2. Common open space should be imaginatively landscaped, well utilized, and well maintained.
3. Service areas, storage, trash collection areas, and equipment should be located at the rear of buildings if possible, and screened from view by the use of walls, high quality fencing, planting, or a combination of these solutions.
4. Drought-tolerant, native plant materials should be used whenever possible.
5. Landscape plans should incorporate provisions for stormwater runoff including bioswales or other comparable methods.

Circulation and Parking

1. Curb cuts or access to parking lots should be limited along Seacoast Drive and Old Palm Avenue.
2. Where they exist, surface parking lots should be screened from the street. Additionally, they should be shaded from the sun, by trees, vine covered trellises, or overhead solar panels.

4. Development Review Processes

The Development Review Processes for Site Plan Review, Conditional Uses, and other sections of the current Zoning Code were reviewed to determine if the administrative process was in any way punitive toward commercial or mixed use developments. The review did not identify any particular area of the Development Review Processes which were adversely detrimental to commercial or mixed use projects. The review did identify two areas that require modification:

- o Landscaping requirements need to be modified to include provisions for storm water control. Also refer to proposed Design Guidelines in Section 3.
- o The Conditional Uses section will change to be consistent with the revised C/MU-1, C/MU-2, and C/MU-3 zones, and the proposed land use table changes identified in Section 2A.

Other portions of the Zoning Code outside of base commercial/mixed use zones and administrative procedures, such as parking and open space, will be reviewed for internal consistency and, where appropriate to commercial or mixed use projects, updated accordingly.

5. General Plan / LCP Amendments

The City of Imperial Beach General Plan/Local Coastal Plan (General Plan) was reviewed in its entirety to assess consistency between the proposed zoning amendments and the General Plan. Consistencies or conflicts were found in the Design Element of the General Plan with regard to the character of development in Imperial Beach and height references. In the Circulation Element, parking inconsistencies were identified in connection with minimum parking requirements and shared parking arrangements. Finally, inconsistencies were identified in the Land Use Element regarding the Land Use Map and the Land Use Designations and Specifications Table (Table L-2 in the General Plan).

The following table describes the identified inconsistencies or conflicts between the proposed zoning amendments and the General Plan. The first column describes general or specific aspects of the proposed zoning amendments, while the second column details the corresponding inconsistent sections of the General Plan, as well as general recommendations to achieve consistency between the two documents.

Proposed Zoning Amendments and Existing General Plan/ Local Coastal Plan Consistency Evaluation

| Proposed Zoning Amendments | Existing General Plan/Local Coastal Plan |
|---|--|
| General Issues | |
| <ul style="list-style-type: none"> Overall purpose and intent of zoning amendments Height changes | Possible conflict with language on Design Element Policy D-8b. “Three story structures adjacent to existing one and two story structures...” Recommend updating language to indicate potential of multi-story structure |
| Overall purpose and intent of zoning amendments | Possible conflict with Design Element Policy D-8d. Recommend revise language regarding “suburban density and scale. |
| <ul style="list-style-type: none"> Overall purpose and intent of zoning amendments Height changes | Possible conflict with language on page D-2 of the Design Element. “Vertically, Imperial Beach primarily consists of one or two story buildings.” Recommend updating language to indicate the potential of multi-story buildings in select areas. |

**Proposed Zoning Amendments and Existing General Plan/
Local Coastal Plan Consistency Evaluation continued**

| Proposed Zoning Amendments | Existing General Plan/Local Coastal Plan |
|---|---|
| Parking | |
| Parking Ratios: C/MU-2 Zone: 1 parking space /1,000 SF commercial space | Possible conflict with Circulation Element Implementation Action C-22h. Recommend removal of detailed parking standards in this Action. |
| Parking Ratios: C/MU-1 and C/MU-3 Zone: 1 parking space /500 SF commercial space | Possible conflict with Circulation Element Implementation Action C-22h. Recommend removal of detailed parking standards in this Action. |
| Development and Implementation of Shared Parking Code | <ul style="list-style-type: none"> • Possible conflict with Circulation Element Implementation Action C-22e. Recommend updating language. • Possible conflict with Circulation Element Implementation Action C-22i. Recommend deleting this action because shared parking could apply to all C/MU Zones; or updating to specific area requirements. |
| Distance to Shared Facilities | Possible conflict with Circulation Element Implementation Action C-22f. Recommend removal of detailed distance reference. |
| Overall purpose and intent of zoning amendments | Possible conflict with Circulation Element Implementation Action C-22b. Recommend expanded title and definition to encompass Commercial and Mixed-Use areas. |
| Land Use | |
| Overall purpose and intent of zoning amendments | <ul style="list-style-type: none"> • Possible conflict with Land Use Element policy L-4. • Recommend revising Land Use Element Policy L-4 title to include “Commercial and Mixed Use Areas.” • Recommend revising Land Use Element Policy L-4c. title to include “Fostering New Commercial and Mixed Use Development.” • Recommend revising Land Use Element Policy L-4d. title to delete C-1 and MU-1 references and include mixed use development in description • Recommend revising Land Use Element Policy L-4e. title and description to encourage mixed-use • Recommend revising Land Use Element Policy L-4f. title and description to encourage mixed-use • Recommend revising Land Use Element Policy L-4g. title and description to encourage mixed-use |

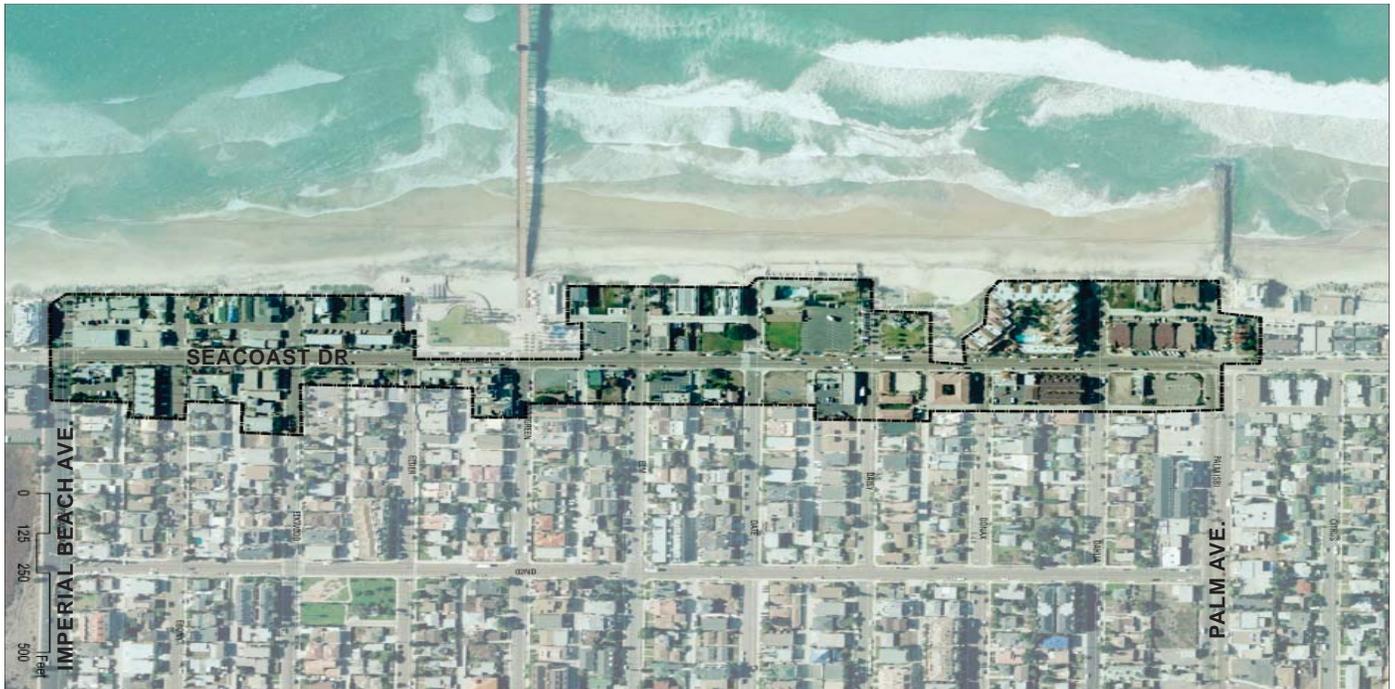
**Proposed Zoning Amendments and Existing General Plan/
Local Coastal Plan Consistency Evaluation continued**

| Proposed Zoning Amendments | Existing General Plan/Local Coastal Plan |
|--|--|
| Land Use | |
| <p>New zoning and land use designations C/MU-1, C/MU-2, and C/MU-3 Zones</p> | <p>Possible conflicts with Table L-2 and General Plan (and Zoning) Map.</p> <ul style="list-style-type: none"> • Recommend revising Table L-2 to remove descriptions of C-1, C-2, C-3, MU-1, and MU-2; and, add descriptions of C/MU-1, C/MU-2, and C/MU-3. • Recommend revise and update General Plan (and Zoning) Land Use Map |

Appendix A

ALTERNATIVE DEVELOPMENT CONCEPTS BY SUB-AREA

Seacoast Drive



Existing Conditions

Seacoast Drive is the major visitor destination within Imperial Beach. With the beach, pier, plaza and park, and existing commercial uses, this waterfront subarea is the primary attraction for visitors of the City. The corridor runs approximately ½-mile from old Palm Avenue in the north to Imperial Beach Boulevard in the south, and is regionally accessed by vehicles through one of these two gateways.

The corridor generally contains a variety of visitor-serving commercial uses from hotel, restaurant, convenience and recreational rental facilities. Several newer projects, including larger hotels and mixed-use residential/commercial projects have been developed over recent years which reflect the long-term redevelopment vision of the corridor.

Developments are generally two stories, with some one- or three-story projects located along the street. Though some projects have prevented direct public view or access to the waterfront area, where access is available, users have panoramic views of downtown San Diego, the Point Loma peninsula, Coronado Islands, and the beach areas of Mexico.

Existing Land Uses

Primarily commercial and multi-family residential designated land uses, with some single-family and civic, parking, or other land uses.

Existing Zoning

C-2 Commercial, MU-2 Mixed-use, and PF Public Facility

Existing Zoning Limitations

- It is difficult to achieve 3 stories within the 30' height limit, when trying to incorporate viable ground floor retail.
- Height limit and parking requirements may be reducing the overall financial viability of ground floor commercial and some mixed-use development projects, resulting in fewer built projects.
- A Specific Plan is needed for hotel development.
- Direction is needed to achieve viable retail space at the ground floor.
- Lack of setback requirements creates an inconsistent street wall, with some parking lots at street edge.
- Open space requirements are needed to ensure creation of public amenities.

Seacoast Drive With Current Zoning



Seacoast Drive Concept with Current Zoning

The development concept illustrated above examines a development prototype on a typical small lot of 10,000 SF (100'x100') along Seacoast Drive. The project conforms to the existing C-2 Seacoast Commercial Zone code requirements. Using the existing code requirements, the objectives of the concept design study were to:

- Provide a design alternative that maximizes commercial activity along the Seacoast Commercial subarea.
- Provide a creative design alternative for a commercial / residential mixed-use solution within a 30' maximum building height limit.
- Provide for ocean view and breezeway corridors at second story structures.

The design concept was developed to maximize a commercial business exposure to the Seacoast public right of way by providing 15' high floor-to-ceiling storefront facades. This approach provides the retailer with expanded storefront

exposures to Seacoast. The development utilizes Type V construction with surface parking at grade in a rear lot.

The concept also allows a developer to add up to two levels of residential units while staying within the 30' building height limit without sacrificing the tall retail storefronts. This is accomplished through setting back the second floor units from the main street, and lowering the mass of the residential units into a portion of the commercial space below.

This strategy maintains the taller commercial storefront appearance along the street, but may offer some development challenges because of the stepping of the building construction. It should be noted that although the concept incorporates high quality design features such as a consistent streetwall, stepbacks, and breezeways, none of these elements are currently required, and could not be ensured without the adoption of design standards and/or guidelines.

