

**CALIFORNIA COASTAL COMMISSION**

South Coast Area Office  
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March 20, 2002

**RECORD PACKET COPY****Item W13a****TO:** Commissioners and Interested Persons

**FROM:** Deborah Lee, Deputy Director  
Pam Emerson, Los Angeles County Area Supervisor  
Charles Posner, Coastal Program Analyst

**SUBJECT:** Major Amendment Request No. 1-02 to the City of Los Angeles Land Use Plan for Venice.  
For Public Hearing and Commission Action at the April 10, 2002 meeting.

**SUMMARY OF VENICE LAND USE PLAN AMENDMENT REQUEST NO. 1-02**

The Commission certified the City of Los Angeles Land Use Plan (LUP) for Venice on June 14, 2001. This is the City's first request to amend the certified Venice LUP. The proposed LUP amendment consists of changes to the land use designations for ten geographic areas (subareas). The City is not proposing any changes to the policies or text of the certified LUP.

LUP Map Exhibit*	Sub-Area	Current Land Use Designation	Proposed Land Use Designation	Existing Land Use
10a	36	Residential - Medium	Community Commercial	Mixed-use
10b	28	Residential - Low Med II	Artcraft	Multi-family, vacant
10b	39	Residential - Medium	Artcraft	Mixed-use
11a	40	Residential - Low Med II	Public Facility	Public School
11a	42	General Commercial	Public Facility	Water & Power
11b	33	Residential - Medium	Residential - Low Med I	Single family res.
11b	43	Residential - Low Med I	Public Facility	Youth & Family Ctr.
11b	44	Open Space	Public Facility	Public Library
11b	46	General Commercial	Public Facility	Police & Fire Sta.
12	53	General Commercial	Residential - Low	Single family res.

\*See Attachment A.

**SUMMARY OF STAFF RECOMMENDATION**

This staff report addresses two distinct components of the LUP amendment request. The main component of the LUP amendment request is the actual changes to the certified LUP Map that the City has requested. The other component, which this report addresses first, is an analysis of the currently certified LUP policies that define each of the twelve land use categories that comprise the certified LUP Map. In regards to the currently certified policies for the land use categories used on the certified LUP Map, staff has found that the certified LUP does not contain any policy language regarding the Open Space and Public Facility land use categories, both of which are involved in this LUP amendment request. The lack of general or specific policy language for the Open Space and Public Facility land use categories makes it impossible to determine whether a site's change to or from either of these land use categories would compromise or protect coastal resources. Therefore, staff is recommending that the Commission **approve the LUP amendment request with suggested modifications** that would insert into the LUP general defining policies for the Open Space and Public Facility land use categories. The suggested LUP policies are necessary to: protect marine resources and ESHA from impacts of development, maintain community character, and to maintain and improve the public access and recreational opportunities provided in Venice. (Continued on next page...)

The second component of the staff report is an analysis of the City's ten proposed changes to the certified LUP Map. Each of the ten changes to the certified LUP Map would reflect the actual existing land uses in each subarea. If the LUP is modified as suggested (add policies for the Open Space and Public Facility land use categories), staff recommends that the City's proposed changes to the certified LUP Map be found to be consistent with the Chapter 3 policies of the Coastal Act. In order to carry out this recommendation, staff is recommending that the Commission, after public hearing:

**Deny the LUP amendment as submitted, and Certify the LUP amendment if modified.**

See **Page 3** for the motions to accomplish this recommendation, and **Page 4** for the suggested modifications.

### **CONTENTS OF LUP AMENDMENT REQUEST**

On January 17, 2002, the City of Los Angeles Department of City Planning submitted to the Commission's South Coast District office a request to amend the certified Land Use Plan (LUP) for Venice. Proposed LUP Amendment No. 1-02, submitted by a City Council resolution adopted on September 29, 2000 (Council File No. 00-1505), would change the land use designations on the certified LUP Map for ten geographic areas. Only the LUP would be affected by the proposed amendment. The City has not yet submitted the Implementing Ordinances (LIP) portion of the certified Local Coastal Program (LCP) for Commission certification.

On February 1, 2002, the South Coast District office determined that the submittal of LUP Amendment Request No. 1-02 is consistent with the submittal requirements of the Coastal Act and the regulations that govern such proposals, and the LUP amendment was officially deemed submitted. [See Sections 30501, 30510, 30514 and 30605 of the Coastal Act, and Sections 13551, 13552 and 13553 of Title 14 of the California Code of Regulations.]

### **PUBLIC PARTICIPATION**

The City of Los Angeles Planning Department held an open house and public hearing for the proposed LUP amendment on May 9, 2000. The City of Los Angeles Planning Commission approved the proposed changes to the certified Venice LUP after a public hearing held on June 8, 2000. The City Council approved the proposed LUP amendment after a public hearing held on September 29, 2000.

### **STANDARD OF REVIEW**

The standard of review for the proposed LUP amendment, pursuant to Section 30512 of the Coastal Act, is that the proposed LUP amendment meets the requirements of, and is in conformity with, the Chapter 3 policies of the Coastal Act.

### **ADDITIONAL INFORMATION**

Copies of the staff report are available at the Coastal Commission's South Coast District office located in the ARCO Center Towers, 200 Oceangate, Suite 1000, Long Beach, 90802. To obtain copies of the staff report by mail, or for additional information, contact *Charles Posner* or *Pam Emerson* in the South Coast District office at (562) 590-5071.

**I. STAFF RECOMMENDATION**

Staff recommends adoption of the following two motions and resolutions:

**A. Deny Venice Land Use Plan Amendment No. 1-02 as Submitted**

**MOTION I:** *"I move that the Commission certify Amendment Request No. 1-02 to the Venice Land Use Plan as submitted by the City of Los Angeles."*

Staff recommends a **NO** vote. Failure of this motion will result in denial of the LUP amendment as submitted and adoption of the following resolution. The motion to certify as submitted passes only upon an affirmative vote of a majority of the appointed Commissioners.

**Resolution to Deny Certification of the LUP amendment as Submitted**

*The Commission hereby denies certification of Amendment Request No. 1-02 to the Venice Land Use Plan as submitted by the City of Los Angeles and adopts the findings set forth below on grounds that the Land Use Plan amendment as submitted does not meet the requirements of and is not in conformity with the Chapter 3 policies of the Coastal Act. Certification of the Land Use Plan amendment as submitted would not meet the requirements the California Environmental Quality Act, as there are feasible alternatives and mitigation measures that would substantially lessen the significant adverse effects on the environment that will result from certification of the Land Use Plan amendment as submitted.*

**B. Certify Venice Land Use Plan Amendment No. 1-02 if Modified**

**MOTION II:** *"I move that the Commission certify Amendment Request No. 1-02 to the Venice Land Use Plan if modified as suggested in this staff report."*

Staff recommends a **YES** vote. Passage of this motion will result in certification of the LUP amendment with suggested modifications and adoption of the following resolution and findings. The motion to certify with suggested modifications passes only upon an affirmative vote of a majority of the appointed Commissioners.

**Resolution to Certify the LUP Amendment with Suggested Modifications**

*The Commission hereby certifies Amendment Request No. 1-02 to the Venice Land Use Plan if modified as suggested and adopts the findings set forth below on grounds that the Land Use Plan amendment with the suggested modifications will meet the requirements of and be in conformity with the policies of Chapter 3 of the Coastal Act. Certification of the Land Use Plan amendment if modified as suggested complies with the California Environmental Quality Act because either 1) feasible mitigation measures and/or alternatives have been incorporated to substantially lessen any significant adverse effects of the plan on the environment, or 2) there are no further feasible alternatives and mitigation measures that would substantially lessen any significant adverse impacts on the environment that will result from certification of the Land Use Plan amendment if modified.*

## II. SUGGESTED MODIFICATIONS

(Note: Underlining is used to identify suggested added language.)

### A. Add Open Space and Public Facility Land Use Policies

Revise title of Part C of LUP Policy Group I, and add Policies I.C.10 and I.C.11 as follows:

#### **POLICY GROUP I. LOCATING AND PLANNING NEW DEVELOPMENT / COASTAL VISUAL RESOURCES AND SPECIAL COMMUNITIES**

##### **PART C. Industrial, Open Space, Public Facility and Rights-of-Way Land Use and Development Standards**

**Policy I. C. 10. Open Space.** Land and water areas designated as Open Space shall be protected for recreational, ecological and scenic uses while providing for other uses which would benefit the public without significant impairment of the environment or recreational uses. Open Space is defined as land or water which is essentially free of structures or is natural in character, and which functions in one or more of the following ways:

1. Recreational and educational opportunities.
2. Scenic, cultural and historic values.
3. Public health and safety.
4. Preservation and creation of community identity.
5. Preservation of physical resources or ecologically important areas.

Land and water areas designated as Open Space on the Land Use Plan Map include the beach, the canals, Ballona Lagoon and its banks, Venice Boulevard median, Ocean Front Walk, and the parks identified in LUP Policy Group III – Recreation and Visitor-Serving Facilities. Open Space areas identified as Environmentally Sensitive Habitat Areas (ESHA) are governed by LUP Policy Group IV – Water and Marine Resources, Environmentally Sensitive Habitat Areas, and Hazards.

**Policy I. C. 11. Public Facility.** Land designated as Public Facility on the Land Use Plan Map includes publicly-owned and operated facilities such as public libraries, public schools, fire and police stations, community services, and utilities (i.e. sewer, transportation, water and power). Public Facilities shall be developed in accordance with the policies of the certified LUP so that the design, scale and height of structures on land designated as Public Facility is compatible with adjacent uses and the neighboring community. Adequate off-street parking shall be required for all new or expanded public facilities consistent with Policy II.A.3.

### B. Correction for Subarea 28 - Commercial Artcraft

The City Council shall affirm that Subarea 28 is designated as Commercial Artcraft on the official Venice LUP Map. The City's LUP amendment submittal documents (Jan. 2002 LUP Matrix) indicate that the land use designation for Subarea 28 was changed from Low Med II Residential to Neighborhood Commercial. The City's amended LUP Map, however, indicates that Subarea 28 was designated with the Commercial Artcraft land use category, which would match the rest of the block (See Attachment A, p.3). City staff states that the intended and correct land use category for Subarea 28 is Commercial Artcraft.

**III. FINDINGS**

The following findings support the Commission's denial of the LUP amendment as submitted, and approval of the LUP amendment if modified as indicated in Section II (Suggested Modifications) of this report. The Commission hereby finds and declares as follows:

**A. Description of LUP Amendment Request**

This LUP amendment request consists of changes to the land use designations for ten geographic areas (subareas) on the certified LUP Map (See Attachment A for affected LUP Map exhibits). The City is not proposing any changes to the policies or text of the certified LUP. The ten proposed changes to the certified LUP Map are described in the chart below:

<b>LUP Map Exhibit*</b>	<b>Sub-Area</b>	<b>Current Land Use Designation</b>	<b>Proposed Land Use Designation</b>	<b>Existing Land Use</b>
10a	36	Residential – Medium	Community Commercial	Mixed-use
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11b	46	General Commercial	Public Facility	Police & Fire Sta.
12	53	General Commercial	Residential - Low	Single family res.

\*See Attachment A.

