



# The Other-to-Residential Toolkit

Exploring the potential for adding new housing through land use conversions of underutilized non-residential sites across the SCAG region.

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September 27, 2022 | SCAG Planning Division



Toolbox  
Tuesday

[WWW.SCAG.CA.GOV](http://WWW.SCAG.CA.GOV)



# HOUSEKEEPING

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1. Meeting length: 1.5 hour
2. This meeting is being recorded
3. All participant lines will be muted
4. At the end, there will be a Q&A session
5. If you have a question during the presentation, please type it into the chat box
6. We will log all questions and then voice a selection at the end of the presentation
7. A recording of this webinar and the PowerPoint slides will be available on the SCAG website. We will send a link to everyone who has registered after the event



# AGENDA

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## **1. Overview of the Other-to-Residential (OTR) Toolkit**

- I. The Typologies
- II. Identification of Sites
- III. Toolkit Structure
- IV. Toolbox
- V. Case Studies

## **2. Practical Applications of the OTR Toolkit by Cities and Sub-Regional COGs**

Jonathan Pacheco Bell (Senior Project Manager) & Walter Siembab (Research Director)

## **3. Q & A**

# THE OTHER-TO-RESIDENTIAL (OTR) TOOLKIT

**What** is the OTR Toolkit?

**Who** is it the for?

**Why** is it needed?

## WHAT IS THE OTHER-TO-RESIDENTIAL TOOLKIT?

The Other-to-Residential Toolkit provides an actionable guide to envisioning the reuse and conversion of underutilized sites in the SCAG region that fall within the retail commercial, brownfield, gas stations, and underutilized golf course typologies. The Toolkit contains direction for how to identify opportunities and barriers for residential conversion, offers best practices and implementable actions, and provides the steps required to begin and complete the conversion process.

## WHY IS IT NEEDED?

The mounting housing shortage in the SCAG region has created a need for finding innovative ways to increase the housing supply. SCAG prioritizes infill and redevelopment of underutilized land based on the priorities and strategies outlined in Connect SoCal, the 6-county region's 2020 adopted Regional Transportation Plan and Sustainable Communities Strategy. However, the built-out nature of Southern California communities are often a barrier for adding more housing in the region, creating challenges for many cities looking to achieve their Regional Housing Needs Assessment (RHNA) targets. The Toolkit offers options and strategies to rethink existing underutilized nonresidential sites as potential opportunities to add more housing in existing urban areas within the SCAG region.

## WHO IS IT FOR?

The Toolkit has been designed to support policymakers and agency staff in the SCAG region to think creatively about ways to facilitate or initiate additional housing development within their jurisdictions. It offers a step-by-step process to identify barriers and find solution as well as a Toolbox of measures that agencies can leverage to facilitate or initiate site conversion processes.

## WHEN SHOULD I USE IT?

Use the Toolkit as a resource to think through the conversion process for a specific site typology or specific sites in your community that you may have in mind. For example, if you are already exploring converting strip retail centers to housing this resource provides additional guidance and tools. Alternatively, you can use the Toolkit as inspiration to identify a specific land use/underutilized site typology in your jurisdiction to further explore the potential for adding housing.



TOOLKIT STRUCTURE

**A**  
STEP-BY-STEP  
GUIDE  
PAGE  
6

*Use the Step-by-Step Guide first to identify potential opportunity sites of a specific site typology, the existing issues and barriers to their conversion, potential tools for agency action to facilitate housing development and potential project/site conversion scenario examples.*

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OTHER-TO-RESIDENTIAL  
TOOLBOX  
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*The Other-to-Residential Toolbox is a detailed resource with a additional information on each specific tool. Refer to the Toolbox for an explanation of each tool along with examples of how to apply them.*