Seacoast Drive With Zoning Amendments



Seacoast Drive Concept, with Zoning Amendments

Similar to the development concept designed under the current zoning code, this concept examines development feasibility on the same lot size of 10,000 SF (100'x100'). Several code changes are introduced to explore maximizing development options. Using revised code requirements, the objectives of the concept design study were to:

- Provide a design alternative that maximizes commercial activity along the Seacoast Commercial subarea.
- Provide a creative design alternative for a commercial / residential mixed-use solution within a 40' maximum building height limit, along the east side of the street.
- Provide a development option that is supported by a public parking area program.
- Provide a creative design alternative for a commercial / residential mixed-use solution within a 40' maximum building height limit.
- Provide for ocean view decks and breezeway corridors at some second story structures.

Similar to the concept with current zoning, this concept has an overall building height of three stories, but maximizes commercial business exposure to the Seacoast public right of way and intersections, as well as providing 15' high floor to ceiling storefront facades. The development utilizes Type V construction with a Type I podium parking.

To reduce the amount of building massing at the Seacoast, the building is stepped back from the street at its upper levels, and provides breezeways and plaza space at the upper level to maintain view corridors and create public activity areas that may support a café or restaurant. This opening may also provide a direct connection from the street to the parking area.

This strategy assumes the adoption of zoning amendments and associated design standards to ensure a high quality of design. This concept also requires the reduction of parking requirements or reliance on shared parking or a public lot.

Zoning Comparison

The Seacoast Drive concept, with current zoning, is described in detail below. For comparison purposes, the Seacoast Drive concept with zoning modifications is also presented below at right, and all revisions are identified in red. A summary of the proposed parking strategy, development incentives, and proposed zoning amendments and standards follows. The complete package of zoning amendments are outlined within Appendix E: "Package of Recommendations for Draft Zoning, General Plan, and Local Coastal Plan Amendments.

Potential Development Scenario with Current Zoning

Development Project Study Area: 10,000 SF

| Zone C-2 | Existing Code |
|------------------------|---------------|
| FAR | n/a |
| Allowed Building Area: | n/a |
| Density Allowed: | 29 DU/AC |
| Units Allowed: | 6 |
| Max. Height: | 30' |
| Front Setback | none |
| Rear Setback | none |
| Side Setback | none |
| Street Side Setback | none |

Max. Proposed Development Height: 30'

Development Prototype:

Description:

Project is a Type V construction, mixed-use development with ground level commercial facing Seacoast Avenue and two levels of residential above.

In order to gain maximum commercial height exposure (15' floor to ceiling) facing Seacoast and still provide a two story residential unit above within a 30' development height limit, residential units are set back from the street and "stepped down" into the commercial space below. See section drawing 1.4 for more information.

Building Area Summary

| | |
|----------------------------|------------------|
| Commercial Retail | 3,200 GSF |
| <u>5 Residential Units</u> | <u>7,200 GSF</u> |
| Total Development | 10,400 GSF |

Parking Spaces Required

| | |
|---------------------------------------|----------|
| Residential - 1.5 per DU | 8 |
| <u>Commercial - 1 car per 500 SF*</u> | <u>7</u> |
| Total Required | 15 |

Total Parking Provided 16

*Code may allow 1 parking space per 500 SF of commercial area though a conditional use permit.

Potential Development Scenario with Zoning Amendments

Development Project Study Area: 10,000 SF

| Zone C-2 | Existing Code | Revised Code |
|------------------------|---------------|--------------|
| FAR | n/a | 3.0 |
| Allowed Building Area: | n/a | 30,000 SF |
| Density Allowed: | 29 DU/AC | 45 DU/AC |
| Units Allowed: | 6 | 10 |
| Max. Height: | 30' | 40' |
| Front Setback | none | 0' |
| Rear Setback | none | 0' |
| Side Setback | none | 0' |
| Street Side Setback | none | 0' |

Development Prototype:

Max. Proposed Development Height: 40'

Description:

Project is a Type V construction, mixed-use development with ground level commercial facing Seacoast Avenue and two levels of residential above.

Abutted against the ground level commercial space is a Type I podium parking with two levels of Type V residential above.

Building Area Summary

| | |
|------------------------|------------------|
| Gross Commercial Area: | 5,000 GSF |
| 8 Residential Units | 11,520 GSF |
| <u>Podium Parking</u> | <u>5,500 GSF</u> |
| Total Development | 22,020 GSF |

Parking Spaces Required

| | |
|----------------------------------|----------|
| Residential - 1.5 per DU | 12 |
| Guest Parking | 2 |
| <u>Commercial 1 per 1000 SF*</u> | <u>5</u> |
| Total Required | 19 |

Total Parking Provided 18

*Reduced parking requirements is dependant on the inclusion of a publicly-owned common area parking lot.

ATTACHMENT 2

Summary of Zoning Amendments, Incentives, and Standards

Summary of Proposed Parking Strategy

The following is a summary of key recommendations related to parking within the Seacoast Drive area. A complete description of all proposed parking strategies is discussed in detail within Appendix C.

1. Current commercial parking standards require 1 space per 500 sf of commercial. It is recommended that the standards be reduced to 1 space per 1000 sf of commercial, recognizing that the Seacoast is a pedestrian friendly area.
2. Revise the parking code to permit shared parking reductions, utilizing the ULI model or a similar technique.
3. Consider utilizing existing underutilized lots for public parking, where appropriate.

Summary of Market and Financial Feasibility

Market Findings

The following is a summary of the key market findings for the Seacoast Drive sub-area.

1. The most likely location to concentrate retail/restaurant uses is within three nodes: (1) at the corner of Palm Avenue, (2) at the corner of Imperial Beach Boulevard, and (3) near the Pier.
2. The types of land uses supported are as follows:
 - Entertainment and visitor-serving uses such as restaurants, cafés, coffee shops; bars and clubs; and limited specialty stores
 - Lodging facilities such as hotels and bed and breakfast inns
 - Arts, cultural, and civic uses
 - Small in-fill residential and/or live/work loft units over retail and restaurant uses
3. This sub-area is the most likely candidate for lodging facilities to locate due to its proximity to the beach. KMA estimates that if appropriate market conditions, available sites, and amenities were present, approximately 150 new rooms could be accommodated within the sub-area (beyond the proposed Seacoast Inn redevelopment).

Financial Feasibility Findings

The following is a summary of the key financial feasibility findings for the alternative development concepts for the Seacoast Drive sub-area.

1. Increases to height and density limits allow developers greater flexibility, increase potential for higher-quality commercial tenants, and enhance the projects' ability to afford high land acquisition costs.

2. Configuration of ground floor uses do not allow for an anchor tenant. It may be difficult to finance and lease unanchored small retail/restaurant space.
3. Reduction in on-site parking requirements is beneficial to developers in terms of cost reduction and greater flexibility in project design. However, a public agency will likely need to supplement the deficient parking supply.

Summary of Proposed Development Incentives

The following is a summary of key development incentives that have been identified in order to increase the viability of high quality mixed use development within the Seacoast Drive area:

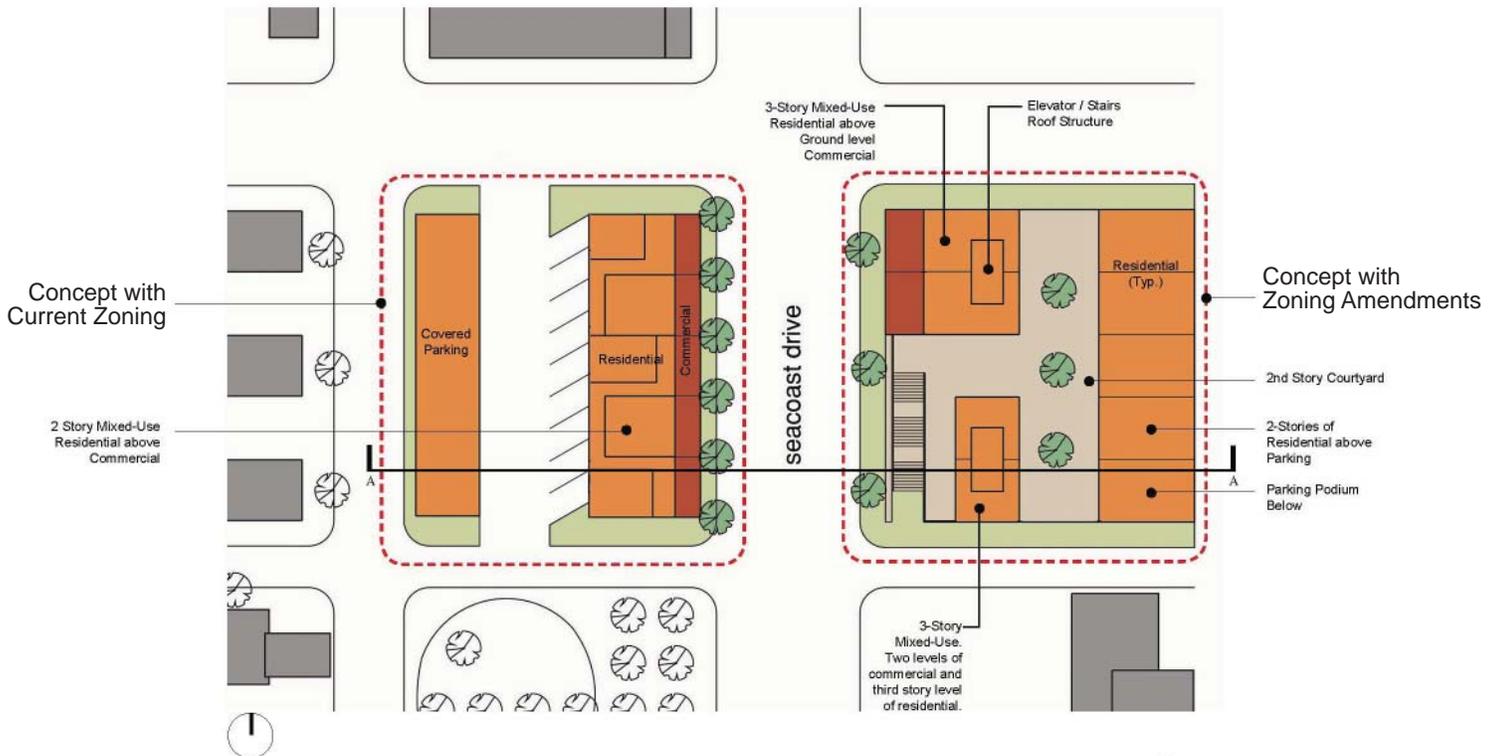
1. Incentivize lot consolidation by not penalizing development potential.
2. Provide clear commercial requirements to increase the overall viability of ground floor commercial and mixed-use development projects.
3. Reduce parking requirements and increase allowable height for projects that meet specific performance standards, such as the following:
 - Eco-friendly design: LEED or compatible
 - Provision of shared parking resources
 - Lot consolidation
 - Exceeds minimum commercial requirement
 - Dedicate land to the ROW

Summary of Proposed Zoning Amendments

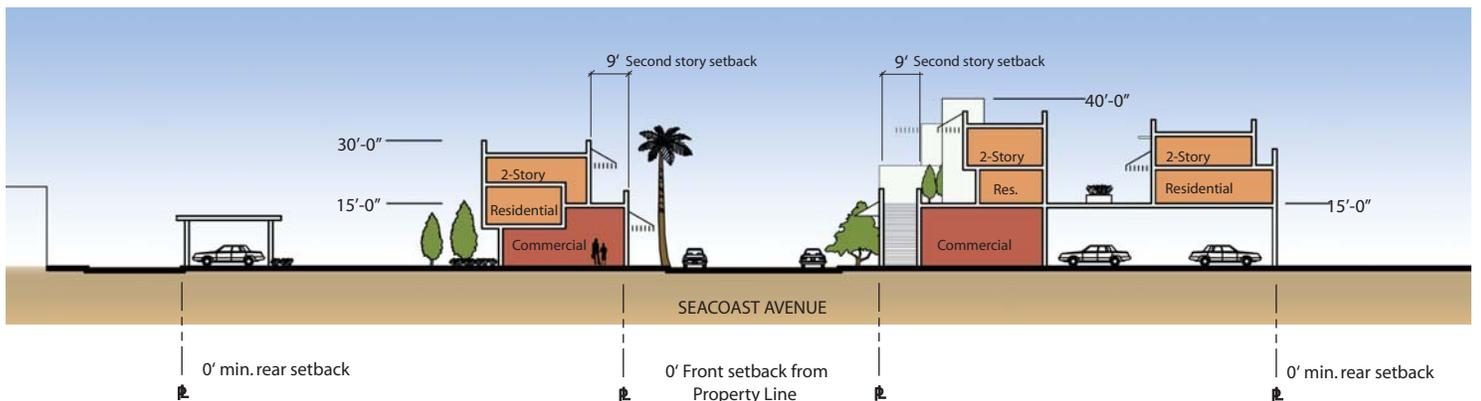
The following is a summary of key zoning amendments recommended within the Seacoast Drive area. A complete description of all proposed zoning amendments is discussed at length within Appendix E.