The ten proposed land use designation changes are located at:

- Subarea 28: On both sides of North Venice Boulevard, immediately inland of Speedway Alley - Attachment A, page 3.
- Subarea 33: On west side of Harding Avenue, between Naples and Grand View Avenues - Attachment A, page 5.
- Subarea 36: On Ocean Front Walk, between Paloma and Sunset Avenues - Attachment A, page 2.
- Subarea 39: At north corner of Ocean Front Walk and North Venice Boulevard - Attachment A, page 3.
- Subarea 40: The entire block bounded by Fourth, Sunset, Fifth and Vernon Avenues - Attachment A, page 4.
- Subarea 42: On west side of Lincoln Boulevard, between San Miguel and Broadway Avenues - Attachment A, page 4.
- Subarea 43: On northeast corner of Electric and California Avenues - Attachment A, page 5.
- Subarea 44: Venice Community Library, 501 S. Venice Boulevard - Attachment A, page 5.
- Subarea 46: Fire Station #63 and Division 14 Police Station, 685 North Venice Boulevard - Attachment A, page 5.
- Subarea 53: On southwest corner of Washington Boulevard and Oxford Avenue - Attachment A, page 6.

**B. Policies that Define the Twelve Land Use Categories on the LUP Map**

The standard of review for the proposed amendment to the certified LUP, pursuant to Section 30512 of the Coastal Act, is the conformity of the proposed LUP amendment with the Chapter 3 policies of the Coastal Act. The following Coastal Act policies require that the certified LUP Map assign appropriate land use designations to coastal lands, and that the LUP contains policy language defining which uses are appropriate in each land use category, in order to ensure that coastal resources are protected and that the public's right to access the shoreline is protected.

First, Section 30212.5 of the Coastal Act requires that public facilities be distributed throughout an area to minimize adverse impacts on any single area. This LUP amendment request involves five changes in land use designation involving the "Public Facility" land use designation.

Section 30212.5 of the Coastal Act states:

Wherever appropriate and feasible, public facilities, including parking areas or facilities, shall be distributed throughout an area so as to mitigate against the impacts, social and otherwise, or overcrowding or overuse by the public of any single area.

Secondly, Sections 30213, 30220, 30221, 30222 and 30223 of the Coastal Act call for the protection of public recreation areas and facilities in the coastal zone. The certified Venice LUP Map identifies the numerous public recreation areas and facilities in the Venice coastal zone. The certified LUP Map and its land use designations, however, currently only identify the public recreation areas and facilities in Venice, but do not provide any general policy language to protect the identified recreation resources. In most cases, each specific public recreation facility or area is protected by an LUP policy that specifically addresses one area or facility. The proposed changes to the LUP Map must conform to the following Coastal Act policies.

Section 30213 of the Coastal Act states:

Lower cost visitor and recreational facilities shall be protected, encouraged and where feasible, provided. Development providing public recreational opportunities are preferred. Neither the commission nor any regional commission shall either: (1) require that overnight room rentals be fixed at an amount certain for any privately owned and operated hotel, motel or other similar visitor-serving facility located on either public or private lands; or (2) establish or approve any method for the identification of low- or moderate-income persons for the purpose of determining eligibility for overnight room rentals in any such facilities.

Section 30220 of the Coastal Act states:

Coastal areas suited for water-oriented recreational activities that cannot readily be provided at inland water areas shall be protected for such uses.

Section 30221 of the Coastal Act states:

Oceanfront land suitable for recreational use shall be protected for recreational use and development unless present and foreseeable future demand for public or commercial recreational activities that could be accommodated on the property is already adequately provided for in the area.

Section 30222 of the Coastal Act states:

The use of private lands suitable for visitor-serving commercial recreational facilities designed to enhance public opportunities for coastal recreational shall have priority over private residential, general industrial, or general commercial development, but not over agriculture or coastal-dependent industry.

Section 30223 of the Coastal Act states:

Upland areas necessary to support coastal recreational uses shall be reserved for such uses, where feasible.

Thirdly, Section 30240 of the Coastal Act requires that environmentally sensitive habitat areas (ESHA) be protected.

Section 30240 of the Coastal Act states:

- (a) Environmentally sensitive habitat areas shall be protected against any significant disruption of habitat values, and only uses dependent on those resources shall be allowed within those areas.
- (b) Development in areas adjacent to environmentally sensitive habitat areas and parks and recreation areas shall be sited and designed to prevent impacts which would significantly degrade those areas, and shall be compatible with the continuance of those habitat and recreation areas.

Finally, Sections 30251 and 30253 of the Coastal Act generally call for the protection of visual resources and community character. Section 30251 of the Coastal Act requires that development be sited and designed to protect visual resources and community character. Section 30253 of the Coastal Act requires that special communities and neighborhoods be protected from negative effects of new development. The certified Venice LUP Map's land use designations (and defining policies) are instrumental in achieving this mandate of the Coastal Act. Venice is a special community with a unique character that shall be protected pursuant to the following Coastal Act Policies.

Section 30251 of the Coastal Act states:

The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas. New development in highly scenic areas such as those designated in the California Coastline Preservation and Recreation Plan prepared by the Department of Parks and Recreation and by local government shall be subordinate to the character of its setting.

Section 30253 of the Coastal Act states:

New development shall: (1) Minimize risks to life and property in areas of high geologic, flood, and fire hazard. (2) Assure stability and structural integrity, and neither create nor contribute significantly to erosion, geologic instability, or destruction of the site or surrounding areas or in any way require the construction of protective devices that would substantially alter natural land forms along bluffs and cliffs. (3) Be consistent with requirements imposed by an air pollution control district or the State Air Resources Control

Board as to each particular development. (4) Minimize energy consumption and vehicle miles traveled. (5) Where appropriate, protect special communities and neighborhoods which, because of their unique characteristics, are popular visitor destination points for recreational uses.

The certified LUP contains a land use map that assigns appropriate land use designations to coastal lands. The certified LUP also contains policy language that describes the intent of each land use category and defines which types of uses are appropriate in each land use category. The certified LUP Map and LUP policies ensure that coastal resources are protected and that the public's right to access the shoreline is protected.

For example in order to preserve the visual resources and unique character of Venice, the certified LUP includes policies to protect residential neighborhoods by limiting residential density and building bulks and heights. The certified LUP Map protects residential neighborhoods by limiting the extent of commercial land use designations, which prevents the expansion of existing commercial areas into residential neighborhoods. The LUP Map maintains existing commercial areas and nodes (and visitor-serving uses) by designating these areas with commercial land use designations. Although the nature of the Open Space and Public Facilities land use categories is not currently articulated in the LUP, there is a clear pattern that emerges on the certified LUP Map: the City and Commission have designated Venice's recreation areas and environmentally sensitive areas with the Open Space land use designation, and the publicly owned and operated facilities, such as public libraries, public schools, fire and police stations, community services, and utilities (i.e. sewer, transportation, water and power), have been identified with the Public Facility land use designation. It is important that the LUP Map designate each property with a land use designation that carries out the Chapter 3 polices of the Coastal Act.

The certified LUP Map designates each property in Venice (except streets) with one of the following twelve land use categories:

<u>Residential Land Uses</u>	<u>Commercial Land Uses</u>	<u>Other Land Uses</u>
Single Family – Low Density	Artcraft	Limited Industry
Single Family – Low Medium I	General Commercial	
Multi-Family – Low Medium I	Neighborhood Commercial	Open Space
Multi-Family – Low Medium II	Community Commercial	Public Facility
Multi-Family – Medium Density		

A property's land use designation, as shown on the certified LUP Map, indicates what type of use and/or intensity of use would be appropriate for the site. The policy text of the certified LUP gives general and specific guidance for what is permitted or prohibited within each land use category. The property's land use designation also determines the density limit, maximum floor area ratio (FAR), and special development standards that are applicable to the property.

All of the residential and commercial land use categories have corresponding policies in the certified LUP that define which uses, activities or development can be permitted to occur within each land use designation. For instance, the defining LUP policies for each of the five residential land use categories are listed below:

- **Policy I. A. 3. Single-Family Dwelling - Low Density.** Accommodate the development of single-family dwelling units in areas designated as "Single-family Residential" and "Low Density" on the Venice Coastal Land Use Plan. (Exhibits 9 through 12). Such development shall comply with the density and development standards set forth in this LUP.  
***Southeast Venice and the Oxford Triangle***



**Use:** Single-family dwelling / one unit per lot

**Density:** One unit per 5,000 square feet of lot area

**Yards:** Yards shall be required in order to accommodate the need for fire safety, open space, permeable land area for on-site percolation of stormwater, and on-site recreation consistent with the existing scale and character of the neighborhood.

**Height:** Not to exceed 25 feet for buildings with flat roofs or 30 feet for buildings with a varied or stepped back roof line. (See LUP Policy I.A.1 and LUP Height Exhibits 13-16).

• **Policy I. A. 4. Single-Family Dwelling - Low Medium I Density.** Accommodate the development of single-family dwelling units in areas designated as "Single-family Residential" and "Low Medium I Density" on the Venice Coastal Land Use Plan (Exhibits 9 through 12). Such development shall comply with the density and development standards set forth in this LUP.

a. **Venice Canals [Building standards not shown here for brevity.]**

b. **Silver Strand [Building standards not shown here for brevity.]**

c. **Ballona Lagoon West Bank Properties Between Topsail and Via Marina [Building standards not shown here for brevity.]**

d. **Ballona Lagoon West Bank Properties South of Ironsides to Topsail. [Building standards not shown here for brevity.]**

• **Policy I. A. 6. Multi-Family Residential - Low Medium I Density.** Accommodate the development of duplexes and multi-family dwelling units in the areas designated as "Multiple Family Residential" and "Low Medium I" on the Venice Coastal Land Use Plan (Exhibits 9 through 12). Such development shall comply with the density and development standards set forth in this LUP.

**Southeast Venice and Milwood [Building standards not shown here for brevity.]**

• **Policy I. A. 7. Multi-family Residential - Low Medium II Density.** Accommodate the development of multi-family dwelling units in the areas designated as "Multiple Family Residential" and "Low Medium II Density" on the Venice Coastal Land Use Plan (Exhibits 9 through 12). Such development shall comply with the density and development standards set forth in this LUP.

a. **Ballona Lagoon (Grand Canal) East Bank [Building standards not shown here for brevity.]**

b. **Ballona Lagoon and Grand Canal West Bank Property North of Ironsides [Building standards not shown here for brevity.]**

c. **Marina Peninsula [Building standards not shown here for brevity.]**

d. **Oakwood, Milwood, Southeast and North Venice [Building standards not shown here for brevity.]**

• **Policy I. A. 8. Multi-Family Residential - Medium Density.** Accommodate the development of multi-family dwelling units in the areas designated as "Multiple Family Residential" and "Medium Density" on the Venice Coastal Land Use Plan (Exhibits 9 through 12). Such development shall comply with the density and development standards set forth in this LUP.

a. **Southeast Venice [Building standards not shown here for brevity.]**

b. **Silver Strand [Building standards not shown here for brevity.]**

c. **North Venice [Building standards not shown here for brevity.]**

New commercial uses are not permitted in the five residential land use categories listed above. All four of the commercial land use categories, however, allow a mix of residential and commercial uses. The

defining LUP policies for the four commercial land use categories (Arctcraft, General Commercial, Neighborhood Commercial and Community Commercial) are as follows:

- **Policy I. B. 3. Commercial Arctcraft Land Use Designation.** *The purpose of this land use designation is to create enclaves in which the artisan segments of the population may live, create, and market their work, to maintain the variety and distinctiveness of Venice's lifestyles. Residential density in the Commercial Arctcraft designation shall not exceed one unit per 800-1200 square feet of lot area. Land designated Commercial Arctcraft in the Venice Coastal Zone shall include the following areas:*

**North Venice:** *As indicated on the Land Use Policy Maps (Exhibits 10a and 10b), properties located along Abbot Kinney Boulevard from North Venice Boulevard to Westminster Avenue, along Windward Avenue from Ocean Front Walk to Pacific Avenue, and along Ocean Front Walk in that vicinity, including a small site at North Venice Boulevard and Pacific Avenue.*