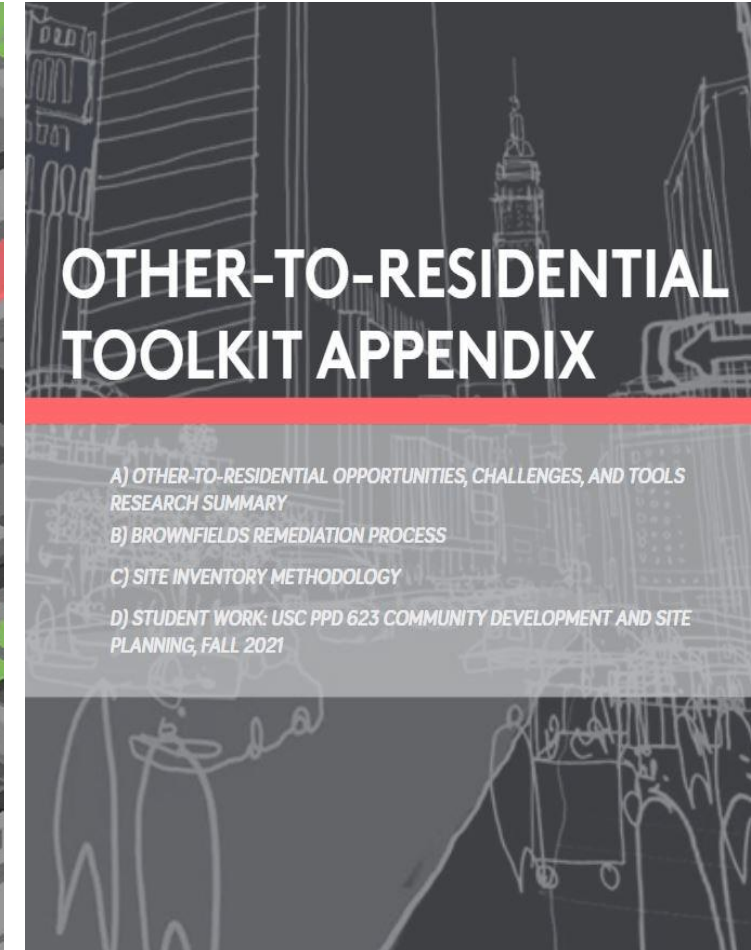
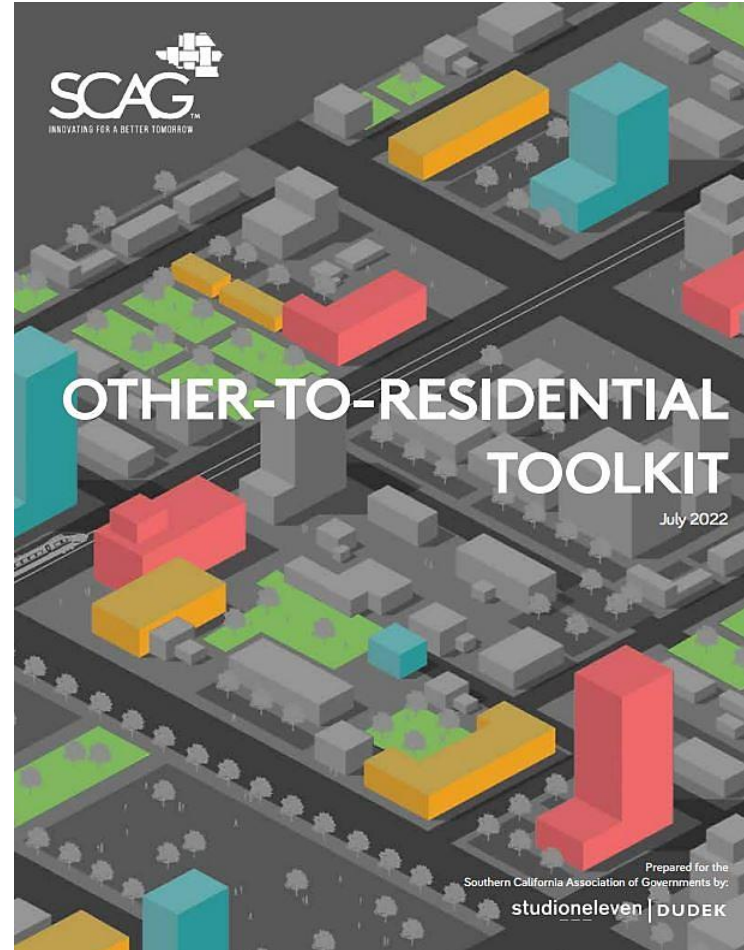
**C**  
CASE STUDIES  
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*Case Studies illustrate real-world examples of residential conversion of the four site typologies discussed in the Toolkit. Developer Interviews for the case study research informed the formulation of the Step-by-Step Guide and Toolbox, and serve as inspiration for implementable initiatives to create more sustainable housing.*

# THE TOOLKIT: COMPONENTS

## OTR TOOLKIT

1. Step-by-Step Guide
2. Toolbox
3. Site Design Lookbook
4. Case studies
5. OTR APPENDIX
  - i. Research Memo
  - ii. Brownfields Remediation Memo
  - iii. Site Inventory Methodology

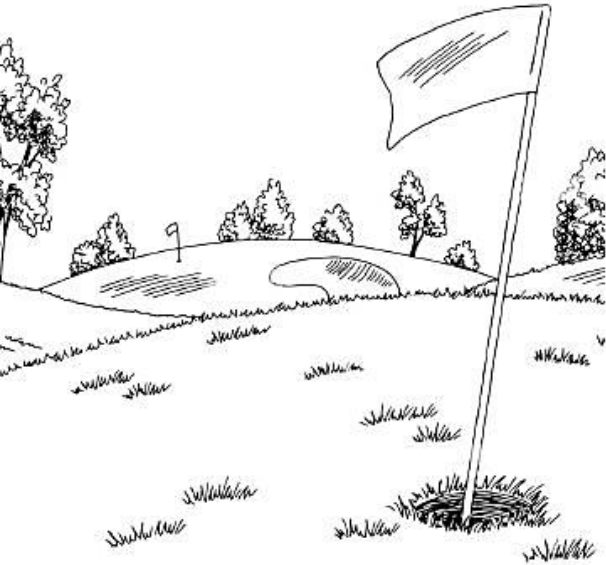




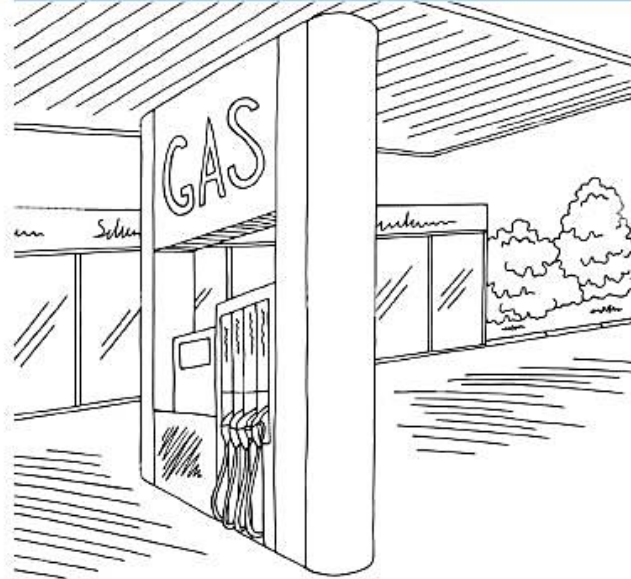
# THE OPPORTUNITY

Golf courses, gas stations, retail commercial and brownfields have the potential to become attractive for conversion to residential due to market factors, the changing nature of their use, and broader policies and priorities for development Statewide