1. Increase the maximum building height along the east side of Seacoast to 40'.
2. Increase the development density from 29 DU/Acre to 45 DU/Acre.
3. Establish a Floor Area Ratio of 3.0 to limit building bulk and scale.
4. Provide specific development setbacks and stepbacks to maintain a uniform street appearance.
5. Establish minimum requirements to ensure commercial development at the ground floor.
6. Reduce the commercial parking requirement to 1 space per 1,000 SF of commercial floor area (in coordination with proposed parking strategy).

Potential Development Sections

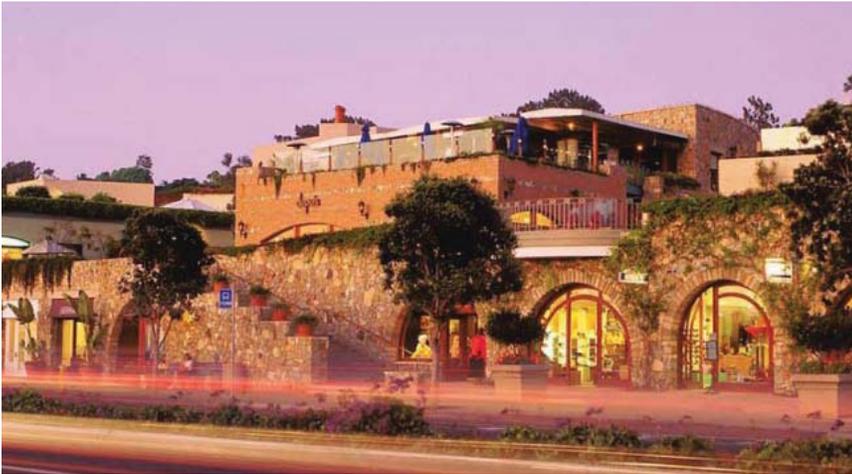


Plans of Seacoast Avenue concepts, with current zoning and with zoning amendments, are illustrated above.

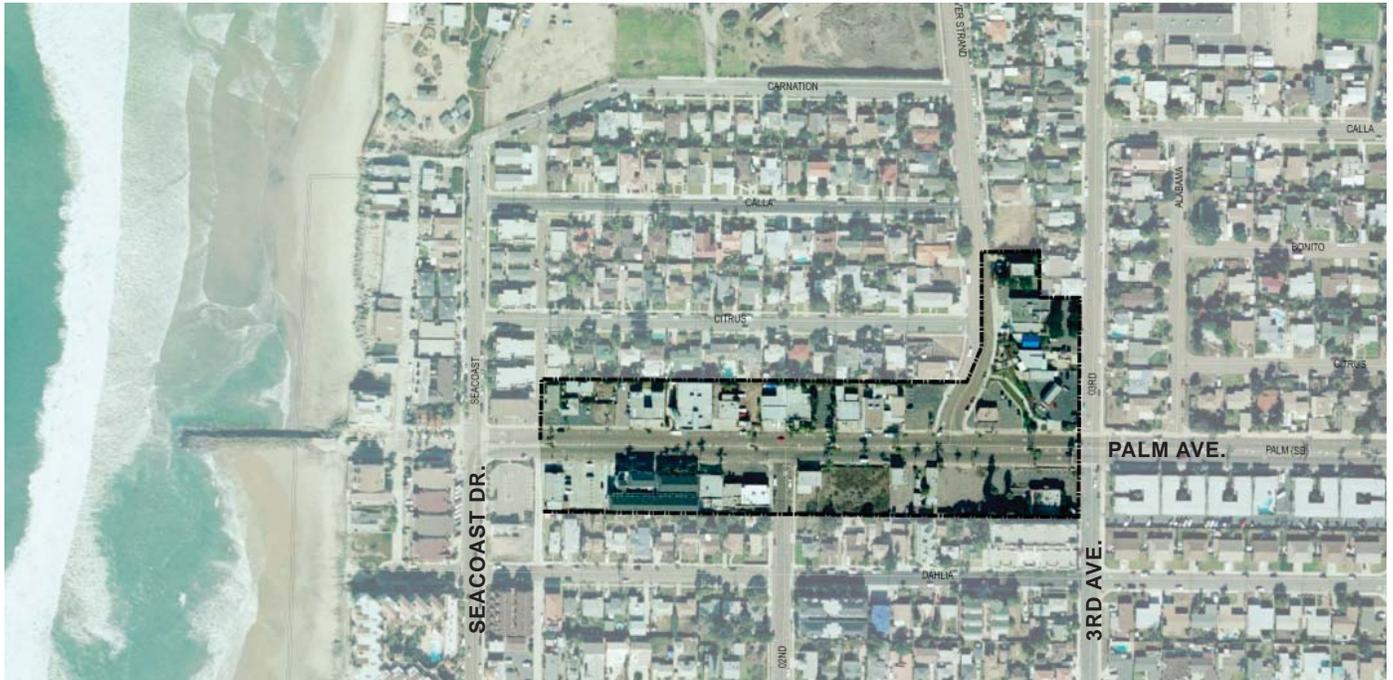


The section of Seacoast Avenue concepts, with current zoning and with zoning amendments, is illustrated above.

ATTACHMENT 2
Character Analogies



Old Palm Avenue



Existing Conditions

The Old Palm Avenue sub-area serves as the link between the Palm Avenue corridor (SR-75) and Seacoast Drive, but also contains characteristics unique to itself. With two blocks spanning approximately 1,100 feet, a number of one- and two-story commercial buildings exist, with uses that include general retail, convenience, and restaurant activities. Some residential units are located in the study area, including a four-story mixed-use building at the sub-area's eastern edge.

This sub-area contains some underutilized parcels and is generally a less active urban environment. It has the potential to become a more vibrant, unique live/work community with its own identity within the Imperial Beach community. At the east end, there is a potential to create a welcoming gesture into the subarea through the use of architecture, landscaping, and wayfinding signage.

Existing Land Uses

Primarily commercial and multi-family residential land uses, with some single-family and other land uses.

Existing Zoning

C-2 Commercial, MU-2 Mixed-use

Existing Zoning Limitations

The limitations found within the Old Palm Avenue subarea are similar to those found in the other study areas:

- It is difficult to achieve 3 stories within the 30' height limit, when trying to incorporate viable ground floor retail.
- Height limit and parking requirements may be reducing the overall financial viability of ground floor commercial and some mixed-use development projects, resulting in fewer built projects.
- Direction is needed to achieve viable retail space at the ground floor.
- Lack of setback requirements creates an inconsistent street wall, with some parking lots at street edge.
- Open space requirements are needed to ensure creation of public amenities.

Old Palm Avenue With Current Zoning



Old Palm Avenue Concept, with Current Zoning

The commercial parcels along the Old Palm Avenue tend to have more development constraints due to their small lot sizes and lack of alley access compared to the other project study areas. This condition has made development difficult to achieve given the current City's zoning code requirements.

Using the existing C-2 zoning requirements, the concept illustrated above examines the development of four 50'x100' parcels that are assembled into a single 20,000 SF site. The objectives of this conceptual design study are to:

- Provide a design alternative that maximizes commercial activity along the Old Palm Avenue commercial corridor.
- Provide a creative design alternative for a commercial / residential mixed-use solution within a 30' maximum building height limit.
- Provide massing studies and open space areas that support the pedestrian scale and older character of the existing buildings.
- Provide public open spaces at corner locations to encourage pedestrian activity that support local businesses.

The design concept maximizes a commercial business' exposure to the Old Palm public right of way by providing 15' tall floor to ceiling storefront facades. The design proposes a two-story mixed-use development of Type V construction with commercial spaces at the ground level and one level of residential units above. Unit parking is located as "tuck-under" garage spaces at the rear of the building. There is also a small parking lot provided in back to service the commercial spaces.

The project introduces "flex" space or live/work units to help attract start-up businesses as well as provide more flexibility for development. However, these uses are placed along the side streets to help create a transition from the residential neighborhood to the commercial corridor along Old Palm Avenue. The concept also includes outdoor public courtyards at intersection corners to encourage more pedestrian activity that may support the commercial uses such as a café or restaurant.

It should be noted that although the concept incorporates high quality design features such as a consistent streetwall and an outdoor plaza, these elements are currently not required, and could not be ensured without the adoption of design standards and/or guidelines.

ATTACHMENT 2

Old Palm Avenue With Zoning Amendments



Old Palm Avenue Concept, with Zoning Amendments

Similar to the development concept designed under the current zoning, this concept examines development feasibility on the same example site size, but explores the use of several code changes. The objectives of this modified design were to:

- Maximize commercial uses activity along the Old Palm Avenue commercial corridor.
- Provide a creative design alternative for a commercial / residential mixed-use solution within a 40' maximum building height limit.
- Provide a development option that is supported by a public parking area program.
- Provide massing studies and open space areas that support the pedestrian scale and character of the corridor.
- Provide public open spaces at corner locations to encourage pedestrian activity that support local businesses.

Similar to the concept with current zoning, this concept maximizes businesses exposure to the Old Palm Avenue public right of way by providing 15' tall floor to ceiling storefront facades. The design proposes a three-story mixed-

use development of Type V construction with commercial spaces at the ground level and two levels of residential above.

Unit parking is located as “tuck-under” garage spaces at the rear of the building. There is also a small parking lot provided in back to service the commercial spaces. Like the concept under the current zoning code, this concept also includes “flex space,” also known as “live/work units, to help attract start-up businesses as well as provide more flexibility for development.

The parking requirement for commercial uses is reduced from 1 space per 250 SF of commercial area to 1 space per 1000 SF. This strategy would support a larger parking program of providing a public parking lot with clear and user-friendly wayfinding signage.

This strategy assumes the adoption of zoning amendments and associated design standards to ensure a high quality of design. This concept also requires the reduction of parking requirements and/ or reliance on shared parking or a public lot.

Zoning Comparison

The Old Palm Avenue concept, with current zoning, is described in detail below. For comparison purposes, the Old Palm Avenue concept, with zoning modifications is also presented below at right, and all revisions are identified in red. A summary of the proposed parking strategy, development incentives, and proposed zoning amendments and standards follows. The complete package of zoning amendments are outlined within Appendix E: "Package of Recommendations for Draft Zoning, General Plan, and Local Coastal Plan Amendments.

Potential Development Scenario with Current Zoning

Development Project Study Area: 20,000 SF

| Zone C-2 | Existing Code |
|------------------------|---------------|
| FAR | n/a |
| Allowed Building Area: | n/a |
| Density Allowed: | 29 DU/AC |
| Units Allowed: | 13 |
| Max. Height: | 30' |
| Front Setback | none |
| Rear Setback | none |
| Side Setback | none |
| Street Side Setback | none |

Development Proposal:

Development Area: 20,000 SF
 Proposed Development Height: 28'

Description:

Mixed-Use Development comprised of two buildings:

Building A is composed of Type V, ground floor commercial facing Old Palm Avenue with one level of residential above. Garages for residential units are tucked behind the commercial spaces.

Building B is composed of Type V, ground floor commercial and work/live spaces facing the street. One level of residential above.

Building A

| | |
|-----------------------------------|-----------|
| Commercial Retail | 3,750 GSF |
| 5 Residential Units (1,250 SF ea) | 6,250 GSF |
| Residential Garages | 2,500 GSF |

Building B

| | |
|--------------------------|-------------------|
| Commercial Retail | 1,500 GSF |
| 1 Live / Work Units | 1,500 GSF |
| 2 Residential Unit | 2,000 GSF |
| Total Development | 17,500 GSF |

Parking Spaces Required:

| | |
|----------------------------------|-----------|
| 8 Residential Units - 1.5 per DU | 12 |
| Commercial 1 per 250 SF | 21 |
| Total Required | 33 |

Parking Provided:

| | |
|--------------------------------|-----------|
| Surface Parking | 14 |
| Garage Parking | 10 |
| Total Parking Provided: | 24 |

Note: Project would depend on a publicly-owned common area parking lot, shared parking, or further parking reductions to meet parking requirement.