**Uses:** *Arctcraft activities including mixed-use, combining residential and commercial uses which emphasize artist-in-residence uses, small businesses, light industrial and artisan activities are permitted in these areas. Drive-thru facilities and billboards shall be prohibited in the Commercial Arctcraft land use designation.*

- **Policy I. B. 4. General Commercial Land Use.** *This land use designation is intended to maintain the uses, density, and character of existing low intensity commercial areas. Neighborhood commercial facilities shall also be encouraged within designated General Commercial corridors which are adjacent to residential neighborhoods. This designation primarily occurs at the intersections of major and secondary streets, or as low rise, low density linear "strip" development along major and secondary streets, and includes areas identified as "Mixed-Use Boulevards". Land designated for General Commercial in the Venice Coastal Zone is shown on Exhibits 9 through 12.*

*Additional restrictions for General Commercial designated properties along both sides of Washington Boulevard.*

**Prohibited Uses:** *The following uses shall be prohibited: adult entertainment, automobile repair and testing, fraternity/sorority houses, rescue missions, car wash, drive-thru restaurants, dance halls, motels or hotels, nightclubs or bars, convenience stores, gas stations, recyclable materials collection, freestanding commercial sales or establishments dispensing alcoholic beverages for consumption off-site, grocery stores, billboards, and video arcades.*

- **Policy I. B. 5. Neighborhood Commercial Land Use.** *The Neighborhood Commercial designation is intended to accommodate local neighborhood commercial facilities and services which provide daily convenience goods and services to persons living in nearby residential areas. Small scale neighborhood stores and community services shall be preserved and encouraged. Neighborhood retail goods and services include, but are not limited to the following: art galleries; barber shops or beauty parlors; dry cleaners; laundry services; shoe repair; tailors; florists; hardware stores; drug stores; food/grocery stores; newsstands; medical facilities; and job service centers. Drive-thru facilities and billboards shall be prohibited on properties designated as neighborhood commercial. Community services include day-care, community-meeting rooms, recreational, religious or cultural facilities and similar uses. The clustering of uses minimizes multiple vehicle trips and encourages walking to and from adjacent residential neighborhoods. Areas designated for Neighborhood Commercial Land Use are shown in Exhibits 9 through 12.*

*Physically, Neighborhood Commercial areas are generally characterized by one and two story low-rise structures. Pedestrian activities shall be encouraged by the emphasis on local serving uses, design of buildings, and the incorporation of streetscape amenities.*

• **Policy I. B. 6. Community Commercial Land Use.** *The areas designated as Community Commercial on the Land Use Policy Map (Exhibits 9 through 12) will accommodate the development of community-serving commercial uses and services, with a mix of residential dwelling units and visitor-serving uses. The Community Commercial designation is intended to provide focal points for local shopping, civic and social activities and for visitor-serving commercial uses. They differ from Neighborhood Commercial areas in their size and intensity of business and social activities. The existing community centers in Venice are most consistent with, and should be developed as, mixed-use centers that encourage the development of housing in concert with multi-use commercial uses. The integration and mixing of uses will increase opportunities for employees to live near jobs and residents to live near shopping. Overnight visitor-serving uses, such as hotels and youth hostels, are preferred uses in the Community Commercial land use category.*

**Uses/Density:** *Community commercial uses shall accommodate neighborhood and visitor-serving commercial and personal service uses, emphasizing retail and restaurants; and mixed residential/commercial use with retail on the ground floor and personal services and residential uses on upper floors. Drive-thru facilities and billboards shall be prohibited in the Community Commercial land use category. On a commercial lot, residential uses shall not exceed one unit per 800-1200 square feet of lot area.*

**Community Commercial Areas of Special Interest [Not listed here for brevity.]**

The certified LUP also contains a defining LUP policy for the Limited Industry land use category:

• **Policy I. C. 1. Industrial Land Use.** *The Land Use Plan designates approximately 53 acres of land for Limited Industry land uses. It is the policy of the City to preserve this valuable land resource from the intrusion of other uses, and to ensure its development with high quality industrial uses. Commercial use of industrially designated land shall be restricted. Artist studios with residences may be permitted in the Limited Industry land use category. Adequate off-street parking shall be required for all new or expanded industrial land uses consistent with Policies II.A.3 and II.A.4. The design, scale and height of structures in areas designated for industrial land uses shall be compatible with adjacent uses and the neighboring community.*

The certified LUP, however, does not currently contain defining LUP policies for the remaining two land use categories: Open Space and Public Facility. Five of the ten proposed changes to the certified LUP Map involve either or both of the Open Space and Public Facility land use categories. Without any LUP policies or definitions for the Open Space and Public Facility land use categories, it is unclear as to what uses, activities or development could be permitted to occur within the areas designated with either of these two land use designations. Currently, there exists no standard to determine whether a property should be changed to or from either of these land use categories because there are no LUP policies to define appropriate land uses. Therefore, it is not possible to find that the proposed changes involving these two land use categories are consistent with Chapter 3 policies of the Coastal Act.

Staff is recommending that the Commission approve the LUP amendment request with suggested modifications in order to rectify the lack of sufficient policy guidance for the Open Space and Public Facility land use categories. The suggested modifications would insert into the LUP specific land use policies for the Open Space and Public Facility land use designations. The suggested policies are necessary to: protect marine resources and ESHA from impacts of development, maintain community character, and to maintain and improve the public access and recreational opportunities provided in Venice. These coastal resources would be protected by limiting the types of uses and by restricting the intensity of development that could occur on lands or waters designated with the Open Space and Public Facility land use designations.

The City asserts that adequate policy guidance already exists in the Venice Community Plan, which contains the following policy language:

**Open Space.** Land designated as Open Space represents 16 percent of the Community Plan area, or 320 acres and includes the beach, the canals, Ballona Lagoon and the esplanades, Venice Boulevard median, and the parks mentioned in the Recreation and Park Facilities section above. There are two classifications of Open Space, publicly owned and privately owned open. Open Space is broadly defined as land which is essentially free of structures and buildings or is natural in character and which functions in one or more of the following ways:

1. Recreational and educational opportunities.
2. Scenic, cultural, and historic values.
3. Public health and safety.
4. Preservation and creation of community identity.
5. Rights-of-way for utilities and transportation facilities.
6. Preservation of physical resources or ecologically important areas.
7. Preservation of physical resources including ridge protection.

**Public and Institutional Land Use.** The Venice Community Plan designates 56 acres, or about three percent of the Plan area, to public or institutional uses. Such uses include mostly libraries, parks, schools, fire and police stations, railroad rights-of-way and other publicly owned lands. Public Facilities shown on the Venice Community Plan Map should be developed in accordance with user needs, site area, design and general location identified in the Service Systems Element and the Safety Element of the General Plan. Such development shall be phased and scheduled to provide an efficient and adequate balance between land use and public services. There is a continuing need for the modernizing of public facilities to improve services and accommodate the changes in the Community Plan. However, the community's amenities and environmental quality must be adequately protected. Cost and equitable distribution are major issues in the provision of public facilities and the delivery of public services. It is essential that priorities are established and new and alternate funding sources are identified. Additionally, public and private development must be coordinated to avoid costly duplication so that more services can be provided at a lesser cost.

The Commission as part of the Venice Coastal LUP has not certified the Venice Community Plan, including the above-stated policy language. Therefore, the Commission has not reviewed these policies or found them to be in conformity with the Chapter 3 policies of the Coastal Act.

Prior to certification of the proposed LUP amendment, the certified LUP must be supplemented with a definition of the Open Space and Public Facility land use categories. Without clear policy language to define what each land use category is, there can be no certainty that these land use categories will meet the requirements of Chapter 3. The above-stated policies of the Venice Community Plan do not accurately reflect the use of the Open Space and Public Facility land use categories on the certified Venice Coastal LUP Map (as partially defined by the certified LUP policies that apply to specific Open Space recreation facilities, like the beach), and they do not meet the requirements of the Chapter 3 policies of the Coastal Act. Most, but not all, of the areas designated with the Open Space land use designation on the certified LUP Map are protected by certified LUP policies that apply to specific recreation areas, like the beach and Ocean Front Walk. The Venice Community Plan policy language can be modified and certified as part of the LUP in order to protect coastal resources as required by the Chapter 3 policies of the Coastal Act, and to accurately reflect the use of these two land use categories on the certified LUP Map.

Therefore, staff is recommending that two general land use policies be added to the certified LUP in order to define the Open Space and Public Facility land use categories (See page 4 for suggested policies). The suggested policies have been developed by staff to accurately reflect the existing LUP policy language that applies to specific Open Space areas identified on the certified LUP Map, and to provide adequate protection of coastal resources. The certified LUP contains the following specific policies for the beach, boardwalk, canals and Ballona Lagoon, which are all designated on the certified LUP Map as Open Space:

- **Policy I. D. 1. Canals and Ballona Lagoon Waterways.** *The Venice estuaries and wetlands including the Ballona Lagoon, Venice Canals, and Grand Canal south of Washington Boulevard, are designated in the Land Use Plan as natural and coastal recreational resources, and are rezoned to the "Open Space" designation.*

**Adjacent Use/Development:** *The only permitted development adjacent to the canals and lagoon shall be habitat restoration, single-family dwellings, public parks and walkways, subterranean or surface public parking lots, maintenance activities and emergency repairs. Surface public parking lots shall be permitted only where sufficient access and roadway capacity exists to accommodate such parking. New construction along the Canals, and Ballona Lagoon shall comply with standards for setbacks, noise barriers, landscape plan, pervious surfacing with drainage control measures to filter storm run-off and direct it away from environmentally sensitive habitat areas, buffer areas in permanent open space, land dedication for erosion control, and wetland restoration including off-site drainage improvements. For more details refer to the provisions contained in Policy Group I.A., Residential Land Use and Development Standards, and Policies IV.C.1 and IV.C.2, Stormwater Runoff and Circulation.*

- **Policy I. D. 2. Venice Beach.** *Venice Beach stretches along the coast from Navy Street on the north to the entrance channel of Marina Del Rey.*

**Use/Density:** *The beach shall be zoned Open Space and used for public recreation. There should be no further construction on the beach other than police substation, City's and County's operational and management offices, recreational and accessory facilities such as playground equipment, athletic facilities, restrooms, lifeguard stations, bikeways, related short-term bicycle parking, walkways, lighting facilities where appropriate, and necessary expansion of existing or installation of new infrastructure. Reconstruction and rehabilitation of existing facilities shall be encouraged. Development shall be sited to protect Least Tern nesting areas and other environmentally sensitive habitat areas.*

- **Policy I. D. 3. Views of Natural and Coastal Recreation Resources.** *The scale of development shall comply with height limits, setbacks and standards for building massing specified in Policy Groups I.A and I.B, Residential and Commercial Land Use and Development Standards of this LUP, in order to protect public views of highly scenic coastal areas and vista points, including, but not limited to, the canals, lagoon, jetty, pier, Ocean Front Walk, walk streets and pedestrian oriented special communities.*

- **Policy II. C. 5. Ocean Front Walk.** *It is the policy of the City to complete a continuous public pedestrian walkway that extends from the boundary with City of Santa Monica to the Marina del Rey entrance jetty as indicated on Exhibit 19. Ocean Front Walk shall be preserved and enhanced for public access including but not limited to improvements, such as repaving and landscaping along Ocean Front Walk, development of a pedestrian plaza along Washington Boulevard and provision of landscaping and decorative treatments at Windward Avenue as outlined in the 1995 Venice Beach Ocean Front Walk Refurbishment Plan.*