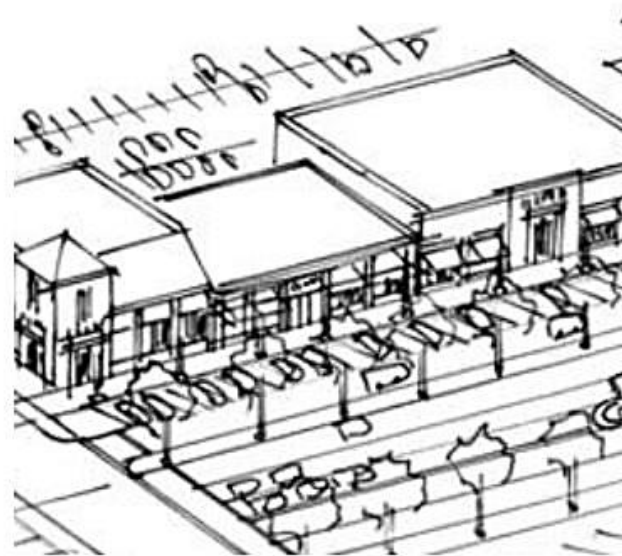
## GOLF COURSES



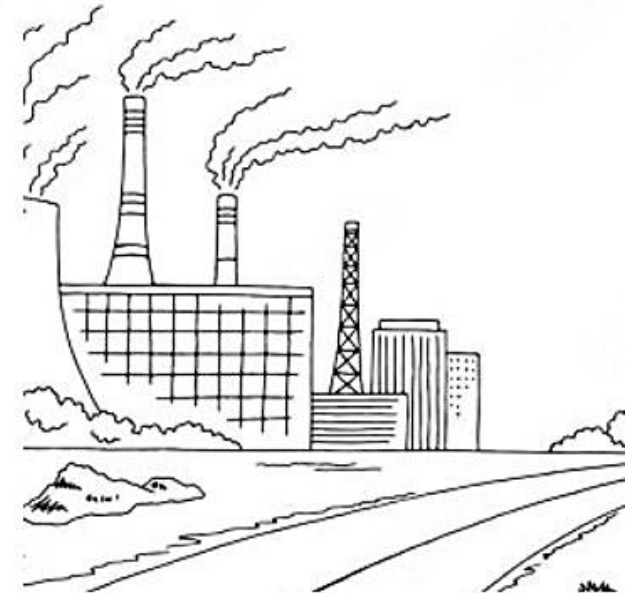
## GAS STATIONS



## RETAIL COMMERCIAL



## BROWNFIELDS



# TYOLOGIES: GOLF COURSES

Closure of golf courses nationwide opens the debate on new uses for them

Municipal golf courses are publicly owned so cities and public agencies can have more control over how they are developed