Potential Development Scenario with Zoning Amendments

Development Project Study Area: 20,000 SF

| Zone C-2 | Existing Code | Revised Code |
|------------------------|---------------|--------------|
| FAR | n/a | 3.0 |
| Allowed Building Area: | n/a | 60,000 SF |
| Density Allowed: | 29 DU/AC | 45 DU/AC |
| Units Allowed: | 13 | 21 |
| Max. Height: | 30' | 40' |
| Front Setback | none | 0' |
| Rear Setback | none | 0' |
| Side Setback | none | 0' |
| Street Side Setback | none | 0' |

Development Proposal:

Development Area: 20,000 SF
 Max. Proposed Development Height: 38'

Description:

Mixed-Use Development comprised of two buildings:

Building A is composed of Type V, ground floor commercial facing Old Palm Avenue with two levels of residential above. Garages for residential units are tucked behind the commercial spaces.

Building B is composed of Type V, ground floor commercial and a combination of residential and work / live spaces above.

Building A

| | |
|----------------------|------------|
| Commercial Retail | 3,750 GSF |
| 10 Residential Units | 12,500 GSF |
| Residential Garages | 2,500 GSF |

Building B

| | |
|--------------------------|-------------------|
| Commercial Retail | 1,500 GSF |
| 5 Live / Work Units | 6,000 GSF |
| 1 Residential Unit | 1,250 GSF |
| Total Development | 27,500 GSF |

Parking Spaces Required:

| | |
|-----------------------------------|-----------|
| 16 Residential Units - 1.5 per DU | 24 |
| Commercial 1 per 500 SF | 11 |
| Total Required | 35 |

Parking Provided:

| | |
|--------------------------------|-----------|
| Surface Parking | 14 |
| Garage Parking | 10 |
| Total Parking Provided: | 24 |

Note: Project would depend on a publicly-owned common area parking lot, shared parking, or further parking reductions to meet parking requirement.

ATTACHMENT 2

Summary of Zoning Amendments, Incentives, and Standards

Summary of Proposed Parking Strategy

The following is a summary of key recommendations related to parking within the Old Palm Avenue area. A complete description of all proposed parking strategies is discussed in detail within Appendix C.

1. Current commercial parking standards require 1 space per 250 sf of commercial. It is recommended that the standards be reduced to 1 space per 1000 sf of commercial, recognizing that the Old Palm Avenue is a pedestrian friendly area.
2. Revise the parking code to permit shared parking reductions, utilizing the ULI model or a similar technique.
3. Consider utilizing existing underutilized lots for public parking, where appropriate.

Summary of Market and Financial Feasibility

Market Findings

The following is a summary of the key market findings for the Old Palm Avenue sub-area.

1. The types of land uses supported are as follows:
 - Entertainment and visitor-serving uses such as restaurants, cafés, coffee shops; bars and clubs; and limited specialty stores
 - Arts, cultural, and civic uses
 - Limited potential for small office suites, occupied primarily by local-serving professional service firms
 - Small in-fill residential and/or live/work loft units over retail and restaurant uses
2. The integration of multi-family uses within mixed-use developments provides market support for new retail and restaurant uses.

Financial Feasibility Findings

The following is a summary of the key financial feasibility findings for the alternative development concepts for the Old Palm Avenue sub-area.

1. Increases to height and density limits allow developers greater flexibility in the design of new developments and enhance the projects' ability to afford high land acquisition costs.
2. Configuration of ground floor uses do not allow for an anchor tenant. It may be difficult to finance and lease unanchored small retail/restaurant space.
3. Reduction in on-site parking requirements is beneficial to developers in terms of cost reduction and greater

flexibility in project design. However, a public agency will likely need to supplement the deficient parking supply.

4. New development will likely require assemblage of multiple parcels which will potentially trigger high acquisition costs.

Summary of Proposed Development Incentives

The following is a summary of key development incentives that have been identified in order to increase the viability of high quality mixed use development within the Old Palm Avenue area:

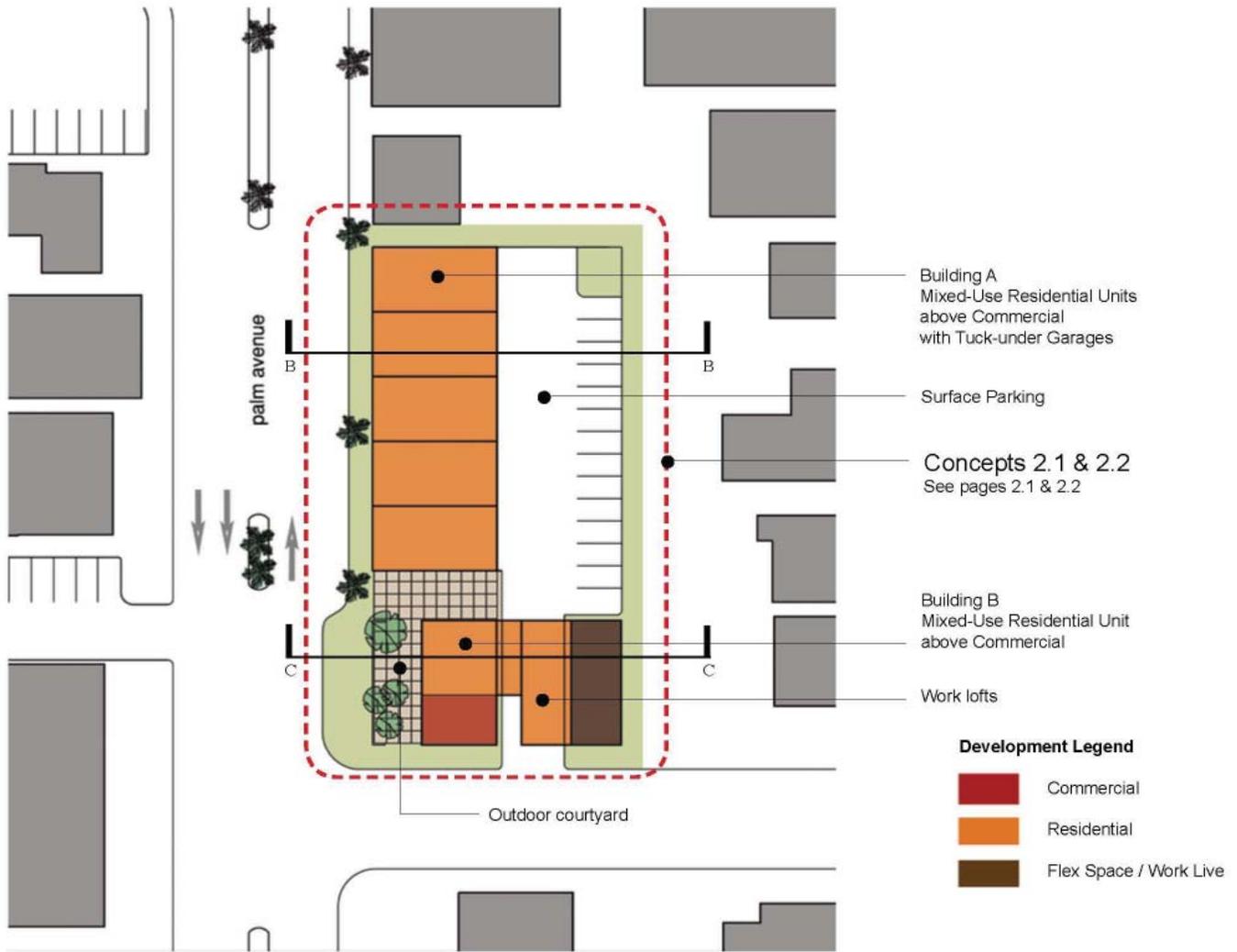
1. Incentivize lot consolidation by not penalizing development potential.
2. Provide clear commercial requirements to increase the overall viability of ground floor commercial and mixed-use development projects.
3. Reduce parking requirements or increase allowable height for projects that meet specific performance standards, such as the following:
 - Eco-friendly design: LEED or compatible
 - Provision of shared parking resources
 - Lot consolidation
 - Exceeds minimum commercial requirement
 - Dedicate land to the ROW

Summary of Proposed Zoning Amendments

The following is a summary of key zoning amendments recommended within the Old Palm Avenue area. A complete description of all proposed zoning amendments is discussed at length with Appendix E.

1. Increase the maximum building height to 40'.
2. Increase the development density from 29 DU/Acre to 45 DU/Acre.
3. Establish a Floor Area Ratio of 3.0 to limit building bulk and scale.
4. Provide specific development setbacks to maintain a uniform street appearance.
5. Establish minimum requirements to ensure commercial development at the ground floor.
6. Provide clear open space requirements to encourage public amenities such as courtyards and walkways.

Potential Development Plan

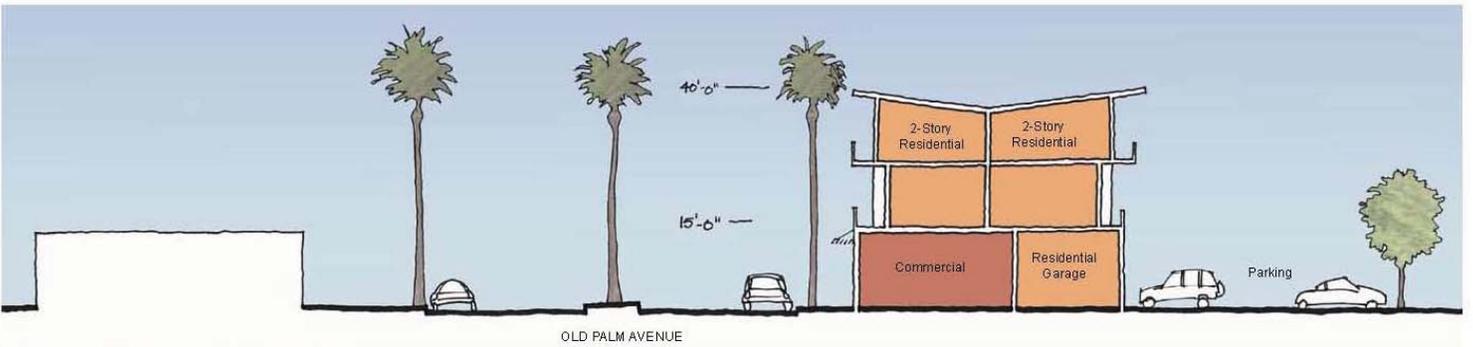


The concept plan for the Old Palm Avenue, with zoning amendments, is illustrated above.

ATTACHMENT 2
Potential Development Sections



Section B Through Old Palm 2.1



Section B Through Old Palm 2.2



Section C Through Old Palm 2.1

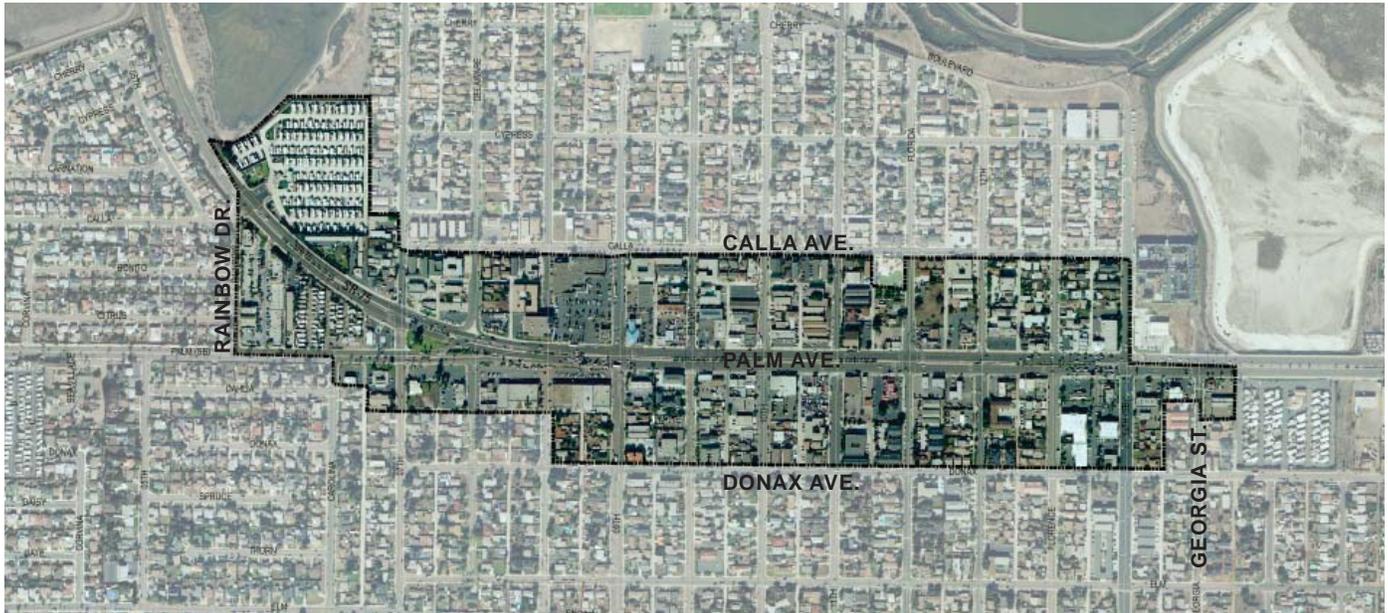


Section C Through Old Palm 2.2

Character Analogies



Palm Avenue / SR-75



Existing Conditions

Palm Avenue, also designated as part of SR-75, serves as a main traffic thoroughfare through Imperial Beach and is a major gateway to the City by both residents and visitors. The Palm Avenue sub-area covers approximately one mile of length along Palm Avenue, from Rainbow Drive to Georgia Street.