- **Policy III. D. 1. General.** Existing bodies of water, including the Venice Canals, Grand Canal south of Washington Boulevard, Ballona Lagoon, and the Pacific Ocean and beaches, shall remain open to the public for recreational uses, as specified in this LUP.
- **Policy IV. A. 2. Permitted Uses.** Uses permitted in or adjacent to the canals shall be implemented in a manner to protect the biological productivity of marine resources and maintain healthy populations of marine organisms. Such uses as open space, habitat management, controlled nature study and interpretation, and passive public recreation use of walkways for birdwatching, photography, and strolling shall be encouraged and promoted.
- **Policy IV. B. 1. Ballona Lagoon.**
  - a. **Ballona Lagoon Enhancement Plan.** The Ballona Lagoon shall be restored, protected and maintained for shallow tidal and intertidal marine habitat, fisheries and public access as provided in the Ballona Lagoon Enhancement Plan (See Coastal Commission Coastal Development Permit 5-95-152 and amendments). The plan is intended to improve water quality and tidal flushing; reduce the amount of garbage, sediment and other pollutants in the lagoon; maintain and expand habitat values for the endangered least tern, shorebirds and fisheries; restore native vegetation; protect banks from erosion; maintain and if possible increase the existing 50-year flood protection; and enhance public trails and interpretative overlooks without invading the privacy of adjoining residents. The goals and policies of the Enhancement Plan shall be carried out in a manner consistent with the policies of this LUP. The Ballona Lagoon tidal gates located beneath Via Marina shall be operated in a manner that sustains and enhances biological productivity in the lagoon by ensuring maximum water circulation.
  - b. **Permitted Uses.** Only uses compatible with preservation of this habitat shall be permitted in and adjacent to the lagoon. Uses permitted in or adjacent to the lagoon shall be carried out in a manner to protect the biological productivity of marine resources and maintain healthy populations of marine organisms. Such uses as open space, habitat management, controlled nature study and interpretation, and passive public recreation such as birdwatching, photography, and strolling shall be encouraged and promoted. No fill shall occur in Ballona Lagoon unless it is consistent with Coastal Act Section 30233 and is the least environmentally damaging alternative. No untreated runoff shall be directed into the lagoon.

Other City park areas designated as Open Space on the certified LUP Map, however, do not have specific policy guidance as do the beach, boardwalk, canals and Ballona Lagoon Open Space areas. Thus, the need exists for the addition of general land use policies to define the Open Space and Public Facility land use categories.

In order to be certified as being in conformance with the Chapter 3 policies of the Coastal Act, the City's existing policy language (for Open Space and Public Facility land use designations) contained in the uncertified Venice Community Plan must be modified. First, the Open Space and Public Facility land use designations are two distinct land use designations. They do not overlap. This distinction needs to be made clear in the LUP. The currently certified LUP Map uses only the Open Space land use category for public parks and recreation facilities. The Public Facility land use category is not used for parks and recreation areas. Areas of ecological importance and Environmentally Sensitive Habitat Areas (ESHA) are also identified as Open Space on the certified LUP Map. The Public Facility land use category is used on the certified LUP Map only for publicly owned and operated facilities that provide services other than recreation, such as public schools and utilities (i.e. sewer and transportation facilities). The current LUP Map amendment request would give the Public Facility land

use designation to five more existing publicly-owned and operated facilities: a public school, a public library, fire and police stations, community services, and a City water and power utility station.

Therefore, the suggested policies which would define the Open Space and Public Facility land use designations shall include language that clearly distinguishes between the two types of land uses. The policies in the uncertified Venice Community Plan do not make the distinction between park uses and public facility uses. The suggested modifications state that, Open Space is land or water, essentially free of structures or natural in character, which is protected for recreational, ecological and scenic uses. Land designated with the Public Facility land use category is not open space, but is for publicly-owned and operated facilities such as public libraries, public schools, fire and police stations, community services, and utilities (i.e. sewer, transportation, water and power). Only as modified will the LUP amendment request protect public recreation areas and facilities in the coastal zone as required by Sections 30213, 30220, 30221, 30222 and 30223 of the Coastal Act. The certified LUP identifies the public parks and recreation areas in LUP Policy Group III – Recreation and Visitor-Serving Facilities.

Secondly, in order to protect ESHA as required by Section 30240 of the Coastal Act, the LUP policy that would define the Open Space land use category shall provide clear guidance for the Environmentally Sensitive Habitat Areas (ESHA) designated as Open Space on the certified LUP Map. This guidance is currently provided by certified LUP Policy Group IV – Water and Marine Resources, Environmentally Sensitive Habitat Areas, and Hazards. Some of the Open Space areas (i.e. Ballona Lagoon, canals, Least Tern Preserve) are primarily ecological preserves and ESHA as opposed to public recreation areas. Certified LUP Policy Group IV provides guidance for the use of Open Space areas where public recreation activities may be limited in order to protect the ESHA. Therefore, the Open Space policy shall reference the relevant section of the certified LUP.

Although it is necessary to distinguish between Open Space areas that are primarily ecological preserves as opposed to public recreation areas, it is not necessary to distinguish between private and publicly owned Open Space areas. The Chapter 3 policies of the Coastal Act apply equally to both publicly and privately owned lands, and there is no distinction between publicly and privately owned Open Space on the certified LUP Map. Both publicly and privately owned Open Space would be equally protected under the provisions of the certified LUP, although the vast majority of Open Space land use designations on the certified LUP Map are publicly owned. Part of Ballona Lagoon, which is identified in the certified LUP as ESHA, is one notable exception. Therefore, the Venice Community Plan's classification between publicly and privately owned Open Space is not included in the suggested LUP policy for the Open Space land use category.

Thirdly, the suggested LUP policy that would define the Open Space land use category does not include lands used for utility and transportation rights-of-way or lands to protect ridges, as stated in the uncertified Venice Community Plan policy. There are no ridges in Venice where the topography varies little from sea level. Rights-of-way are not being defined as Open Space or Public Facilities in either of the suggested LUP policies because the certified LUP Map does not currently designate any rights-of-way with the Open Space or Public Facility land use designation, except for the Venice Boulevard median, Ocean Front Walk and Venice Canals. The Venice Boulevard median, Ocean Front Walk and Venice Canals are currently designated as Open Space on the certified LUP Map, and would each specifically identified by name in the recommended Open Space LUP Policy. The rights-of-way for public streets and highways have not been designated with any of the twelve land use categories used on the certified LUP Map. The staff recommendation would retain the status quo in that respect. The rights-of-way for public streets are identified in the certified LUP simply as streets or walk streets, and are protected by specific LUP policies.

The recommended policies would clearly define each land use category and ensure that any uses or development that occur within each land use category will not violate the policies of the certified LUP that protect coastal resources as required by Chapter 3 of the Coastal Act.

Therefore, Staff recommends that the following policies be added to the certified LUP:

**Policy I. C. 10. Open Space.** Land and water areas designated as Open Space shall be protected for recreational, ecological and scenic uses while providing for other uses which would benefit the public without significant impairment of the environment or recreational uses. Open Space is defined as land or water which is essentially free of structures or is natural in character, and which functions in one or more of the following ways:

1. Recreational and educational opportunities.
2. Scenic, cultural and historic values.
3. Public health and safety.
4. Preservation and creation of community identity.
5. Preservation of physical resources or ecologically important areas.

Land and water areas designated as Open Space on the Land Use Plan Map include the beach, the canals, Ballona Lagoon and its banks, Venice Boulevard median, Ocean Front Walk, and the parks identified in LUP Policy Group III – Recreation and Visitor-Serving Facilities. Open Space areas identified as Environmentally Sensitive Habitat Areas (ESHA) are governed by LUP Policy Group IV – Water and Marine Resources, Environmentally Sensitive Habitat Areas, and Hazards.

**• Policy I. C. 11. Public Facility.** Land designated as Public Facility on the Land Use Plan Map includes publicly-owned and operated facilities such as public libraries, public schools, fire and police stations, community services, and utilities (i.e. sewer, transportation, water and power). Public Facilities shall be developed in accordance with the policies of the certified LUP so that the design, scale and height of structures on land designated as Public Facility is compatible with adjacent uses and the neighboring community. Adequate off-street parking shall be required for all new or expanded public facilities consistent with Policy II.A.3.

The above-stated suggested modifications would protect open space, public recreation areas and ESHA that are designated with the Open Space land use designation. Only as modified can the LUP amendment be found to be consistent with the policies of the Coastal Act that protect public recreation areas and facilities (Sections 30213, 30220, 30221, 30222 & 30223). The public recreation areas would be protected by the policy language that clearly defines the types of uses that are appropriate for this land use category. Additionally, the suggested Open Space LUP policy would refer to the existing certified LUP policies that protect the ESHA. Certified LUP Policy Group IV protects the ESHAs as required by Section 30240 of the Coastal Act. The scenic and visual qualities of the coastal zone would be protected, as required by Sections 30251 and 30253 of the Coastal Act, with the Open Space land use designation, and the recommend LUP policy.

A policy for the Public Facility land use designation is necessary to protect community character by requiring that, "Public Facilities shall be developed in accordance with the policies of the certified LUP so that the design, scale and height of structures on land designated as Public Facility is compatible with adjacent uses and the neighboring community." This language, modeled after the language in contained certified LUP Policy I.C.1 (***Industrial Land Use – See page 11***), is suggested as part of the LUP policy that would define the Public Facility land use category. The suggested LUP policy would also protect public access and parking by requiring the provision of adequate off-street parking,



consistent with certified LUP Policy II.A.3 (*Parking Requirements*), for all new or expanded public facilities. The parking requirements of certified LUP Policy II.A.3 apply to "all new development, any addition and/or change of use" in the area covered by the certified Venice LUP.

Without the addition of the suggested policies into the certified LUP, there would not be adequate guidance in the certified LUP for determining the appropriate types and intensity of uses that are allowed in the Open Space and Public Facility land use categories. The certified LUP will be the standard of review for the adoption (or subsequent amendment of) the LCP Implementing ordinances (LIP), which will include the zoning and building standards. The certified LUP policies would also be the standard of review for appeals of local coastal development permits, subsequent to the certification of the Venice LCP. Therefore, it is necessary to supplement the certified LUP with new policies that define the Open Space and Public Facility land use designations. Only as modified can the LUP amendment request be found to be consistent with the Chapter 3 policies of the Coastal Act.

If modified as suggested, the LUP amendment request will be consistent with the Chapter 3 policies of the Coastal Act. Public recreation areas and facilities will be protected as required by Sections 30213, 30220, 30221 30222 and 30223 of the Coastal Act, community character and scenic resources will be protected as required by Sections 30251 and 30253, and the ESHAs will be protected as required by Section 30240.

### **C. Analysis of City's Requested Changes to the Certified LUP Map**

As previously stated, the standard of review for the proposed amendment to the certified LUP Map, pursuant to Section 30512 of the Coastal Act, is that the proposed LUP amendment meets the requirements of, is in conformity with, the Chapter 3 policies of the Coastal Act.

In order to preserve the visual resources and unique character of Venice, the certified LUP includes policies to protect neighborhoods by limiting residential density, commercial intensity, and building bulks and heights. The LUP Map maintains existing commercial areas and nodes, but would not expand the existing commercial areas into residential neighborhoods. Recreational areas and environmentally sensitive areas have been given the Open Space land use designation on the certified LUP Map. Publicly owned and operated facilities, such as public schools and utilities (i.e. sewer and transportation facilities) have been identified with the Public Facility land use designation on the certified LUP Map. It is important that the LUP Map designate each property with a land use designation that carries out the Chapter 3 policies of the Coastal Act.