Surplus Land Act has enabled jurisdictions to redevelop golf courses more easily

As large sites, golf courses provide the opportunity for phased redevelopment

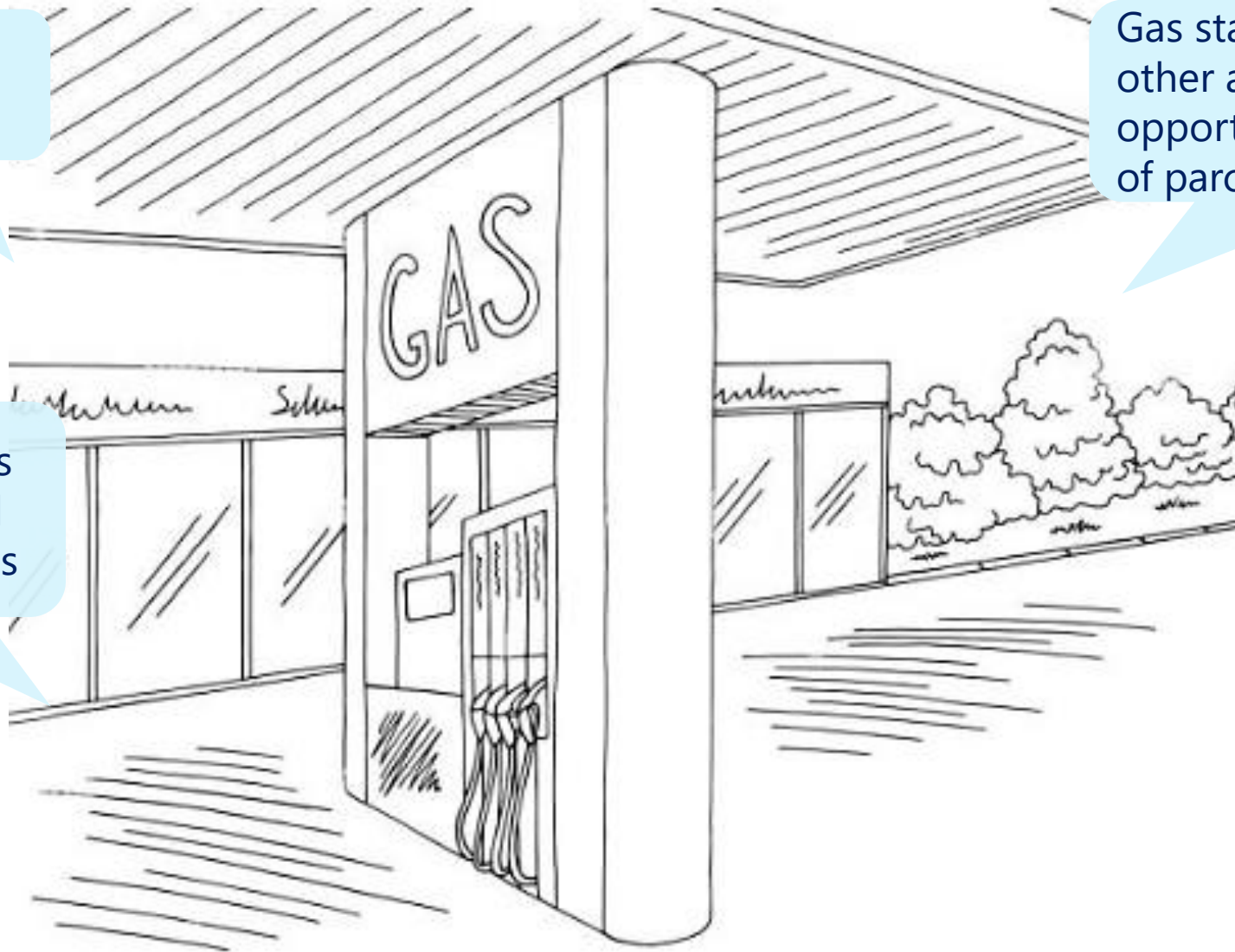


# TYOLOGIES: GAS STATIONS

Nationwide trend of gas stations closing down

Gas station sites offers opportunities to build housing in urban areas

Gas stations are adjacent to other auto uses providing opportunities for consolidation of parcels

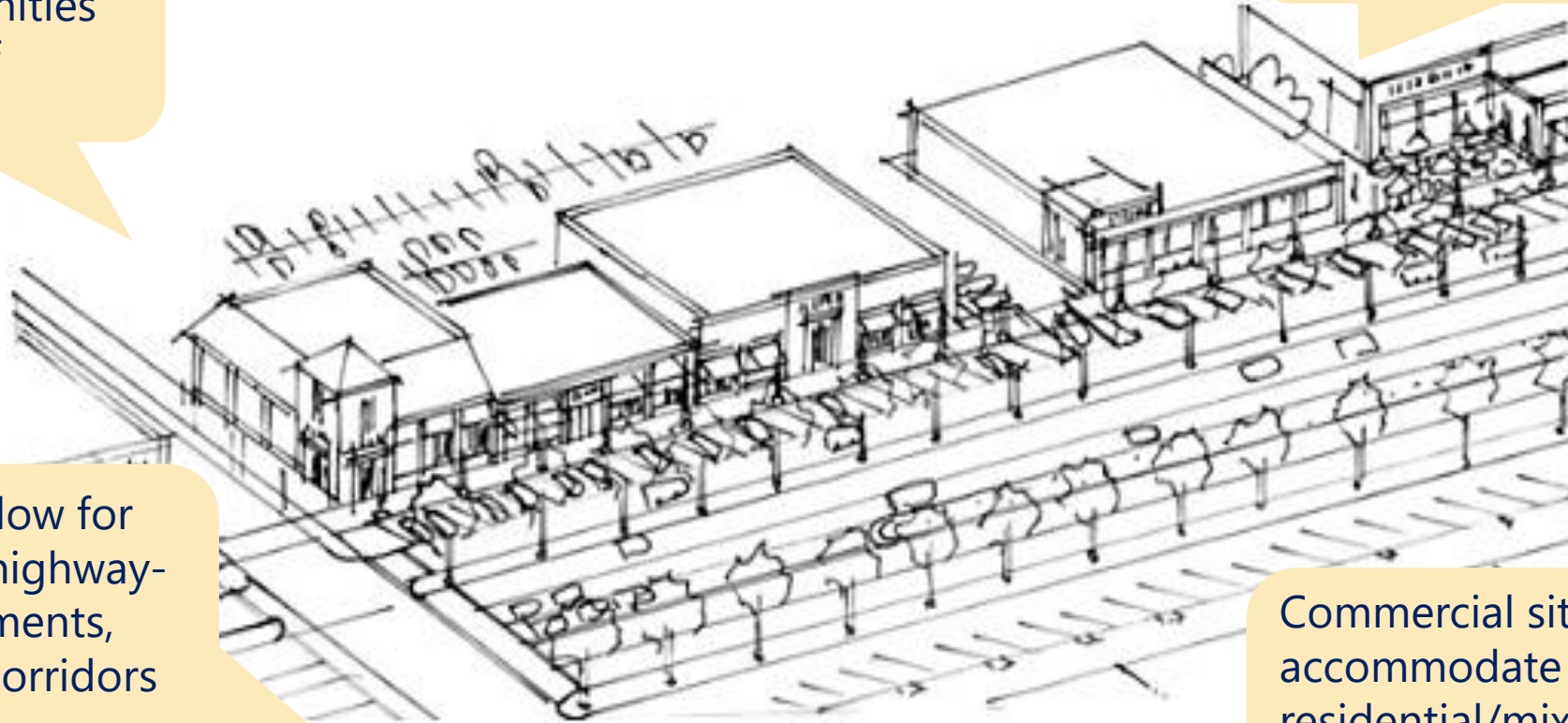




# TYPOLOGIES: RETAIL COMMERCIAL

Growing e-commerce and low tenancy rates provide opportunities for conversion of commercial sites

Existing zoning codes may permit residential uses on commercial sites



Commercial sites allow for transit adjacent or highway-accessible developments, often along major corridors and intersections