Traffic along Palm Avenue may come from Coronado and Silver Strand in the north, or regionally via Interstate 5 and the City of San Diego from the east. With a high volume of both through and non-through traffic, this six-lane arterial offers significant opportunities and challenges for adjacent land uses.

Most of the existing development fronting Palm Avenue is commercial, however the study area also includes a significant amount of multi-family and single-family residential in lots behind the commercial parcels. Existing businesses have tended to cater to automobile traffic. Buildings are primarily commercial/retail and, in most cases, are small in scale in relationship to the corridor's width. Fast food, convenience and neighborhood serving businesses are also in abundance. The area generally is low-scale, with single-story development predominant along the length of the corridor. With some exceptions, the commercial building areas are generally aged and of varied design along the length of the corridor.

Major potential sites for redevelopment include a mobile home park, a vacant hotel site, and the parking area between SR-75 and Palm Avenue (east of Silver Strand Plaza). Due

to irregular commercial parcels and narrow lot sizes, for development to be feasible, lots would often need to be combined to assemble parcels big enough to accommodate larger businesses.

Existing Land Uses

The Palm Avenue corridor contains a mix of existing commercial, residential, and other land uses.

Existing Zoning

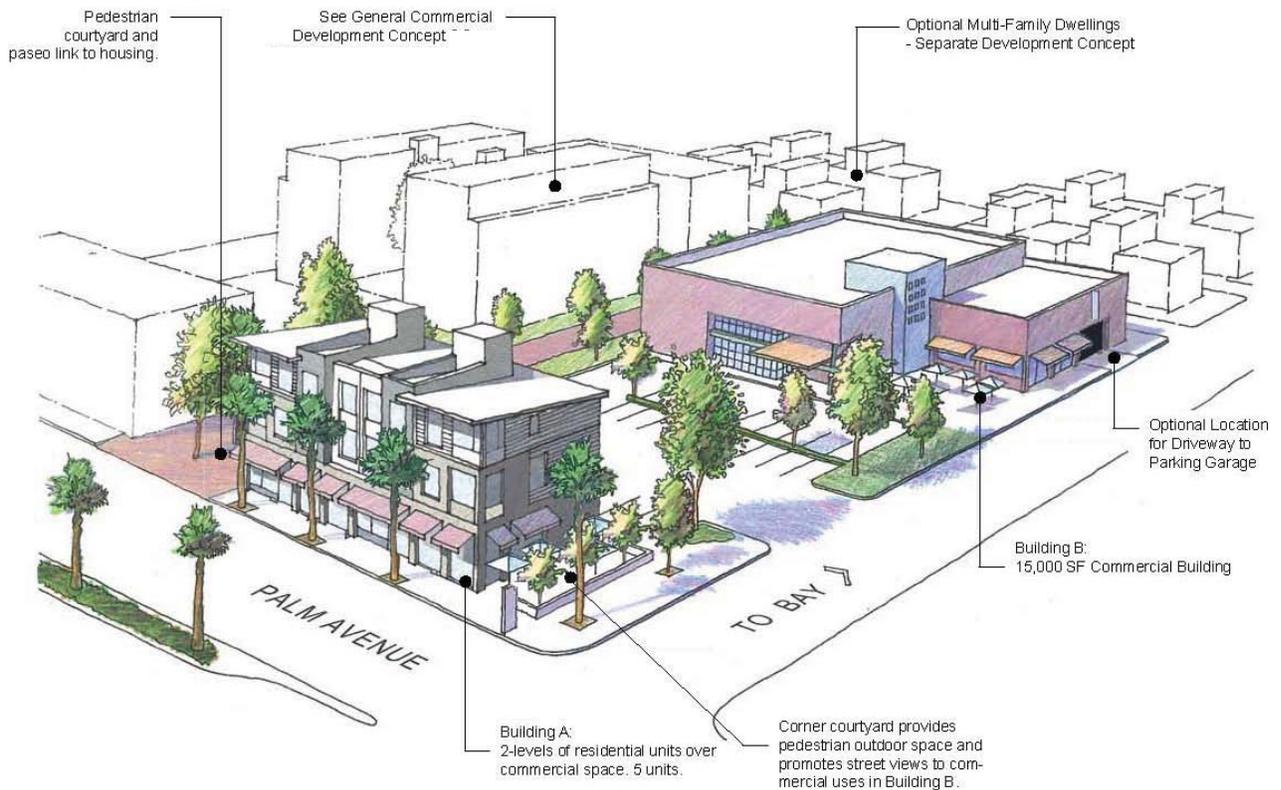
The predominant zoning categories are C-1 Commercial, MU-1 Mixed-use, and R-1-1500 Single Family Residential.

Existing Zoning Limitations

The limitations found within the Old Palm Avenue Area are similar to those found in the other study areas:

- It is difficult to achieve 4 stories and the allowable residential density within the 40' height limit, when trying to incorporate viable ground floor retail.
- Height limit and parking requirements may be reducing the overall financial viability of ground floor commercial and some mixed-use development projects, resulting in fewer built projects.
- Direction is needed to achieve viable retail space at the ground floor.
- Lack of setback requirements creates a hodgepodge of buildings along the street, with parking lots at street edge.
- Open space requirements are needed to ensure creation of public amenities.

Palm Avenue / SR 75 With Current Zoning- Option 1



Palm Avenue Concept, with Current Zoning Option 1

The Palm Avenue commercial corridor is currently the City's strongest economic generator of commercial activity. Four development concepts are provided to illustrate design potentials utilizing both the existing development code as well as exploring options with code modifications. All development concepts utilize a 42,000 SF project site.

Using the current zoning code, a potential 42,000 SF site is examined in the illustration above. The site is a typical large site made up of multiple parcels and bounded by Palm Avenue to the south, and alley driveways to the north and at mid-block. Key design objectives include:

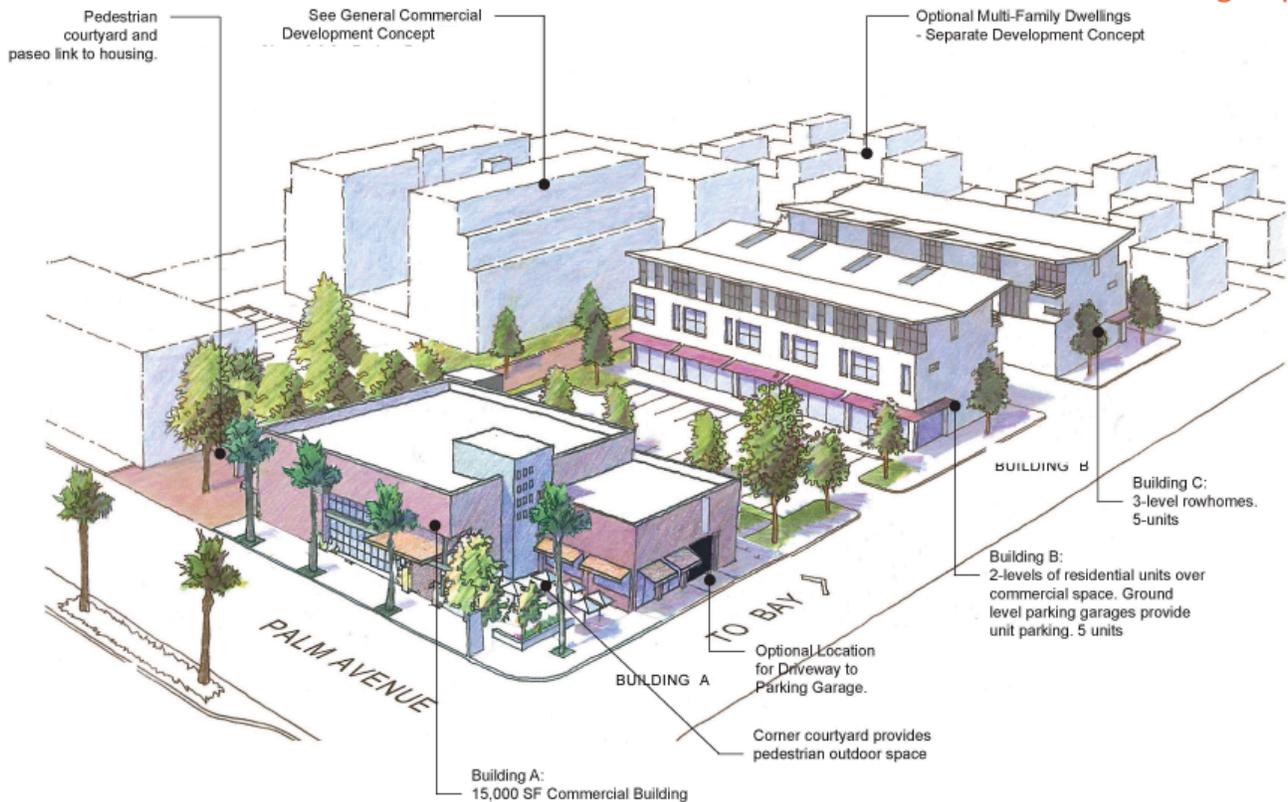
- Provide a design alternative that maximizes commercial activity along the Palm Avenue commercial corridor.
- Provide a creative design alternative for a commercial / residential mixed-use solution within a 40' maximum building height limit.
- Provide massing studies and open space areas that support planned pedestrian activity along Palm Avenue.
- Provide a development opportunity that utilizes a mid-sized commercial footprint of 10,000 to 15,000 SF.

This design concept explores the placement of a 15,000 SF mid-size, one story, commercial retail building with a 25' building height. The large Type V structure is placed away from Palm Avenue to visually reduce its footprint mass from the Palm Avenue corridor. Along Palm Avenue, a smaller footprint, two to three story mixed-use project with ground floor commercial and upper level residential units help to define the Palm Avenue "street wall". The development would be designed to allow visual access from Palm Avenue to the larger commercial building described above. This can be achieved by creating visual corridors through the front development at the ground level or carving away corner elements of the building.

Utilizing the existing parking code requirements, this concept would require a below-grade parking strategy made up with a one-level, sub-surface parking garage. Some street level parking is also provided and is tucked between the two buildings and is accessed via a side street. The development concept would require a well-designed commercial signage and wayfinding program for both cars and pedestrians.

It should be noted that although the concept incorporates high quality design features such as a consistent streetwall and an outdoor plaza, these elements are currently required, and could not be ensured without the adoption of design standards and/or guidelines.

Palm Avenue / SR 75 With Current Zoning- Option 2



Palm Avenue Concept, with Current Zoning Option 2

Similar to the concept in option 1, this concept examines development feasibility on the same example site size, within the existing zoning code. This option locates the commercial building along Palm Avenue. The objectives of this modified design were to:

- Provide a design alternative that maximizes development and commercial activity along Palm Avenue.
- Provide a creative design alternative for a commercial / residential mixed-use solution within a 40' maximum building height limit.
- Provide massing studies and open space areas that support the pedestrian scale of the existing buildings.
- Provide a development opportunity that utilizes a mid-sized commercial footprint of 10,000 to 15,000 SF.
- Provide public open spaces at corner locations to encourage pedestrian activity that support local businesses.