The certified LUP Map designates each property in Venice with one of the following twelve land use categories:

#### **Residential Land Uses**

Single Family – Low Density  
Single Family – Low Medium I  
Multi-Family – Low Medium I  
Multi-Family – Low Medium II  
Multi-Family – Medium Density

#### **Commercial Land Uses**

Artcraft  
General Commercial  
Neighborhood Commercial  
Community Commercial

#### **Other Land Uses**

Limited Industry  
Open Space  
Public Facility

A property's land use designation, as shown on the certified LUP Map, indicates what type of use and/or intensity of use would be appropriate for the site. The policy text of the certified LUP gives general and specific guidance for what is permitted or prohibited within each land use category. The property's land use designation also determines the density limit, maximum floor area ratio (FAR), and special development standards that are applicable to the property.

The Venice area is one of the oldest urban areas on the coast. As such, it was almost fully developed in 2001 when the Commission certified the Venice LUP. In general, the land use designations identified on the certified Venice LUP Map closely reflect the current use and existing density of each subarea or property. The coastal resources in Venice are protected by the certified LUP Map's land use designations, along with the accompanying policy text. The City's currently proposed changes to the LUP Map would not result in any changes to the existing established land uses. The City's proposed land use designations would continue to protect the unique character of each Venice neighborhood, protect and enhance public access and recreation, and protect sensitive coastal resources.

Each of the ten proposed changes to land use designation area described and analyzed below.

**Subarea 36 (See Attachment A, p.2):** This proposed change to the certified LUP Map would affect four lots on the inland side of the Venice boardwalk (Ocean Front Walk). These four lots are currently developed with apartments, offices and retail stores. The land use designation on these lots would change from **Residential (Medium)** to **Community Commercial**. The Residential (Medium) land use category allows the highest density of all the residential land use categories (one unit per 800-1,200 sq.ft. of lot area). The Community Commercial land use designation on these properties would better reflect the existing mixed commercial/residential character of the Venice boardwalk, and would continue to allow residential uses at the same density as does the Residential (Medium) land use category. The existing commercial uses are non-conforming uses in the current Residential (Medium) land use designation.

The following certified LUP Policies are relevant to this proposed change. Certified LUP Policy I.B.6 specifies what types of uses are preferred on properties designated with the Community Commercial land use designation. The existing uses in Subarea 36 would conform to this policy.

Certified LUP Policy I.B.6 states:

- **Policy I. B. 6. Community Commercial Land Use.** *The areas designated as Community Commercial on the Land Use Policy Map (Exhibits 9 through 12) will accommodate the development of community-serving commercial uses and services, with a mix of residential dwelling units and visitor-serving uses. The Community Commercial designation is intended to provide focal points for local shopping, civic and social activities and for visitor-serving commercial uses. They differ from Neighborhood Commercial areas in their size and intensity of business and social activities. The existing community centers in Venice are most consistent with, and should be developed as, mixed-use centers that encourage the development of housing in concert with multi-use commercial uses. The integration and mixing of uses will increase opportunities for employees to live near jobs and residents to live near shopping. Overnight visitor-serving uses, such as hotels and youth hostels, are preferred uses in the Community Commercial land use category.*  
**Uses/Density:** *Community commercial uses shall accommodate neighborhood and visitor-serving commercial and personal service uses, emphasizing retail and restaurants; and mixed residential/commercial use with retail on the ground floor and personal services and residential uses on upper floors. Drive-thru facilities and billboards shall be prohibited in the Community Commercial land use category. On a commercial lot, residential uses shall not exceed one unit per 800-1200 square feet of lot area.*

The Community Commercial land use designation proposed for Subarea 36 would allow a mix of residential and commercial uses as called for by LUP Policy I.B.2 (see below). Therefore, this proposed change would be consistent with the intent of the certified LUP to encourage a mix of residential and commercial uses, especially along the boardwalk.

Certified LUP Policy I.B.2 states:

- **Policy I. B. 2. Mixed-Use Development.** *Mixed-use residential-commercial development shall be encouraged in all areas designated on the Land Use Policy Map for commercial use. Residential density in commercial land use designations shall not exceed one unit per 800-1200 square feet of lot area and shall comply with the Floor Area Ratio (FAR) limits set forth in Policy I.B.7. The design of mixed-use development is intended to help mitigate the impact of the traffic generated by the development on coastal access roads and reduce parking demand by reducing the need for automobile use by residents and encouraging pedestrian activity. Such development shall comply with the density and development standards set forth in this LUP.*

In order to be certified, the proposed change to the certified LUP Map for Subarea 36 must be consistent with the Chapter 3 policies of the Coastal Act. The proposed Community Commercial land use designation is consistent with, and would protect, the existing unique character of the area, as required by Sections 30251 and 30253 of the Coastal Act. Neither the allowable residential density nor the allowable buildings heights would be increased by the proposed change in land use designation. Additionally, the proposed Community Commercial land use designation conforms to Section 30222 of the Coastal Act because it designates private lands for uses that include visitor-serving commercial uses such as hotels and youth hostels (See LUP Policy I.B.6 above). Visitor-serving commercial uses are higher priority uses than residential uses. Residential uses would be the only conforming use under the subarea's existing Residential (Medium) land use designation. Commercial uses would be non-conforming uses in any residential land use category.

The designation of Subarea 36 as a Community Commercial land use would not conflict with Section 30212.5 (Public Facilities), Sections 30213, 30220, 30221 and 30223 (public recreation), or Section 30240 (ESHA) of the Coastal Act because this change does not involve a public facility, recreation area or an ESHA. The visitors of the adjacent public recreation area (boardwalk and beach) would benefit from a land use designation that allows a mix of commercial uses and residential uses, rather than one that allows only residential uses. Therefore, change to the certified LUP Map can be found to be in conformity with the Chapter 3 policies of the Coastal Act.

**Subareas 28 & 39 (See Attachment A, p.3):** These two subareas are situated together near the intersection of the Venice boardwalk (Ocean Front Walk) and North Venice Boulevard. The land use designation for these two subareas would change from a residential land use designation to Commercial Artcraft, and would result in a modes expansion of the existing Artcraft node that exists along North Venice Boulevard. The land use designation for the seven lots in Subarea 28, which are currently vacant or developed with multi-family residential uses, would change from **Residential (Low Medium II)** to **Commercial Artcraft**. The land use designation for the two lots in Subarea 39, which are currently developed with a mix of residential and retail uses, would change from **Residential (Medium)** to **Commercial Artcraft**.

The Residential (Medium) land use category allows the highest density of all the residential land use categories (Multi-family: one unit per 800-1,200 sq.ft. of lot area). The Residential (Low Medium II) land use category allows the second highest density of all the residential land use categories (Multi-family: one unit per 1,500-2,000). The Commercial Artcraft land use designation on these properties would better reflect the existing mixed commercial/residential character of the Venice boardwalk and North Venice Boulevard, and would continue to allow residential uses at the same density as does the Residential (Medium) land use category. Certified LUP Policy I.B.3 specifies what types of uses are preferred on properties designated with the Commercial Artcraft land use designation. The existing uses (residences and small businesses) in Subareas 28 and 39 are allowable uses in the Commercial Artcraft (North Venice) land use category.

Certified LUP Policy I.B.3 states:

• **Policy I. B. 3. Commercial Artcraft Land Use Designation.** *The purpose of this land use designation is to create enclaves in which the artisan segments of the population may live, create, and market their work, to maintain the variety and distinctiveness of Venice's lifestyles. Residential density in the Commercial Artcraft designation shall not exceed one unit per 800-1200 square feet of lot area. Land designated Commercial Artcraft in the Venice Coastal Zone shall include the following areas:*

**North Venice:** *As indicated on the Land Use Policy Maps (Exhibits 10a and 10b), properties located along Abbot Kinney Boulevard from North Venice Boulevard to Westminster Avenue, along Windward Avenue from Ocean Front Walk to Pacific Avenue, and along Ocean Front Walk in that vicinity, including a small site at North Venice Boulevard and Pacific Avenue.*

**Uses:** *Artcraft activities including mixed-use, combining residential and commercial uses which emphasize artist-in-residence uses, small businesses, light industrial and artisan activities are permitted in these areas. Drive-thru facilities and billboards shall be prohibited in the Commercial Artcraft land use designation.*

The proposed Commercial Artcraft land use designation allows a mix of residential and commercial uses as called for by LUP Policy I.B.2 (*Mixed-Use Development - See page nineteen*). Therefore, this proposed change to the certified LUP Map would be consistent with the intent of the certified LUP to encourage a mix of residential and commercial uses, especially along the boardwalk.

The proposed changes to the certified LUP Map for Subareas 28 and 39 can be found to be in conformity with the Chapter 3 policies of the Coastal Act. The proposed Commercial Artcraft land use designation is consistent with, and would protect, the existing unique character of the area, as required by Sections 30251 and 30253 of the Coastal Act. Residential density and buildings heights would not be substantially increased by the change in land use designation. Additionally, the proposed Commercial Artcraft land use designation conforms to Section 30222 of the Coastal Act because it designates private lands for uses that include commercial uses that could serve local residents and beach visitors. This proposed change would not conflict with Section 30212.5 (Public Facilities), Sections 30213, 30220, 30221 and 30223 (public recreation), or Section 30240 (ESHA) of the Coastal Act because this change does not involve a public facility or an ESHA. The visitors of the adjacent public recreation area (boardwalk and beach) would benefit from a land use designation that allows a mix of commercial uses and residential uses, rather than one that allows only residential uses.

The proposed change to Subarea 28 necessitates a correction in the form of a suggested modification because the City's LUP amendment submittal documents (Jan. 2002 LUP Matrix) indicate that the land use designation for Subarea 28 was changed from Low Med II Residential to Neighborhood Commercial. The City's amended LUP Map, however, indicates that Subarea 28 was designated with the Commercial Artcraft land use category, which would match the rest of the block (See Attachment A, p.3). City staff states that the intended and correct land use category for Subarea 28 is Commercial Artcraft. Therefore, a suggested modification requires that the City Council shall affirm that Subarea 28 is designated as Commercial Artcraft on the official Venice LUP Map. [See page four of this report for the suggested modifications.] As modified, the change to the certified LUP Map can be found to be in conformity with the Chapter 3 policies of the Coastal Act.

**Subareas 40, 42, 43, 44 & 46 (See Attachment A, ps.4&5):** In each of these five subareas, the City proposes to change the current land use designation to **Public Facility** in order to recognize the publicly owned facility that occupies each site.

**Subarea 40** (Attachment A, p.4), a City block bounded by Fourth Avenue, Sunset Avenue, Fifth Avenue and Vernon Avenue, is the site of the Los Angeles Unified School District's Venice Skills Center. The current land use designation is Residential (Low Medium II).

**Subarea 42** (Attachment A, p.4), situated on the west (seaward) side of Lincoln Boulevard, is a City of Los Angeles Department of Water and Power service facility. The current land use designation is General Commercial.

**Subarea 43** (Attachment A, p.5), comprised of three lots in the Milwood area of Venice, is a City of Los Angeles Youth and Family Center operated by the Community Development Department. The current land use designation is Residential (Low Medium I).

**Subarea 44** (Attachment A, p.5), within the Venice Boulevard median, is the site of the Venice Branch Community Library, operated by the City of Los Angeles. The current land use designation is Open Space.