Commercial sites can often accommodate large residential/mixed-use redevelopment projects with high unit counts

# TYOLOGIES: BROWNFIELDS

Brownfields are often infill sites in urban core areas



Redeveloping brownfields can revitalize historically disadvantaged areas

Federal and State funding opportunities and tax incentives available for brownfields assessments and cleanup

The Brownfields Utilization, Investment, and Local Development Act (Build Act) & Liability Relief provisions reduces liability risks in brownfield developments

# IDENTIFICATION OF SUITABLE SITES

SCAG's [HELPR Tool](#) can assist agencies select parcels best suited for conversion to residential in their jurisdictions

Use queries to:

1. Sort the parcels by the specific land use typologies
2. Parcels can be filtered based on ideal physical site considerations conducive to residential development
3. Agencies can also prioritize parcels for conversion to residential based on access and opportunity criteria

The screenshot displays the SCAG HELPR 2.0 Housing Element Parcel Tool interface. On the left, there is a sidebar with a 'Select a Jurisdiction' dropdown menu set to '- All -'. Below this is a 'Filter Parcels' section with two tabs: 'Standard Filters' and 'ADU Filters'. The 'Standard Filters' tab is active, showing a list of filters with checkboxes and circular indicators: 'Vacant parcels of appropriate size', 'Lower valued commercial/retail', 'Public-owned land', 'Inside priority growth area, outside constraint area', 'Outside environmentally sensitive areas', 'Inside higher opportunity areas', 'Inside environmental justice areas', and 'Close proximity to services'. At the bottom of the sidebar, it shows 'Number of Selected Parcels' as 'COUNT()' and two buttons: 'Download Parcels (CSV)' and 'Download Parcels (SHP)'. The main area is a map of Southern California with various cities and counties labeled, including King City, Coalinga, Tulare, Porterville, Delano, Bakersfield, California City, Ridgecrest, Santa Maria, Lompoc, Santa Barbara, Santa Clara, Lancaster, Palmdale, Victorville, Barstow, Los Angeles, Pomona, Riverside, Banning, Cathedral City, San Diego, Escondido, Tijuana, Mexicali, Yuma, San Luis Rio Colorado, Bullhead City, and Lake Havasu City. The map is overlaid with a grid and various colored overlays representing different land use or zoning categories.

# TOTAL NUMBER OF SITES IDENTIFIED IN THE SCAG REGION



County	Total # of Parcels for all Land Uses	Total Acreage
Orange	8,959	17,299
Los Angeles	5,366	15,839
Riverside	2,903	14,031
San Bernadino	2,425	6,745
Ventura	497	1,254
Imperial	113	608
<b>Total</b>	<b>20,263</b>	<b>55,776</b>