The concept illustrated above proposes three separate buildings. Along Palm Avenue, Building A is a 15,000 sf commercial building, that defines the corner streetwall. The commercial building is Type V construction with one level of below grade parking. Buildings B and C are three story mixed- use buildings with ground floor commercial and two levels of upper level residential units above. Residential units have individual garages accessible via a community driveway. Additional surface parking is provided at the center of the site.

The concept also encourages the creation of an outdoor plaza at intersection corners, and a mid-block pedestrian connection/ paseo link to the housing units, to encourage more pedestrian activity along Palm Avenue.

Palm Avenue / SR 75 With Current Zoning- Option 3



Palm Avenue Concept, with Current Zoning -Option 3

Similar to the development concept in Options 1 and 2, this concept examines development feasibility on the same example site size, within the existing development code.

This option locates the commercial building along Palm Avenue. The objectives of this modified design were to:

- Provide a design alternative that includes commercial activity and a mix of uses along the Palm Avenue commercial corridor.
- Provide a creative design alternative for a commercial / residential mixed-use solution within a 60' maximum building height limit.
- Provide massing studies and open space areas that support planned pedestrian activity along Palm Avenue.
- Provide pedestrian outdoor space at a corner location.

The concept illustrated above proposes three separate buildings. All buildings are three level mixed-use buildings of Type V construction, with ground floor commercial and two levels of residential units above. Residential units in Buildings B and C have individual garages accessible via a community driveway. There is additional surface parking provided at the center of the site.

The concept also encourages the creation of an outdoor plaza at intersection corners, and a mid-block pedestrian connection/ paseo link to the housing, to encourage more pedestrian activity along Palm Avenue.

ATTACHMENT 2
Palm Avenue / SR 75
With Zoning Amendments



Palm Avenue Concept, with Zoning Amendments

Similar to the options under current zoning code, this concept examines development feasibility on the same example site size, but explores the use of several zoning code changes. The objectives of this modified design were to:

- Provide a design alternative that includes commercial activity and a mix of uses along the Palm Avenue commercial corridor.
- Provide a creative design alternative for a commercial / residential mixed-use solution within a 60' maximum building height limit.
- Provide massing studies and open space areas that support planned pedestrian activity along Palm Avenue.
- Provide a pedestrian open space courtyard and paseo.

Along Palm Avenue, Building D is a three story mixed-use project with ground floor commercial and two levels of upper level residential units above. The commercial spaces would support a mid-block pedestrian open space as

described under the general design principles. The building is comprised of Type V construction.

Building E is a four story, residential project with that includes “flex” commercial / residential spaces that face the side street. The units are built on top of a Type I parking podium that is partially submerged 6' below grade. The residential structure is a Type V building.

There is additional surface parking provided at the center of the site. The concept also encourages the creation of pedestrian connections/ paseo links to the housing, to encourage more pedestrian activity along Palm Avenue.

This strategy assumes the adoption of zoning amendments and associated design standards to ensure a high quality of design.

Zoning Comparison

The Palm Avenue concepts, with current zoning, are described in detail below. For comparison purposes, the Palm Avenue concepts, with zoning modifications are also presented on the following page, and all revisions are identified in red. A summary of the proposed parking strategy, development incentives, and proposed zoning amendments and standards follows. The complete package of zoning amendments are outlined within Appendix E: "Package of Recommendations for Draft Zoning, General Plan, and Local Coastal Plan Amendments.

Potential Development Scenario with Current Zoning Option 1

| <u>Zone: C-1</u> | <u>Existing Code</u> |
|---------------------|----------------------|
| FAR | n/a |
| FAR Allowed: | n/a |
| Density Allowed: | 43 DU/AC |
| Units Allowed: | 41 |
| Max. Height: | 40' |
| Front Setback | none |
| Rear Setback | none |
| Side Setback | none |
| Street Side Setback | none |

Development Proposal:

| | |
|-----------------------------------|-----------|
| Development Area: | 42,000 SF |
| Max. Proposed Development Height: | 40' |

Description:

Mixed-Use Development comprised of two buildings:

Building A is composed of Type V, ground floor commercial facing Palm Avenue with two levels of residential above.

Building B is comprised of Type V, single story commercial building with one level of below grade parking.

Building A

| | |
|---------------------|-----------|
| Commercial Retail | 5,000 GSF |
| 5 Residential Units | 6,000 GSF |

Building B

| | |
|-------------------------------|------------|
| Commercial Building | 15,000 GSF |
| Below Grade Parking - 1 Level | 19,200 GSF |

Total Development 45,200 GSF

Parking Spaces Required:

| | |
|----------------------------------|----|
| 5 Residential Units - 1.5 per DU | 8 |
| Commercial 1 per 250 SF | 90 |
| Total Required | 98 |

Total Parking Provided:

| | |
|----------------|-----|
| Surface Level | 18 |
| Below Grade | 84 |
| Total Provided | 102 |

Potential Development Scenario with Current Zoning Option 2

| <u>Zone: C-1</u> | <u>Existing Code</u> |
|---------------------|----------------------|
| FAR | n/a |
| FAR Allowed: | n/a |
| Density Allowed: | 43 DU/AC |
| Units Allowed: | 41 |
| Max. Height: | 40' |
| Front Setback | none |
| Rear Setback | none |
| Side Setback | none |
| Street Side Setback | none |

Development Proposal:

| | |
|-----------------------------------|-----------|
| Development Area: | 42,000 SF |
| Max. Proposed Development Height: | 40' |

Description:

Mixed-Use Development comprised of two buildings:

Building A is comprised of Type V, single story commercial building with one level of below grade parking.

Building B is comprised of Type V, single story commercial building with two levels of residential above. Residential units have individual garages accessible via a community driveway.

Building A

| | |
|-------------------------------|------------|
| Commercial Building | 15,000 GSF |
| Below Grade Parking - 1 Level | 15,000 GSF |

Building B

| | |
|---------------------|------------|
| Commercial Retail | 2,500 GSF |
| 5 Residential Units | 10,000 GSF |

Building C

| | |
|------------------------|------------|
| 5 Residential Rowhomes | 12,000 GSF |
| Total Development | 54,500 GSF |

Parking Spaces Required:

| | |
|---------------------------------|----|
| 10 Residential Units - 2 per DU | 20 |
| Commercial 1 per 250 SF | 70 |
| Total Required | 90 |

Total Parking Provided:

| | |
|-------------------------------|----|
| Surface Level | 24 |
| Below Grade Parking Structure | 50 |
| Unit Garages | 20 |
| Total Provided | 94 |

Potential Development Scenario with Current Zoning Option 3

| Zone: C-1 | Existing Code |
|---------------------|---------------|
| FAR | n/a |
| FAR Allowed: | n/a |
| Density Allowed: | 43 DU/AC |
| Units Allowed: | 41 |
| Max. Height: | 40' |
| Front Setback | none |
| Rear Setback | none |
| Side Setback | none |
| Street Side Setback | none |

Development Proposal:

| | |
|-----------------------------------|-----------|
| Development Area: | 42,000 SF |
| Max. Proposed Development Height: | 40' |

Description:

Mixed-Use Development comprised of two buildings:

Building A is composed of Type V, ground floor commercial facing Palm Avenue with two levels of residential above.

Building B is comprised of Type V, single story commercial building with two levels of residential above. Residential units have individual garages accessible via a community driveway.

Building A

| | |
|---------------------|-----------|
| Commercial Retail | 5,000 GSF |
| 5 Residential Units | 6,000 GSF |

Building B

| | |
|---------------------|------------|
| Commercial Retail | 2,500 GSF |
| 5 Residential Units | 10,000 GSF |

Building C

| | |
|------------------------|------------|
| 5 Residential Rowhomes | 12,000 GSF |
| Total Development | 36,750 GSF |

Parking Spaces Required:

| | |
|-----------------------------------|----|
| 15 Residential Units - 1.5 per DU | 23 |
| Commercial 1 per 250 SF | 30 |
| Total Required | 53 |

Total Parking Provided:

| | |
|----------------|----|
| Surface Level | 48 |
| Unit Garages | 20 |
| Total Provided | 68 |

Potential Development Scenario with Zoning Amendments

| Zone: C-1 | Existing Code | Revised Code |
|---------------------|---------------|--------------|
| FAR | n/a | 3.0 |
| FAR Allowed: | n/a | 126,000 SF |
| Density Allowed: | 43 DU/AC | 43 DU/AC |
| Units Allowed: | 41 | 41 |
| Max. Height: | 40' | 60' |
| Front Setback | none | 0' |
| Rear Setback | none | 10' |
| Side Setback | none | 5' |
| Street Side Setback | none | 10' |

Development Proposal:

| | |
|-----------------------------------|-----------|
| Development Area: | 42,000 SF |
| Max. Proposed Development Height: | 54' |

Description:

Mixed-Use Development comprised of two buildings:

Building D is composed of Type V, ground floor commercial facing Palm Avenue with two levels of residential above.

Building E is comprised of Type I podium parking, partially set below grade (6'-0"), with four levels of Type V residential above.

Building D

| | |
|---------------------|-----------|
| Commercial Retail | 7,500 GSF |
| 6 Residential Units | 7,200 GSF |

Building E

| | |
|--------------------------|------------|
| 25 Residential Units | 45,000 GSF |
| 4 Flex-Space Units | 4,800 GSF |
| Podium Parking - 1 Level | 19,200 GSF |
| Total Development | 83,700 GSF |

Parking Spaces Required:

| | |
|-----------------------------------|----|
| 35 Residential Units - 1.5 per DU | 53 |
| Commercial 1 per 250 SF | 30 |
| Total Required | 83 |

Parking Provided:

| | |
|-------------------------|----|
| Surface Parking | 24 |
| Garage Parking | 60 |
| Total Parking Provided: | 84 |

Summary of Zoning Amendments, Incentives, and Standards

Summary of Proposed Parking Strategy

The following is a summary of key recommendations related to parking within the Palm Avenue area. A complete description of all proposed parking strategies is discussed in detail within Appendix C.

1. Revise the parking code to permit shared parking reductions, utilizing the ULI model or a similar technique.
2. Consider utilizing existing underutilized lots for public parking, where appropriate.

Summary of Market and Financial Feasibility

Market Findings

The following is a summary of the key market findings for the Palm Avenue/SR-75 sub-area.

1. The City's major community retail and services are concentrated within the SR-75 corridor from Rainbow Drive on the west to Emory Street on the east. This area contains the existing Imperial Beach Promenade and other large sites.
2. The City exports more than half of its retail sales potential to outside communities. If suitable sites can be assembled and developed with appropriate retail uses, the City may be able to recapture a portion of this sales leakage.
3. The types of land uses supported are as follows:
 - Community-serving facilities such as food and drug stores; restaurants, cafés, and coffee shops; limited specialty stores; and personal services
 - Multi-family residential, potentially within mixed-use developments
 - Limited potential for first- and second-story office space in the finance, insurance, and real estate (FIRE) or medical/dental business categories
4. The integration of multi-family uses within mixed-use developments provides market support for new retail and restaurant uses.
5. There may be initial market resistance from retail/restaurant patrons required to park in podium/subterranean parking structures. Current consumer preference is for surface parking in close proximity.

Financial Feasibility Findings

The following is a summary of the key financial feasibility findings for the conceptual development prototypes for the Palm Avenue/SR-75 sub-area.

1. Increases to height and density limits allow developers greater flexibility in the design of new development and enhance the projects' ability to afford high land acquisition costs.
2. Reliance on podium/subterranean parking is expensive and potentially infeasible in the near-term market. In a rebounded mid-term market, with renewed pressure on housing supply, KMA anticipates that developers are likely to pursue residential development at densities that require structured parking.
3. New development will likely require assemblage of multiple parcels which will potentially trigger high acquisition costs.
4. Larger site assemblies allow for inclusion of anchor retail tenants, which in turn assists developers in obtaining financing and leasing space to small shops and restaurants.