**Subarea 46** (Attachment A, p.5) is comprised of City of Los Angeles Fire Station No. 63 (1930 Shell Avenue) and the Venice Division 14 Police Station (685 Venice Boulevard). The Venice Division 14 Police Station is a 1930 Art Deco building that the City has designated as a Historic-Cultural Monument. The current land use designation is General Commercial.

In each of these cases, the City has requested to amend the certified LUP Map to designate the site with the Public Facility land use designation because of the publicly owned facilities that exist on the site. It is not clear, however, how the proposed land use designation for these five subareas is consistent with the Chapter 3 policies of the Coastal Act because the certified LUP currently contains no policy language for general or specific guidance on what is permitted or prohibited within the Public Facility land use category. In addition, the certified LUP currently contains no policy language for the Open Space land use category. Without such policy guidance, the proposed LUP amendment does not adequately protect coastal resources and cannot be found to be consistent with the Chapter 3 policies of the Coastal Act.

Prior to certification of the proposed LUP amendment, the certified LUP must be supplemented with policies that define the Open Space and Public Facility land use designations, as discussed in the previous section of the staff report (*See page six*). Without clear policy language to define each land use category on the certified LUP Map, there can be no certainty that these land use categories will meet the requirements of Chapter 3. Therefore, it is necessary to supplement the certified LUP with new policies that define the Open Space and Public Facility land use designations. Only as modified can the LUP amendment request be found to be consistent with the Chapter 3 policies of the Coastal Act.

If modified as suggested, the LUP amendment request will be consistent with the Chapter 3 policies of the Coastal Act. The suggested LUP policies will protect the public recreation areas and facilities as required by Sections 30213, 30220, 30221, 30222 and 30223 of the Coastal Act. Community character and scenic resources will also be protected by the suggested policies as required by Sections 30251 and 30253, and the ESHAs will be protected as required by Section 30240. [*Please refer to findings of pages six through seventeen.*]

**Subarea 33 (See Attachment A, p.5):** This proposed change to the certified LUP Map would affect six large residential lots in Southeast Venice. These large lots (averaging 10,000 sq.ft.) are currently developed with single family residences. The land use designation on these lots would change from **Residential (Medium)** to **Residential (Low Medium I)**. The proposed Low Medium I land use designation permits a lower density of residential uses (one unit per 2,500 sq.ft. of lot area) than does

the Medium land use designation (one unit per 1,200 sq.ft. of lot area), although both land uses designations allow both single family and multi-family residential uses. The proposed Low Medium I land use designation would reduce permitted density and better reflect the existing low-density character of this residential neighborhood. The residential areas situated immediately south and east of Subarea 33 are also currently designated with the Low Medium I land use designation. West of Subarea 33, high-density residential uses dominate the east side of Venice Boulevard, as reflected by the certified LUP Map. The proposed change in land use designation in Subarea 33 from one residential land use to a lower density residential land use, does not conflict with any Chapter 3 policies.

**Subarea 53 (See Attachment A, p.6):** This proposed change to the certified LUP Map would affect three lots on Oxford Avenue, south of Washington Boulevard, in the Oxford Triangle area of Venice. These lots were recently developed (c. 1996) with single family residences as part of a residential tract development in a former railroad right-of-way. Local Coastal Development Permit No. 93-003 (Semler), approved by the City of Los Angeles, permitted the subdivision of the former railroad right-of-way and the construction of fifteen single family residences, including the homes on the three lots affected by this LUP amendment request. The local coastal development permit was appealed to the Commission, but on April 12, 1995 the Commission rejected the appeal with a finding of "No Substantial Issue" [See Appeal file A5-VEN-94-008 (Semler)]. The land use designation on these lots would change from **General Commercial** to **Residential (Low)** to reflect the actual use of the properties as single family residences. Since the existing houses are new structures with only two on-site parking spaces each, it is unlikely that the current use would ever change to a commercial use. There exists adequate land, as designated on the certified LUP Map, for commercial uses in Venice. Therefore, the proposed land use designation is appropriate, and does not conflict with any Chapter 3 policies.

#### **D. California Environmental Quality Act (CEQA)**

Section 21080.5 of the California Environmental Quality Act (CEQA) exempts local governments from the requirement of preparing an environmental impact report (EIR) in connection with its local coastal program (LCP). Instead, the CEQA responsibilities are assigned to the Coastal Commission. However, the Commission's LCP review and approval program has been found by the Resources Agency to be functionally equivalent to the EIR process. Thus, under Section 21080.5 of CEQA, the Commission is relieved of the responsibility to prepare an EIR for each LCP. Nevertheless, the Commission is required in an LCP submittal to find that the LCP conforms with the provisions of CEQA.

As outlined in this staff report, the proposed amendment to the Venice LUP, as modified, preserves the unique character of Venice as a special coastal community, maintains and improves public access to the shoreline, increases public recreational opportunities, and protects environmentally sensitive habitat areas. Therefore the Commission finds that the LUP amendment, as modified, is in conformity with the policies of Chapter 3 of the Coastal Act. The Commission's certification of the LUP amendment, as modified, will not result in significant adverse environmental effects under the meaning of CEQA.

The Commission finds that for the reasons discussed in this report, if the LUP amendment is modified as suggested, there are no additional feasible alternatives or feasible mitigation measures available that could substantially reduce any adverse environmental impacts. The Commission further finds that the proposed LCP amendment is consistent with Section 21080.5(d)(2)(A) of the Public Resources Code.

# ATTACHMENT A

## Venice LUP Amendment No. 1-02

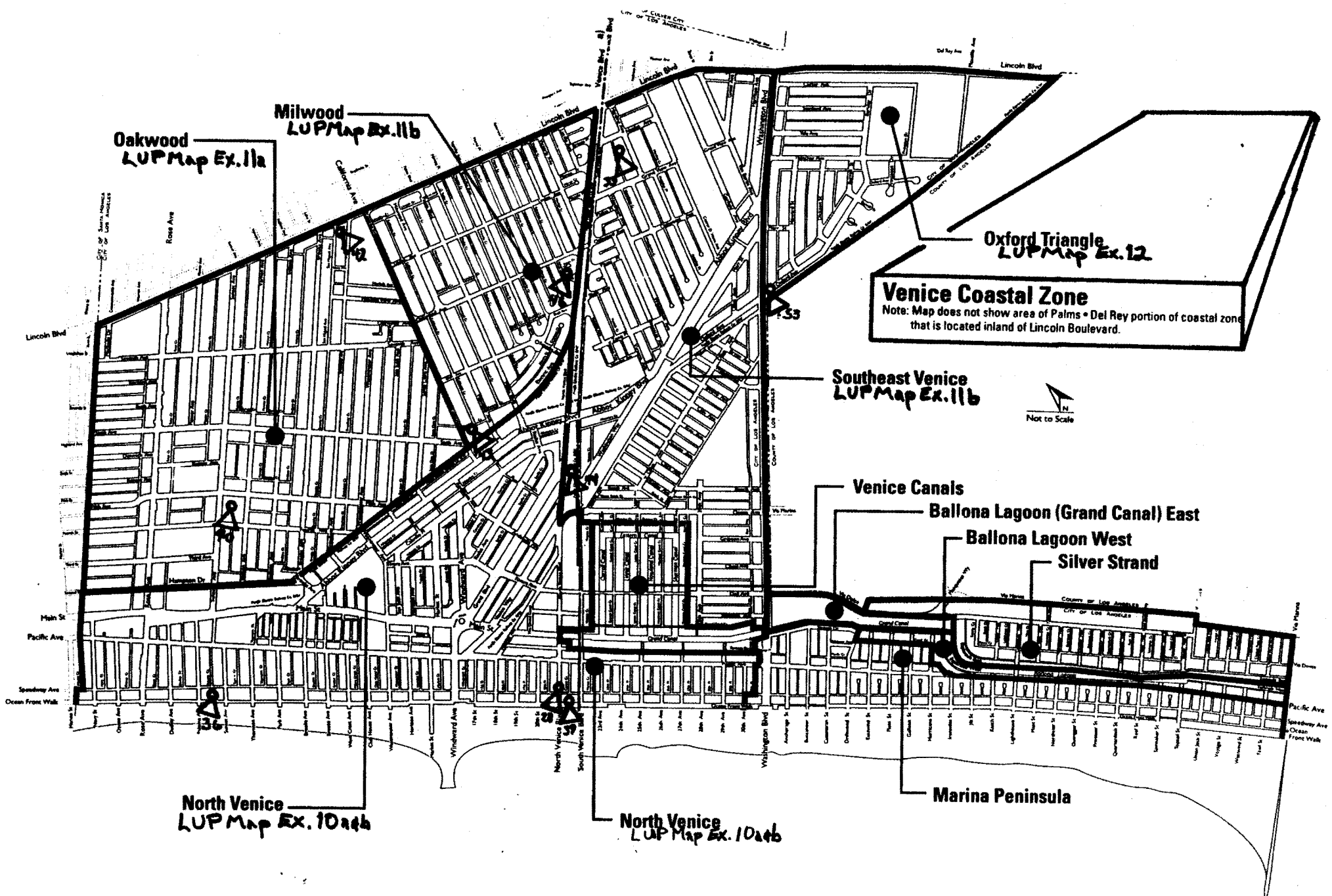
Attachment A includes:

1. Venice Coastal Zone Map (Page 1 of 6)
2. Land Use Plan Map Exhibit 10a (Page 2 of 6)
3. Land Use Plan Map Exhibit 10b (Page 3 of 6)
4. Land Use Plan Map Exhibit 11a (Page 4 of 6)
5. Land Use Plan Map Exhibit 11b (Page 5 of 6)
6. Land Use Plan Map Exhibit 12 (Page 6 of 6)

The five attached Land Use Plan (LUP) Maps identify the City's ten proposed changes to the certified land use designations.

### PROPOSED AMENDMENT TO THE VENICE COASTAL ZONE LAND USE PLAN (LUP) MATRIX January 2002

SUB-AREAS	LUP MAP EXHIBIT	ADOPTED VENICE COMMUNITY PLAN (09/29/00)		CERTIFIED VENICE LUP (06/14/01)	PROPOSED LUP AMENDMENT	EXISTING LAND USE/COMMENTS (See Exhibit C for additional information)
		land use designation	zone	land use designation	land use designation	
28	10b	Neighborhood Commercial	[T][Q]C1.5-1-O-CA (Ord 173,575)	Low Medium II	<del>Neighborhood Commercial</del> Correction: Artcraft	- lots on Speedway between 20 <sup>th</sup> Place & Center Court - a vacant lot; multi-family units - plan amendment (CPU)
33	11b	Low Medium I	R2-1	Medium	Low Medium I	- north of Harding Avenue; east of Grand Avenue - existing use is Single Family on lots averaging 10,000 sq ft
36	10a	Community Commercial	[Q]C1-1	Medium	Community Commercial	- on Ocean Front Walk between Paloma & Sunset Avenues - apartments, retail stores, offices - map correction (CPU)
39	10b	Neighborhood Commercial	[Q]C1-1-O-CA (Ord 173,575)	Medium	Artcraft	- 2017-2021 Ocean Front Walk between N Venice Bl & 20 <sup>th</sup> Pl - 2-story bldg of residential, pkg, & retail uses
40	11a	Public Facility	PF (Ord 173,575)	Low Medium II	Public Facility	- south of Sunset Avenue between 4 <sup>th</sup> & 5 <sup>th</sup> Street - Los Angeles Unified School District Venice Skills Center
42	11a	Public Facility	PF (Ord 173,575)	General Commercial	Public Facility	- north of Broadway Avenue; west of Lincoln Boulevard - Department of Water and Power service facility
43	11b	Public Facility	PF (Ord 173,575)	Low Medium I	Public Facility	- south of California Avenue; east of Electric Avenue - LA City Youth & Family Center
44	11b	Public Facility	PF (Ord 173,575)	Open Space	Public Facility	- 501 S Venice Boulevard - community library
46	11b	Public Facility	PF (Ord 173,575)	General Commercial	Public Facility	- Fire Station #63 located at 1930 Shell Avenue; Venice Division 14 Police Station located at 685 Venice Boulevard
53	12	Low	R1-1	General Commercial	Low	- on Washington Boulevard/RR - within the Oxford Triangle Specific Plan - single-family