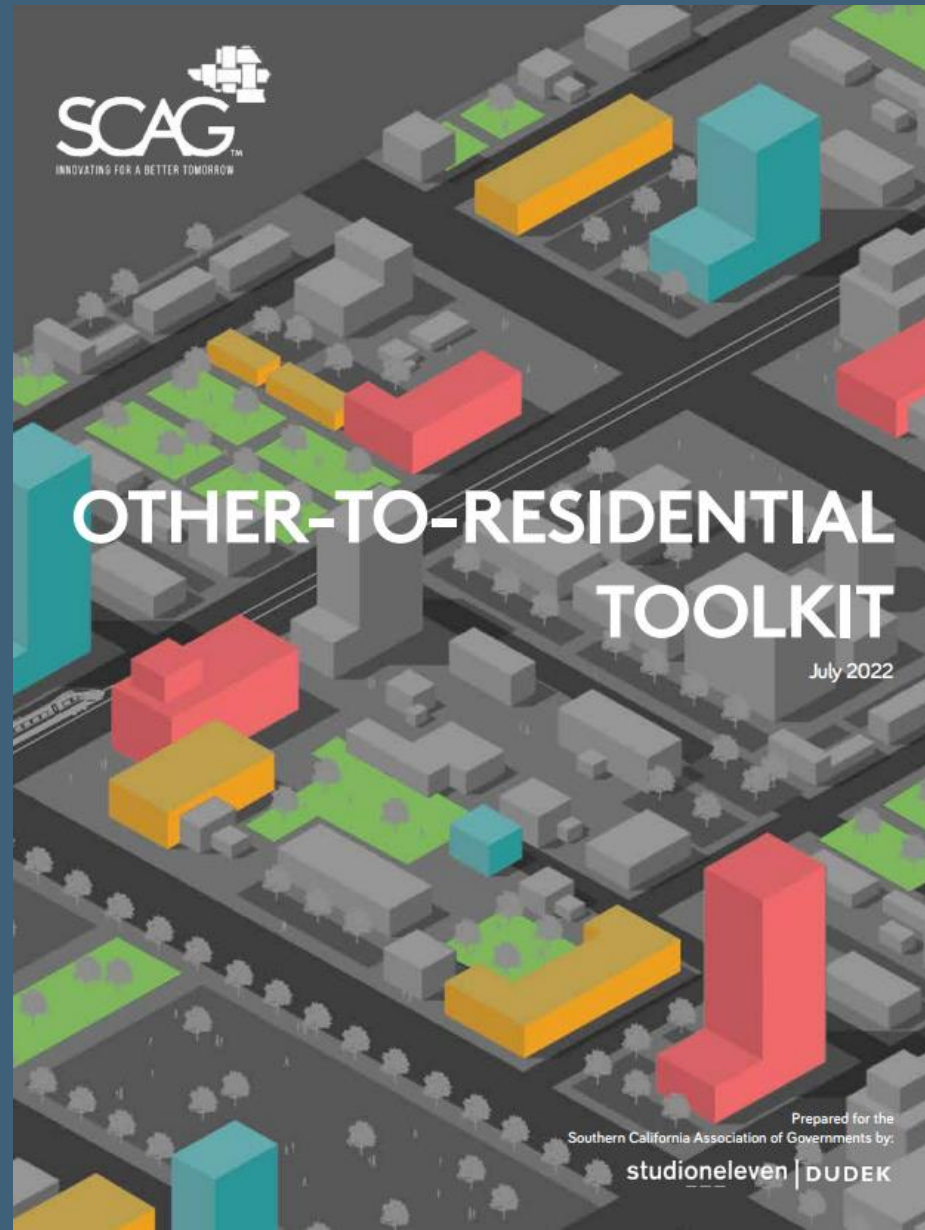


# THE TOOLKIT: STRUCTURE

A. Step-by-Step Guide

B. Toolbox

C. Case Studies



TOOLKIT STRUCTURE

**A**

STEP-BY-STEP  
GUIDE

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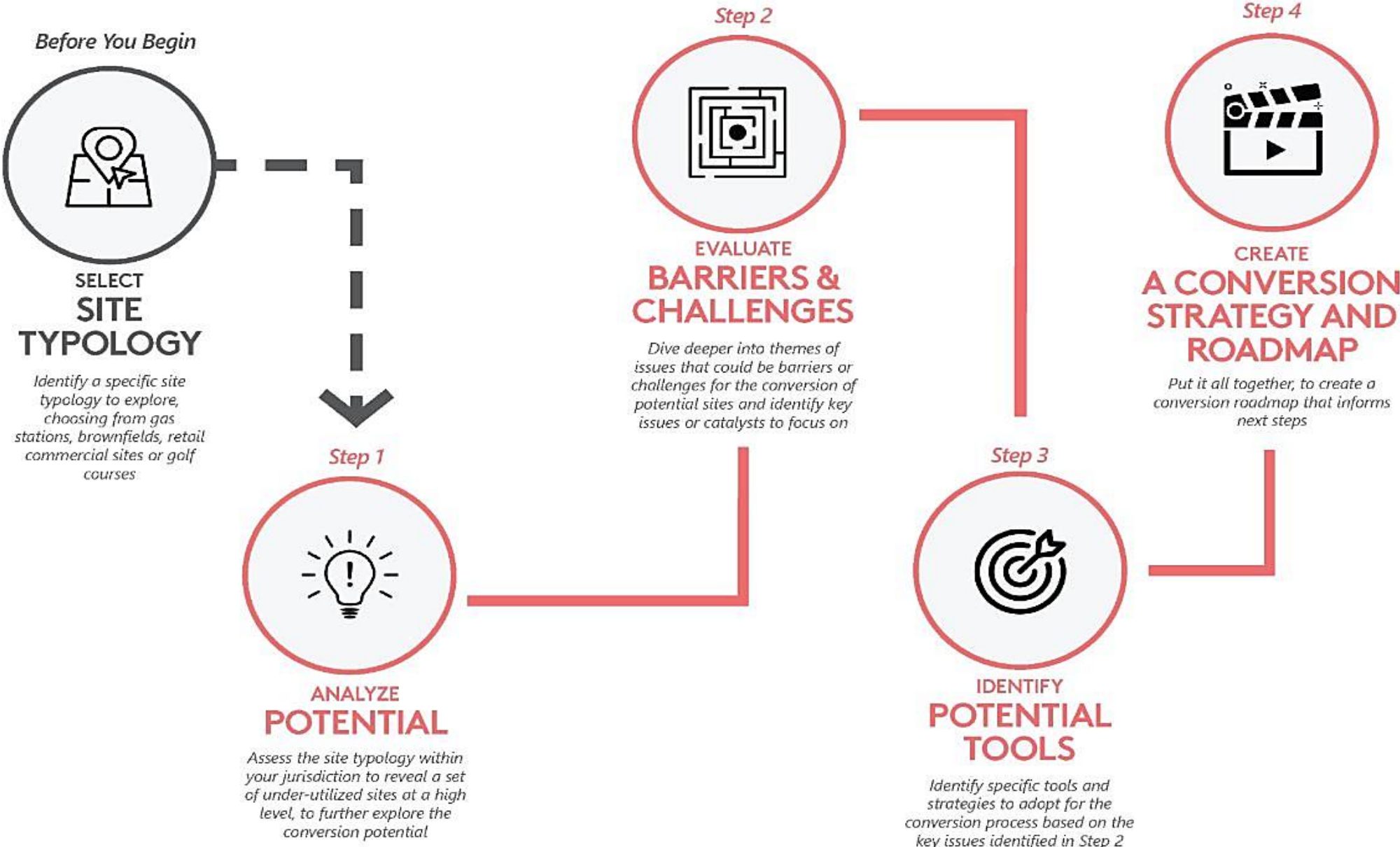
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CASE STUDIES

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# THE TOOLKIT: STEPS





# THE TOOLKIT: BEFORE YOU BEGIN

1. Review each typology and summary of opportunities
2. Identify the most impactful to your jurisdiction
3. Proceed with Steps 1 - 4 of the process, going through the details of your chosen site typology(ies)