Summary of Proposed Development Incentives

The following is a summary of key development incentives that have been identified in order to increase the viability of high quality mixed use development within the Palm Avenue subarea:

1. Incentivize lot consolidation by not penalizing development potential.
2. Provide clear commercial requirements to increase the overall viability of ground floor commercial and mixed-use development projects.
3. Although reduced parking requirements may not be required, they may be incorporated as a development incentive.
4. Subject to a community vote, increase allowable height for projects that meet specific performance standards, such as the following:
 - Eco-friendly design: LEED or compatible
 - Provision of shared parking resources
 - Lot consolidation
 - Exceeds minimum commercial requirement
 - Dedicate land to the ROW

ATTACHMENT 2

Summary of Zoning Amendments, Incentives, and Standards

Summary of Proposed Zoning Amendments

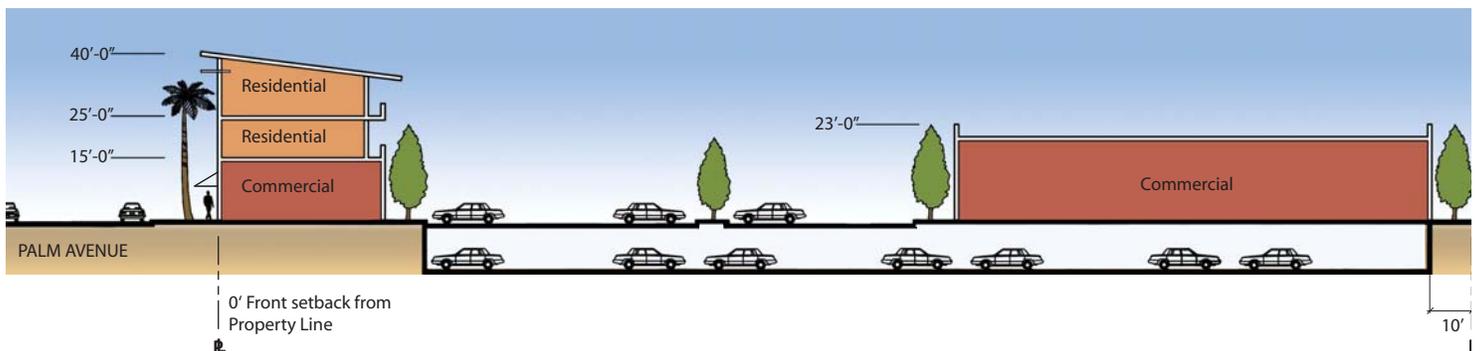
The following is a summary of key zoning amendments recommended within the Palm Avenue area. A complete description of all proposed zoning amendments is discussed at length within Appendix E.

1. Subject to a community vote, increase the maximum building height to 60’.
2. Provide specific development setbacks to maintain a uniform street appearance.
3. Establish minimum requirements to ensure commercial development at the ground floor.
4. Allow "flex space," or live/work units at ground floor along side streets.
5. Establish a minimum density of 30 dwelling units per acre.

Potential Development Plan



Concept plans for Palm Avenue, with zoning amendments, are illustrated above.



The conceptual section above, illustrates the relationship between mixed-use, retail and parking, shown in Option 1 above.

ATTACHMENT 2
 Potential Development Plan



Concept plans for Palm Avenue, with zoning amendments, are illustrated above.

Potential Development Plan

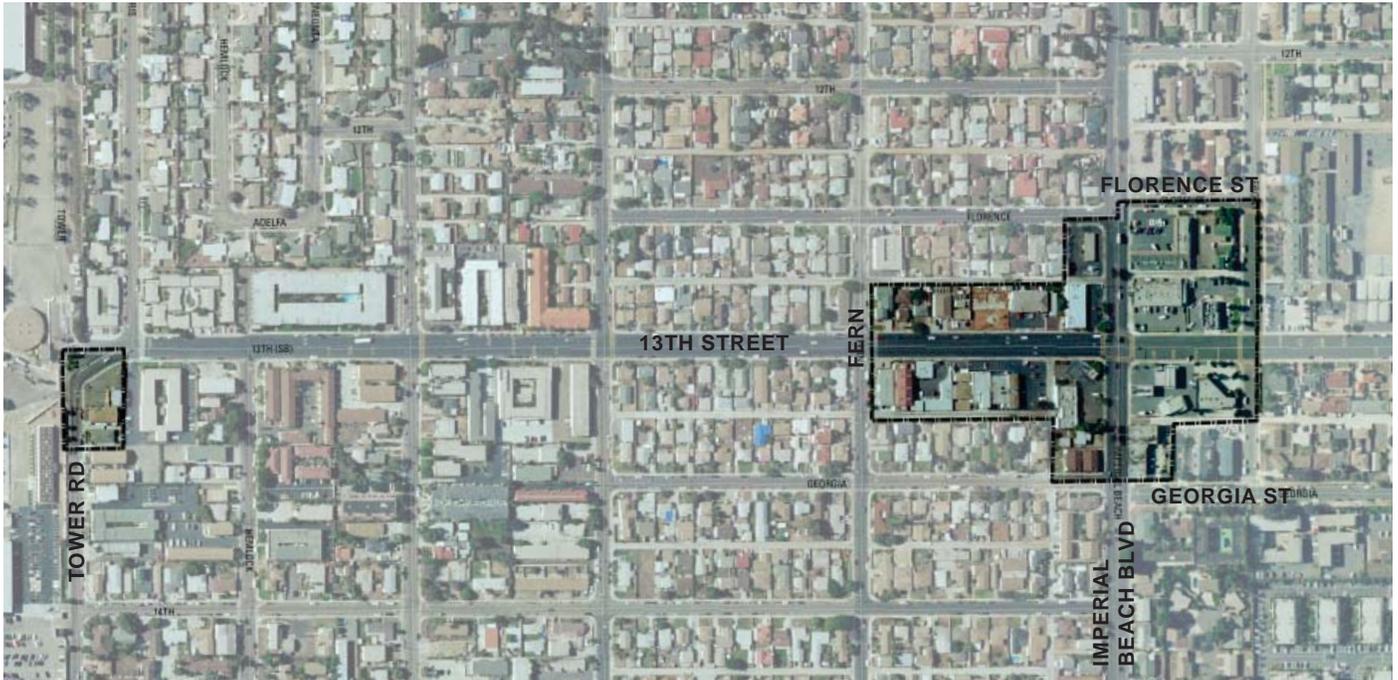


Concept plans for Palm Avenue, with zoning amendments, are illustrated above.

ATTACHMENT 2
Character Analogies



13th Street / Imperial Beach Boulevard



Existing Conditions

The 13th Street/ Imperial Beach Boulevard study area includes two smaller study areas: one around the intersection of 13th Street and Imperial Beach Boulevard, and the other at the northeast corner of 13th Street and Iris Avenue. The area experiences high traffic volumes as it serves as regional gateway to the City (eastward), primary access to the beachfront areas (westward), and for commuters to the military facilities (southward), in addition to local residences in the surrounding neighborhoods.

The areas contain neighborhood-serving commercial uses, with a few residential or mixed-use projects. The largest parcels contain standard strip commercial with uses such as restaurants, general retail and neighborhood-serving amenities. Several newer mixed-use projects have been developed in this location, and some redevelopment activity is currently underway. However, further redevelopment of the area will be challenged by assembly of the smaller, private lots.

The existing smaller scale commercial buildings at the intersection were designed with an automobile access orientation, which has allowed the erosion of the intersection's corners with open space parking lots. While this provides a visual open space relief traveling by car, it creates an environment with is not pedestrian friendly.

Existing Land Uses

Primarily contain existing commercial and multi-family residential land uses, although some mixed-use, single-family residential and surface parking also exist.

Existing Zoning

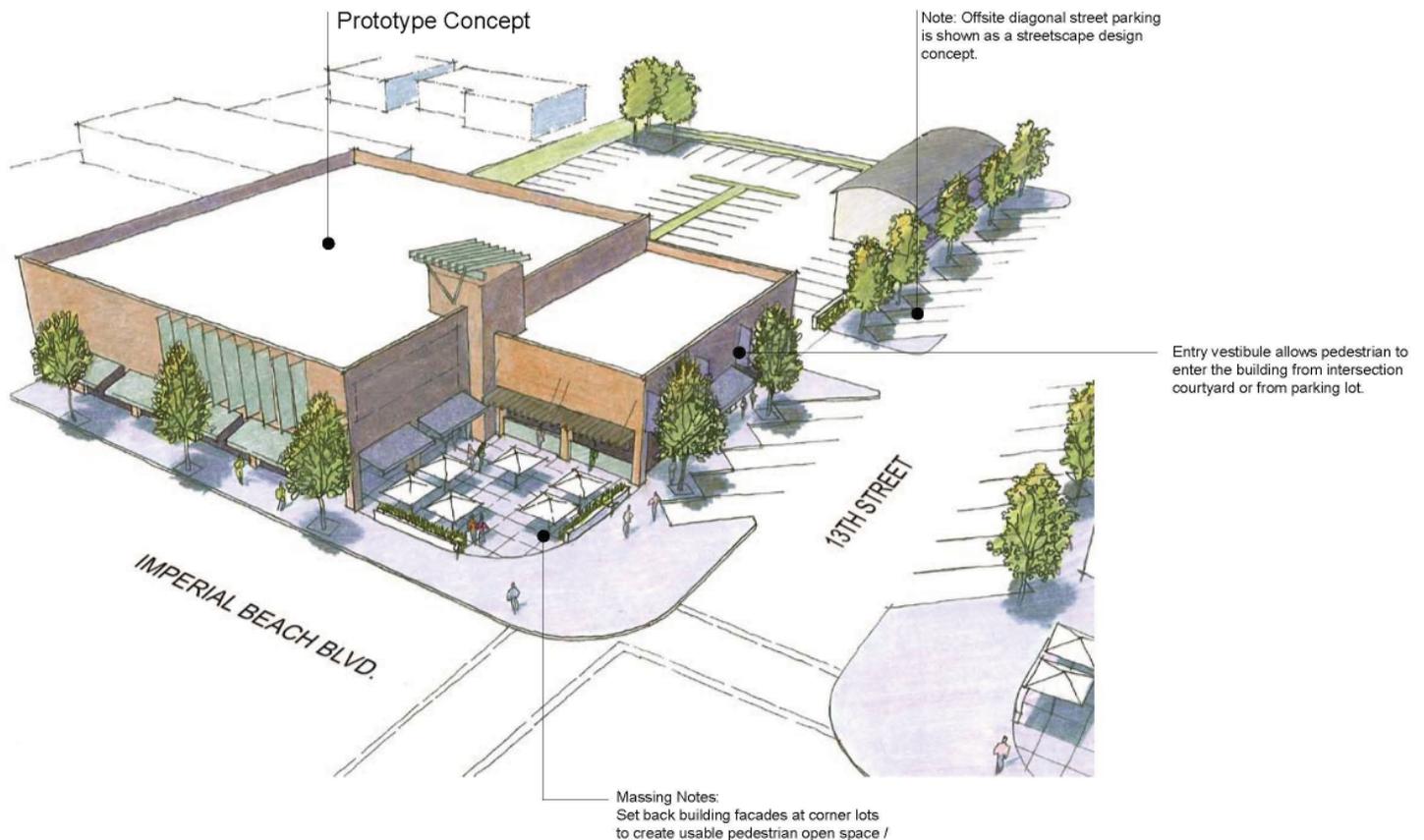
C-3 Commercial

Existing Zoning Limitations

The limitations found within the Old Palm Avenue subarea are similar to those found in the other study areas:

- It is difficult to achieve 3 stories within the 28' height limit, when trying to incorporate viable ground floor retail.
- Height limit and parking requirements may be reducing the overall financial viability of ground floor commercial and some mixed-use development projects, resulting in fewer built projects.
- Direction is needed to achieve viable retail space at the ground floor.
- Lack of setback requirements creates a hodgepodge of buildings along the street, with parking lots at street edge.
- Current zoning doesn't encourage a walking environment for the surrounding areas.
- Open space requirements are needed to ensure creation of public amenities.

13th Street Gateway/ Imperial Beach Boulevard With Current Zoning



13th Street Gateway Concept, with Current Zoning

The development concepts for the 13th Street Gateway were intended to create a pedestrian friendly commercial zone that would support pedestrian activity connecting to the surrounding residential neighborhoods.

The development concept illustrated above examines the development of a 36,000 SF site. Using the existing code requirements, the objectives of the concept design study were to:

- Provide a design alternative that maximizes commercial activity at the 13th Street and Imperial Beach Boulevard intersection node.
- Provide a creative design alternative for a commercial development solution within a 28' maximum building height limit.
- Provide massing studies and open space areas that support the pedestrian scale of the existing buildings.
- Provide public open spaces at corner locations to encourage pedestrian activity that support local businesses.