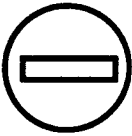


Do-Proposed Change to LUP Map - See Attached Maps

**ATTACHMENT A**

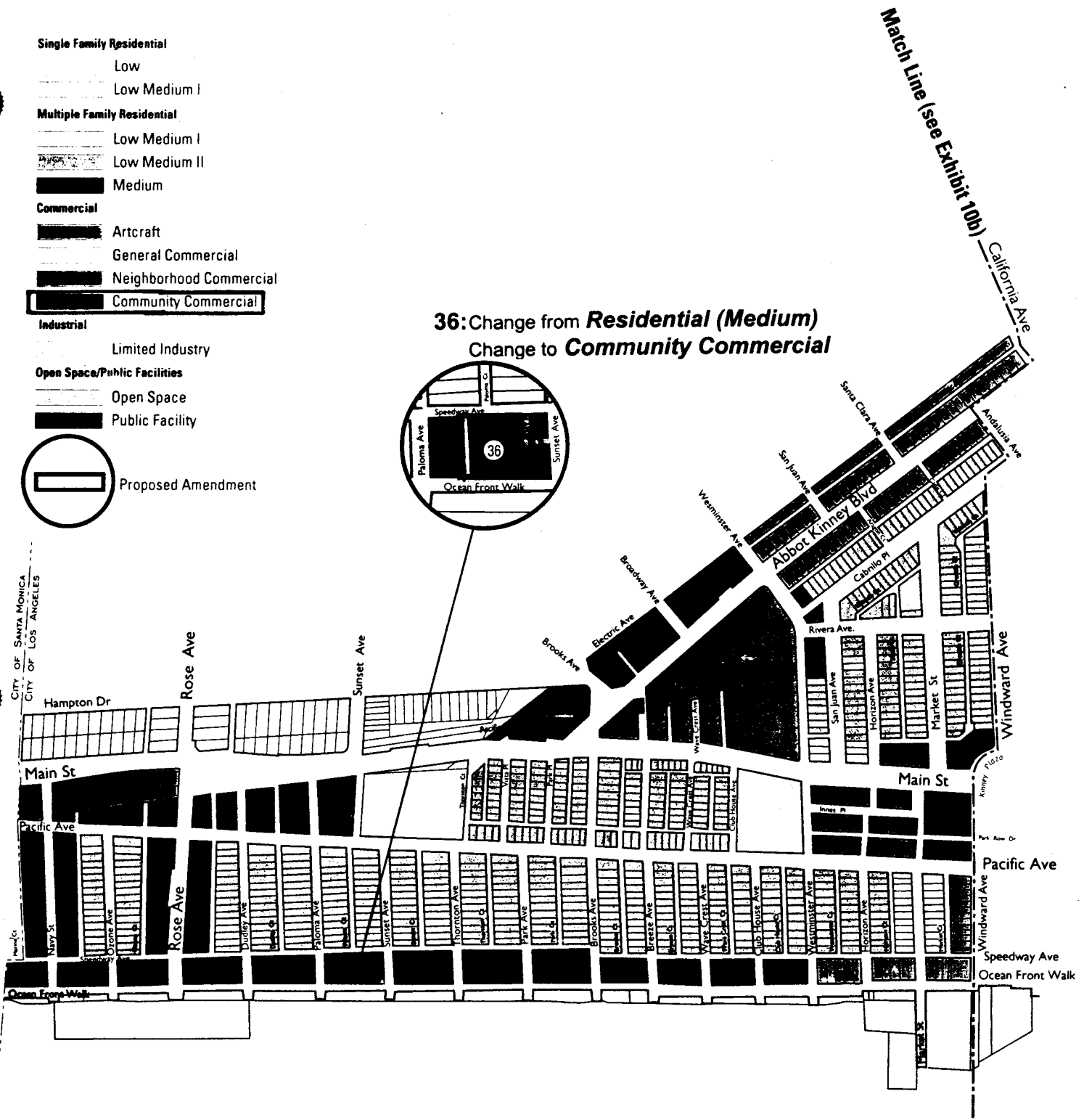
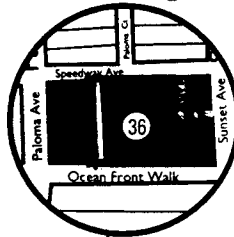


- Single Family Residential**
  - Low
  - Low Medium I
- Multiple Family Residential**
  - Low Medium I
  - Low Medium II
  - Medium
- Commercial**
  - Artcraft
  - General Commercial
  - Neighborhood Commercial
  - Community Commercial**
- Industrial**
  - Limited Industry
- Open Space/Public Facilities**
  - Open Space
  - Public Facility



Proposed Amendment

**36: Change from Residential (Medium)  
Change to Community Commercial**



**Exhibit 10a  
Land Use Plan (Map): North Venice • Venice Canals**



**ATTACHMENT A**

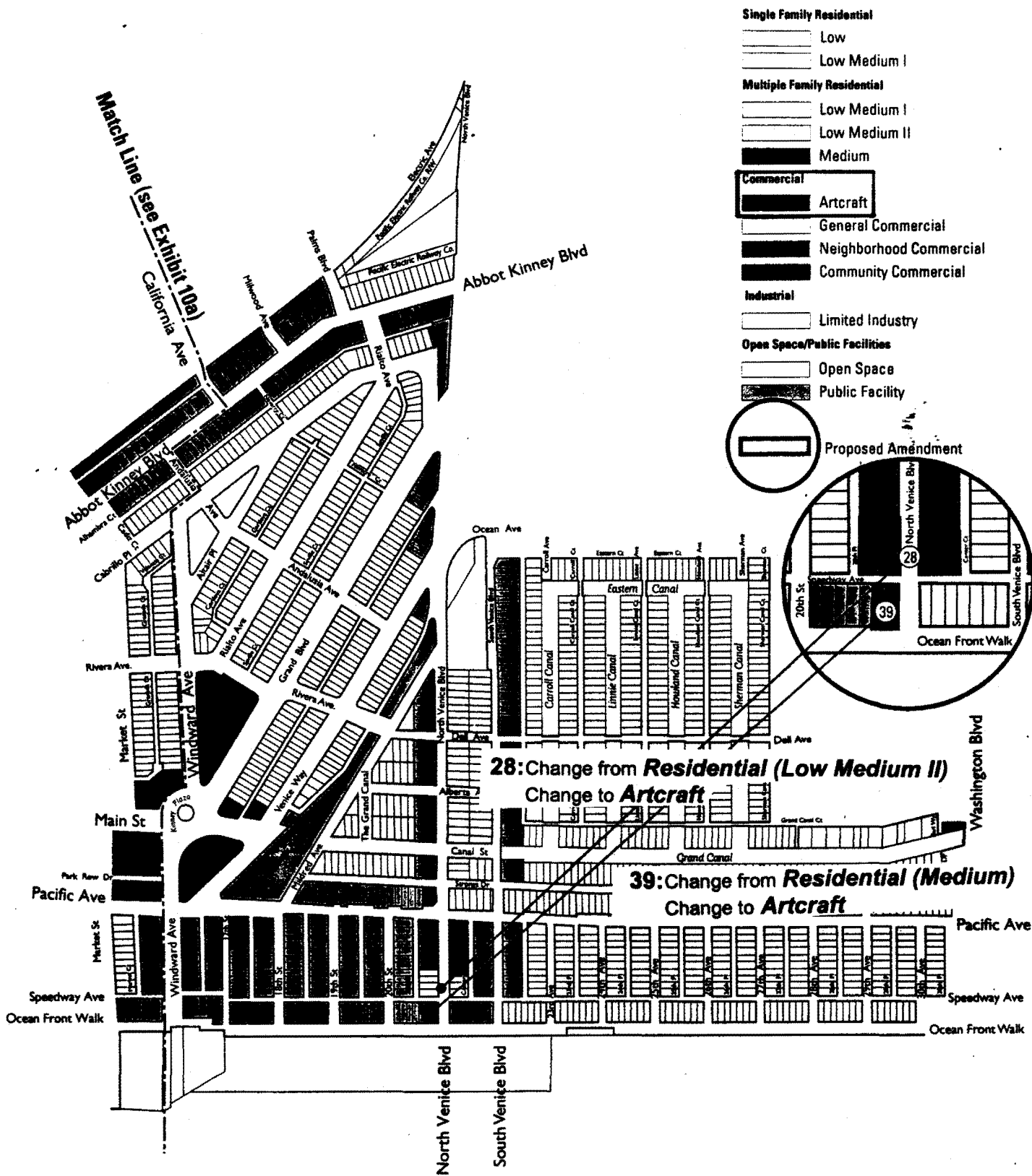
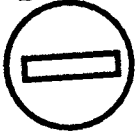