## RETAIL COMMERCIAL



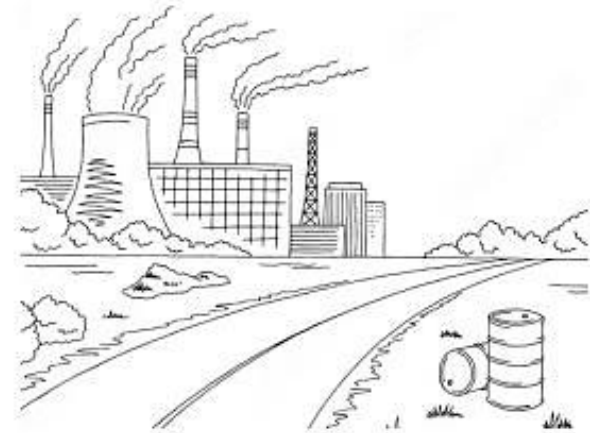
## GAS STATIONS



## GOLF COURSES



## BROWNFIELDS





# THE TOOLKIT: STEP 1 ANALYZE THE POTENTIAL



## Key Questions

- *Do you have any retail centers with low tenancy rates/high vacancies for several years?*
- *Are there vacant/underutilized retail centers that are transit accessible or in Specific Plan Areas focused on densification?*
- *Is there potential for smaller commercial sites to be consolidated into a larger development parcel?*
- *Are there any large retail centers that have underutilized surface lots that can be developed?*

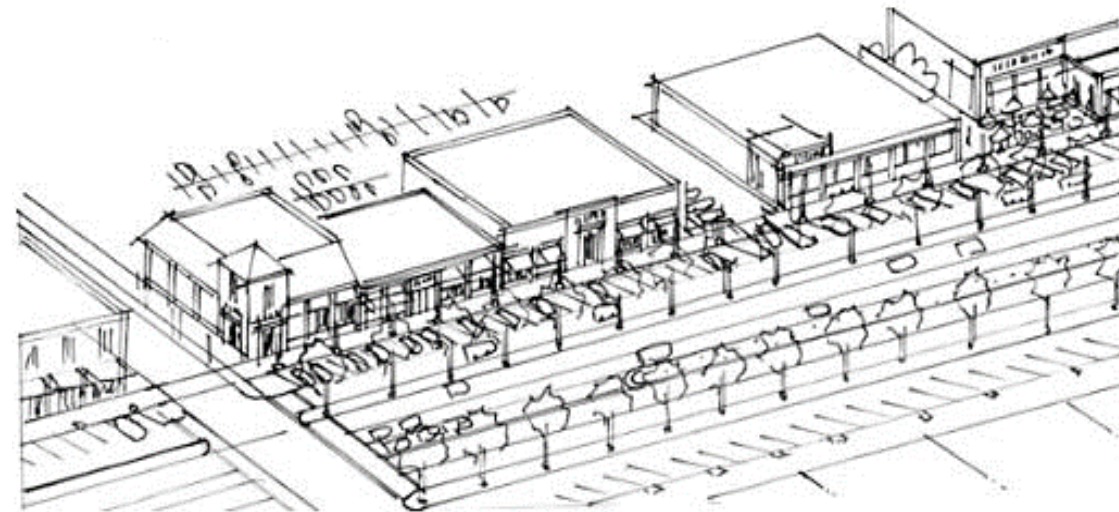
## Who should participate

- Planning
- Community Development
- Economic Development
- Public Works

## Key Outcomes

- Inventory of underutilized sites
- Maps of specific opportunity areas

## RETAIL COMMERCIAL





# THE TOOLKIT: STEP 2 EVALUATE BARRIERS



## Regulatory Barriers

*Are there existing regulatory barriers to redevelopment of commercial sites to multifamily residential/mixed used in your jurisdiction?*

*For example....*

- *Does the underlying commercial zoning for the opportunity site allow for by right residential?*
- *If multifamily residential permitted, does it support compact development densities (min 30 du/ ac)?*
- *Are there any requirements in existing ordinances that limits the conversion of commercial sites to residential?*

## Regulatory Incentives

*Are there regulatory incentives that make residential development attractive in your jurisdiction?*

*For example...*

- *Are there any parking reductions for residential developments as part of existing ordinances?*
- *Is density bonusing available for opportunity sites?*
- *Is there a streamlining or expedited review process in place?*

# THE TOOLKIT: STEP 2 EVALUATE BARRIERS



## Design Guidelines

*Do existing design guidelines for mixed-use/multifamily buildings in your neighborhoods facilitate context-sensitive development, and good urban design?*

*For example...*

- *Are there guidelines for buffering new residential development in commercial zones from adjacent nuisances ?*
- *Are there urban design guidelines for developments to respond to the scale of the surrounding context?*
- *Are there guidelines and best practices for promoting compact development on infill sites?*

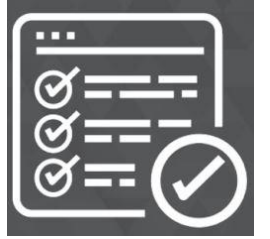
## Physical Challenges

*Do commercial opportunity sites have physical challenges for redevelopment?*

*For example...*

- *Are there several commercial sites that are individually too small for multifamily residential?*
- *Are small commercial sites unfavorable for residential development i.e., lack of space to accommodate setbacks, parking etc.*

# THE TOOLKIT: STEP 2 EVALUATE BARRIERS



## Community Involvement

*How do community voices influence redevelopment initiatives?*

*For example...*

- *Is there community support for new residential development along commercial corridors?*
- *Is there a community engagement process to build support for redevelopment sites?*
- *Are community benefits agreements/community engagement required as part of new developments?*