The illustrated concept proposes the development of a one-story 10,000 SF commercial stand alone building along with a smaller, 1,200 SF commercial building that fronts 13th Street. Both structures are Type V construction.

The development illustrates the placement of a medium-sized drug-store or small grocery store along with the required parking. The buildings are set close to the corridor's property line to maintain a uniform urban street wall with parking located to the back or side of the buildings. While parking is easily visible from 13th Street, the existing alley is used to provide additional access.

It should be noted that although the concept incorporates high quality design features such as a consistent streetwall that addresses the corner, a taller building height, and the provision of an outdoor plaza, these elements are currently required, and could not be ensured without the adoption of design standards and/or guidelines.

13th Street Gateway/ Imperial Beach Boulevard With Zoning Amendments



Old Palm Avenue Concept, with Zoning Amendments

Similar to the concept developed under the current zoning code, the concept illustrated above examines development on the same example site area but explores the use of several zoning code changes. The objectives of this modified concept design were to:

- Provide a design alternative that maximizes commercial activity at the 13th Street and Imperial Beach Boulevard intersection node.
- Provide a creative design alternative for a commercial development solution within a 40' maximum building height limit.
- Provide massing studies and open space areas that support the pedestrian scale of the existing buildings.
- Provide public open spaces at corner locations to encourage pedestrian activity that support local businesses.

The concept proposes the development of two mixed-use buildings that, together, define an open public space courtyard at the corner of 13th Street and Imperial Beach Blvd. Both structures are Type V construction. Both

buildings are three-stories that offer commercial retail uses at the ground level and office space at the upper floors.

The buildings are set close to the corridor's property line to maintain a uniform urban "street wall" with parking located to the back or side of the buildings. To reduce the amount of driveways off of 13th Street, parking is accessed via the alley or through a single driveway off of 13th. The concept also creates an outdoor public plaza at the street intersection corner to encourage more pedestrian activity that may support the commercial uses such as a café or restaurant.

This strategy assumes the adoption of zoning amendments and associated design standards to ensure a high quality of design. This concept also requires the reduction of parking requirements and/or reliance on shared parking or a public lot.

Zoning Comparison

The 13th Street Gateway concept, without zoning amendments, is described in detail below. For comparison purposes, the concept with zoning modifications is also presented below at right, with all revisions identified in red. A summary of the proposed parking strategy, development incentives, and proposed zoning amendments and standards follows. The complete package of zoning amendments are outlined within Appendix E: "Package of Recommendations for Draft Zoning, General Plan, and Local Coastal Plan Amendments.

Potential Development Scenario with Existing Zoning

| | |
|------------------------|----------------------|
| <u>Zone: C-3</u> | <u>Existing Code</u> |
| FAR | n/a |
| FAR Allowed: | n/a |
| Density Allowed: | 21 DU/AC |
| Units Allowed on Site: | 18 |
| Max. Height: | 28' |
| Front Setback | none |
| Rear Setback | none |
| Side Setback | none |
| Street Side Setback | none |

Development Proposal:

| | |
|-----------------------------------|-----------|
| Development Area: | 36,000 SF |
| Max. Proposed Development Height: | 25' |

Description:

Mixed-Use Development comprised of two buildings:

Project is comprised of Type V, 15,000 SF single story commercial building with surface level parking.

Buildings

| | |
|--------------------------|-------------------|
| Commercial Building | 10,000 GSF |
| Commercial Building | 1,200 GSF |
| <u>Total Development</u> | <u>11,200 GSF</u> |

Parking Spaces Required:

| | |
|-------------------------|-----------|
| Commercial 1 per 250 SF | 45 |
| <u>Total Required</u> | <u>45</u> |

Total Parking Provided:

| | |
|-----------------------|-----------|
| Surface Level | 45 |
| <u>Total Provided</u> | <u>45</u> |

Potential Development Scenario with Zoning Amendments

| | | |
|---------------------|----------------------|---------------------|
| <u>Zone: C-1</u> | <u>Existing Code</u> | <u>Revised Code</u> |
| FAR | n/a | 3.0 |
| FAR Allowed: | n/a | 108,000 SF |
| Density Allowed: | 22 DU/AC | 43 DU/AC |
| Units Allowed: | 18 | 35 |
| Max. Height: | 28' | 40' |
| Front Setback | none | 0' |
| Rear Setback | none | 10' |
| Side Setback | none | 5' |
| Street Side Setback | none | 0' |

Development Proposal:

| | |
|-----------------------------------|-----------|
| Development Area: | 36,000 SF |
| Max. Proposed Development Height: | 38' |

Description:

Mixed-Use Development comprised of two buildings:

Building A is composed of Type V, ground floor commercial facing Palm Avenue with two levels of office above.

Building B is composed of Type V, ground floor commercial facing the side street with two levels of office above.

Building A - 3 Stories

| | |
|-----------------------------|-----------|
| Ground Level Commercial | 3,600 GSF |
| 2nd Story Loft Office Space | 3,600 GSF |

Building B - 3 Stories

| | |
|-----------------------------|-----------|
| Ground Level Commercial | 3,600 GSF |
| 2nd Story Loft Office Space | 3,600 GSF |

| | |
|--------------------------|-------------------|
| <u>Total Development</u> | <u>14,400 GSF</u> |
|--------------------------|-------------------|

Parking Spaces Required:

| | |
|-------------------------|-----------|
| Office - 1 per 250 SF | 14 |
| Commercial 1 per 250 SF | 14 |
| <u>Total Required</u> | <u>28</u> |

Parking Provided:

| | |
|--------------------------------|-----------|
| Surface Parking | 33 |
| <u>Total Parking Provided:</u> | <u>33</u> |

ATTACHMENT 2

Summary of Zoning Amendments, Incentives, and Standards

Summary of Proposed Parking Strategy

The following is a summary of key recommendations related to parking within the 13th Street Gateway area. A complete description of all proposed parking strategies is discussed in detail within Appendix C.

1. Revise the parking code to permit shared parking reductions, utilizing the ULI model or a similar technique.

Summary of Market and Financial Feasibility

Market Findings

The following is a summary of the key market findings for the 13th Street/Imperial Beach Boulevard sub-area.

1. The types of land uses supported are as follows:
 - Neighborhood-serving retail, auto-oriented convenience retail, and/or business and personal services
 - Limited potential for small office suites, occupied primarily by local-serving professional service firms
1. Residential development is challenging due to the existing mix of commercial uses and the difficulty in creating an appealing residential environment.

Financial Feasibility Findings

The following is a summary of the key financial feasibility findings for the conceptual development prototypes for the 13th Street/Imperial Beach Boulevard sub-area.

1. Increases to height and density limits allow developers greater flexibility in the design of new developments and enhance the projects' ability to afford high land acquisition costs.
2. The parcels within the sub-area do not allow for development of an anchor tenant. It may be difficult to finance and lease unanchored small retail/restaurant space.
3. Reliance on podium/subterranean parking is expensive and potentially infeasible in the near-term market. In a rebounded mid-term market, with renewed pressure on housing supply, KMA anticipates that developers are likely to pursue residential development at densities that require structured parking.

Summary of Proposed Development Incentives

The following is a summary of key development incentives that have been identified in order to increase the viability of high quality mixed use development within the 13th Street Gateway area:

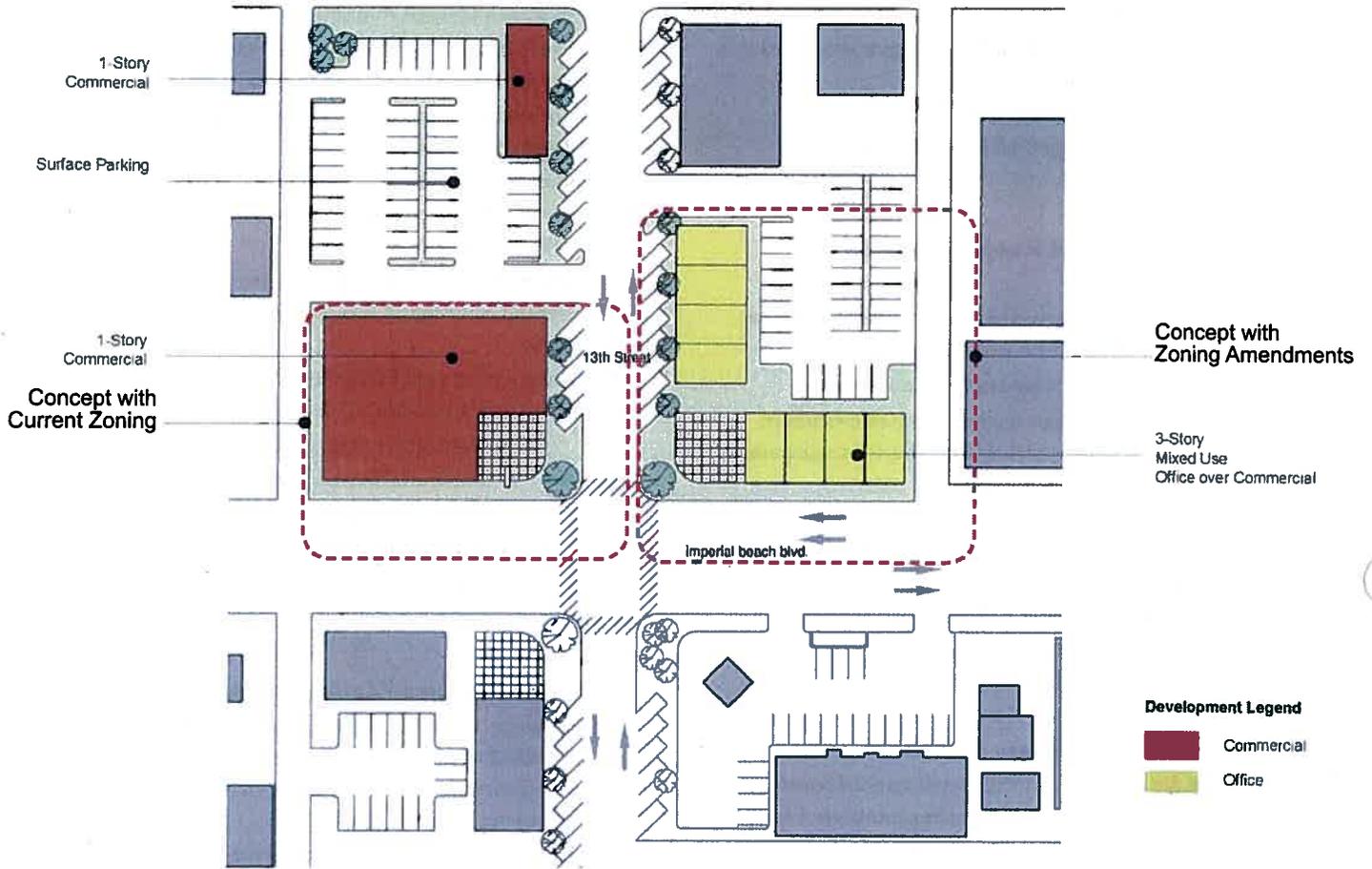
1. Incentivize lot consolidation by not penalizing development potential.
2. Provide clear commercial requirements to increase the overall viability of ground floor commercial and mixed-use development projects.
3. Although reduced parking requirements may not be required, they may be incorporated as a development incentive.
4. Increase allowable height for projects that meet specific performance standards, such as the following:
 - Eco-friendly design: LEED or compatible
 - Provision of shared parking resources
 - Lot consolidation
 - Exceeds minimum commercial requirement
 - Dedicate land to the ROW

Summary of Proposed Zoning Amendments

The following is a summary of key zoning amendments recommended within the 13th Street Gateway area. A complete description of all proposed zoning amendments is discussed at length with Appendix E.

1. Increase the maximum building height to 40'.
2. Increase the development density from 22 DU/Acre to 43 DU/Acre.
3. Establish a Floor Area Ratio of 3.0 to limit building bulk and scale.
4. Provide specific development setbacks to maintain a uniform street appearance.
5. Establish minimum requirements to ensure commercial development at the ground floor.

Potential Development Sections



Plans of the 13th Street Gateway concepts, with current zoning and with zoning amendments, are illustrated above.

Character Analogies