Exhibit 10b  
**Land Use Plan (Map): North Venice • Venice Canals**

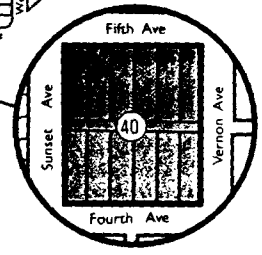
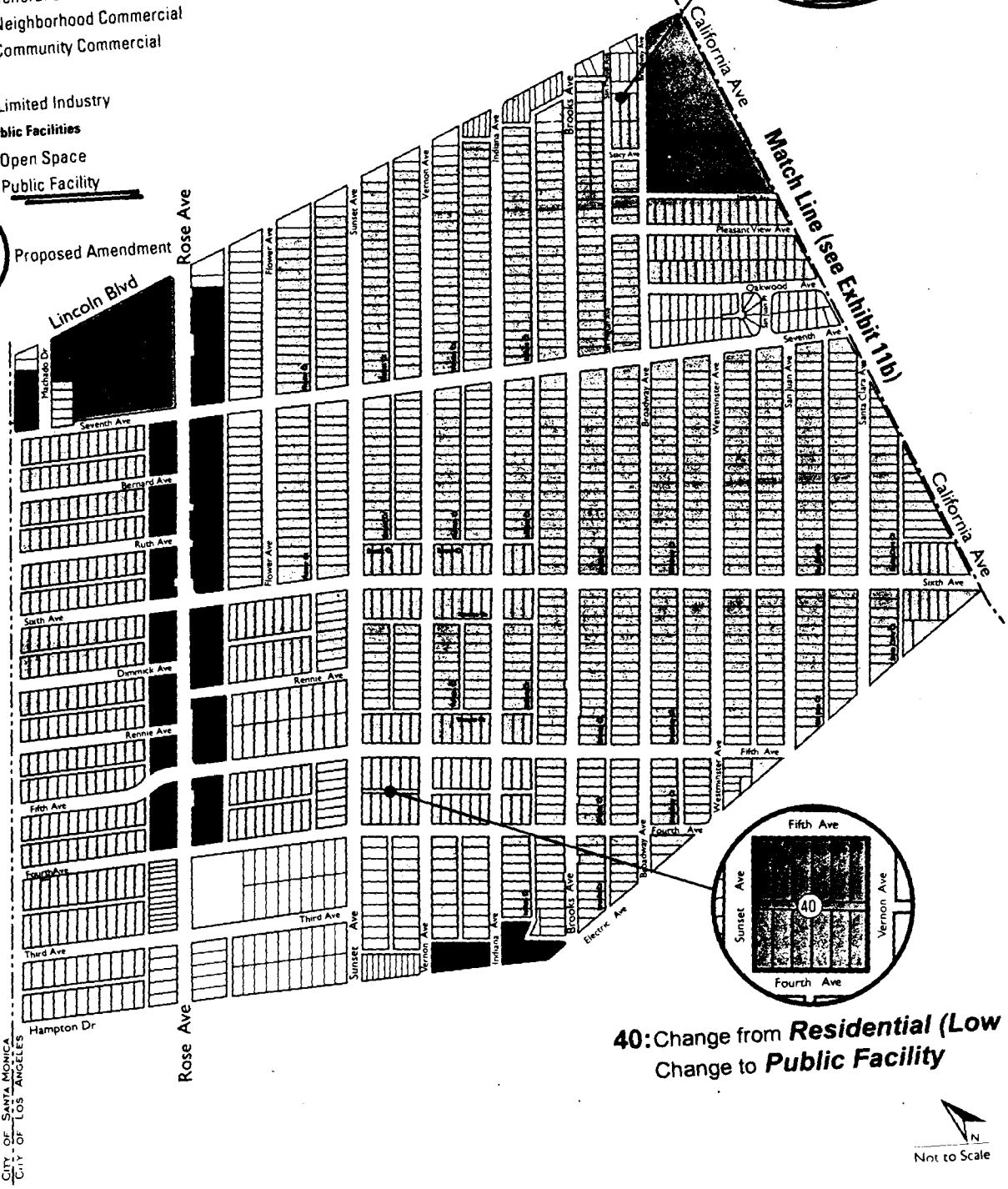
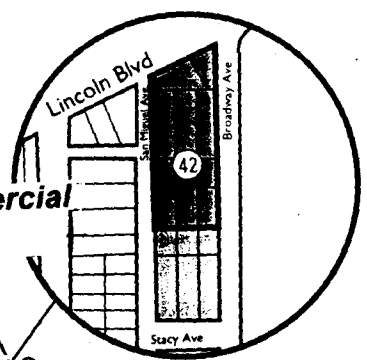


- Single Family Residential
  - Low
  - Low Medium I
- Multiple Family Residential
  - Low Medium I
  - Low Medium II
  - Medium
- Commercial
  - Artcraft
  - General Commercial
  - Neighborhood Commercial
  - Community Commercial
- Industrial
  - Limited Industry
- Open Space/Public Facilities
  - Open Space
  - Public Facility



Proposed Amendment

**42: Change from *General Commercial*  
Change to *Public Facility***

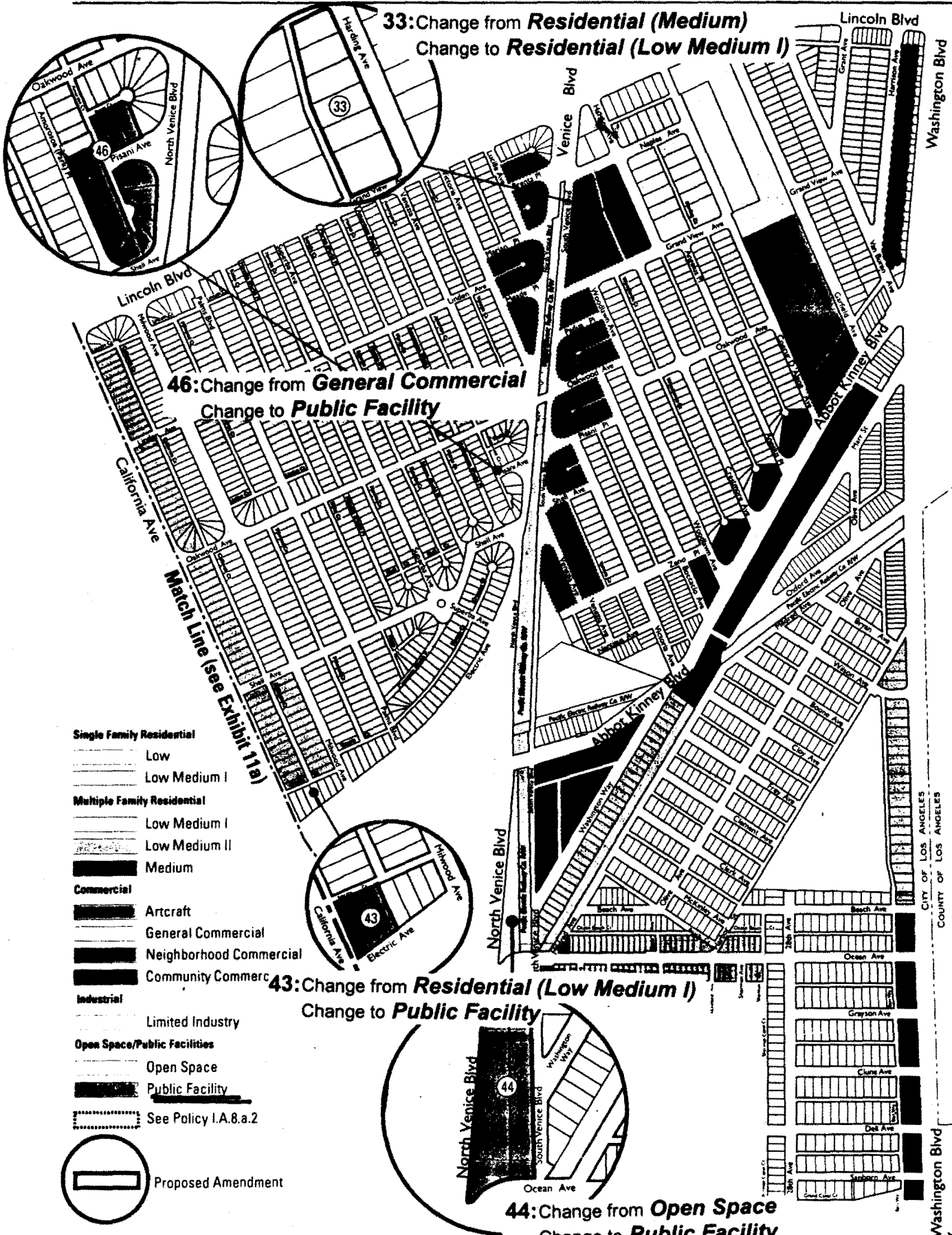


**40: Change from *Residential (Low Medium II)*  
Change to *Public Facility***

CITY OF SANTA MONICA  
CITY OF LOS ANGELES



**Exhibit 11a  
Land Use Plan (Map): Oakwood • Milwood • Southeast Venice  
ATTACHMENT A**



**33:** Change from *Residential (Medium)*  
Change to *Residential (Low Medium I)*

**46:** Change from *General Commercial*  
Change to *Public Facility*

**43:** Change from *Residential (Low Medium I)*  
Change to *Public Facility*

**44:** Change from *Open Space*  
Change to *Public Facility*

- Single Family Residential**
  - Low
  - Low Medium I
- Multiple Family Residential**
  - Low Medium I
  - Low Medium II
  - Medium
- Commercial**
  - Artcraft
  - General Commercial
  - Neighborhood Commercial
  - Community Commercial
- Industrial**
  - Limited Industry
- Open Space/Public Facilities**
  - Open Space
  - Public Facility
  - See Policy I.A.8.a.2
- Proposed Amendment**

CITY OF LOS ANGELES  
COUNTY OF LOS ANGELES

Washington Blvd  
Not to Scale

**Exhibit 11b  
Land Use Plan (Map): Oakwood • Milwood • Southeast Venice**

**ATTACHMENT A**

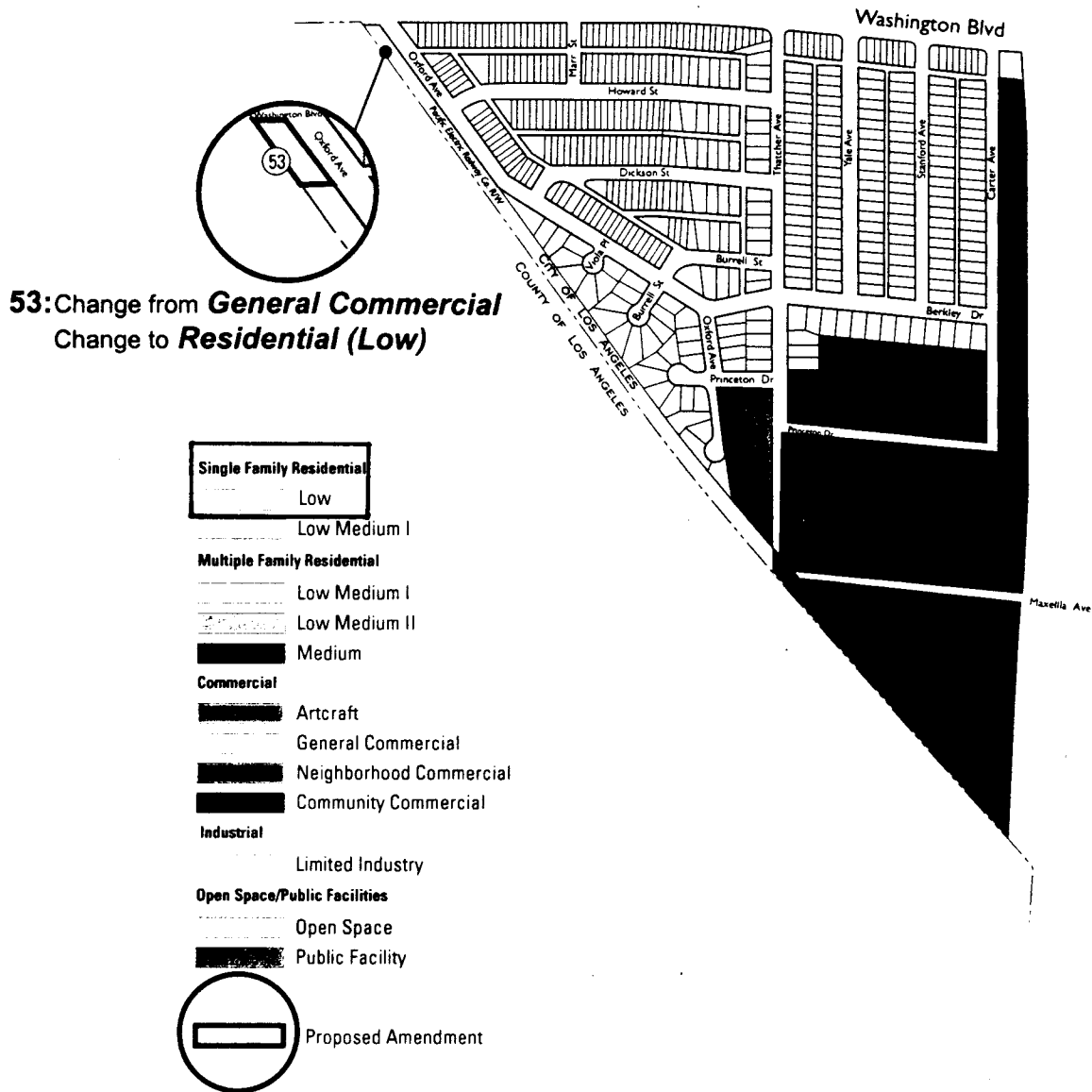


Exhibit 12  
**Land Use Plan (Map): Oxford Triangle**