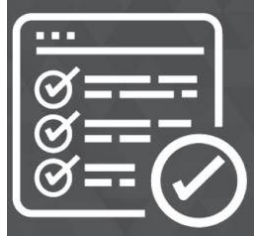
## New Infrastructure

*Does new infrastructure need to be built for redevelopment or large-scale commercial sites?*

*For example...*

- *Have infrastructure needs for new residential capacity been assessed in districts/corridors that may be opportunity areas for conversion of commercial sites?*
- *Can incremental infrastructure improvements to support smaller sites be achieved through development impact fees?*
- *Are there special funding mechanism like EIFDs in place to fund infrastructure investments*

# THE TOOLKIT: STEP 2 EVALUATE BARRIERS



## Development Risk

*Are there measures in place to reduce entitlement risk for developers in approvals process?*

*For example...*

- *Are developers required to provide off-site improvements/amenities that may increase permitting times?*
- *Are there clear guidelines for development in-lieu fees?*
- *Are developers required to coordinate individually with other agencies e.g., Caltrans etc.?*

## Development Interest

*Is there development interest for residential/mixed-use development in your community?*

*For example...*

- *Is there a database of opportunity sites to market to potential development partners?*
- *Is there a TOD or affordable housing incentive to complement State Law and provide additional benefits to create market demand for residential conversions?*



# THE TOOLKIT: STEP 3 IDENTIFY TOOLS

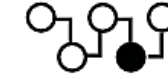


Category		Tools
1	Remove Regulatory Barriers	<i>General Plan Amendment Along with Zoning Amendment or Ordinance</i>
2	Incentivize Residential Infill	<i>Parking Incentive/Amendment Flexible Development Standards or Development Incentives</i>
3	Minimize Physical Challenges	<i>Lot Consolidation Incentives</i>
4	Promote Good Urban Design	<i>Infill Site Design Guidelines</i>
5	Reduce Development Risk	<i>Streamlined In-Lieu fees / Development Impact Fees for Impact Mitigation Program EIRs</i>
6	Facilitate Community Involvement	<i>Local Business Assistance Grants and/or Legacy Business Programs Proactive Community and Stakeholder Engagement</i>
7	Generate Development Interest	<i>Opportunity Site Inventory/ Database Marketing and Outreach Programs</i>
8	Fund New Infrastructure	<i>Enhanced Infrastructure Financing Districts (EIFDs)/ Community Revitalization and Investment Authorities (CRIAs)</i>
9	Brownfields Remediation	<i>Brownfields "Case Management Team"</i>

# THE TOOLKIT: STEP 3 IDENTIFY TOOLS

IDENTIFY TOOLS

## TABLE OF TOOLS



CATEGORY	TOOL(S)	TOOL TYPE	AGENCY ROLE	TOOLBOX PAGE #
Remove Regulatory Barriers	<b>General Plan Amendment Along with Zoning Amendment or Ordinance</b> <i>Use this tool when the underlying zoning designation for individual site(s) or the provisions of a zoning designation need to be updated to permit multifamily residential uses at urban densities.</i>	U	Facilitator	72
	<b>Specific Plan, Area Plan or Corridor Plan</b> <i>Use this tool when existing regulatory requirements for commercial sites within a certain opportunity area or district need to be amended to allow for multifamily residential or mixed-use development at urban densities.</i>	U	Facilitator	74
Incentivize Residential Infill and Mixed-Use	<b>Parking Incentive/Amendment</b> <i>Use this tool when site(s) can be made more attractive for redevelopment to residential by reducing the minimum parking requirement.</i>	U	Facilitator	77
	<b>Flexible Development Standards or Development Incentives</b> <i>Use this tool when site(s) can be made more attractive for redevelopment to residential by providing density or height bonuses or reductions in setbacks etc.</i>	U	Facilitator	80
	<b>Streamlined or Expedited Review Process</b> <i>Use this tool when site(s) can be made more attractive for redevelopment to residential by minimizing timelines for entitlement and any discretionary review processes.</i>	U	Facilitator	82
Minimize Physical Challenges	<b>Lot Consolidation Incentives</b> <i>Use this tool when combining several smaller commercial sites in an area or corridor could create viable and attractive redevelopment opportunities.</i>	(GS), (CR)	Facilitator	85
Promote Good Urban Design	<b>Infill Site Design Guidelines</b> <i>Use this tool to provide direction and guidance on best practices and appropriate design measures for redevelopment on tight urban infill sites.</i>	(GS),(CR)	Facilitator	88
	<b>Urban Design Standards</b> <i>Use this tool to provide direction and guidance on integrating redevelopment on infill sites into the existing community fabric or existing site context.</i>	(GS), (CR)	Facilitator	89
Reduce Redevelopment Risk	<b>Program EIRs</b> <i>Use this tool when area-wide program EIRs for change of use or intensity can speed up the entitlement process and timelines, and reduce risk for individual redevelopment projects.</i>	U	Facilitator	92
	<b>Streamlined In-Lieu fees / Development Impact Fees for Impact Mitigation</b> <i>Use this tool to make redevelopment of sites attractive by reducing uncertainty on development timelines through a streamlined in-lieu fee process.</i>	U	Facilitator	94
	<b>District-wide Traffic Impact Studies</b> <i>Use this tool when streamlined impact fees for traffic impacts from new development can create more efficient entitlement processes for sites conversion, such as for commercial sites next to State freeway infrastructure.</i>	U	Facilitator	96
	<b>Pollution Insurance</b> <i>Use this tool to protect brownfield redevelopment projects from unforeseen costs and delays due to undetected contamination that could stall redevelopment efforts.</i>	(GS), (BR), (CR)	Facilitator	97

# THE TOOLKIT: STEP 3 IDENTIFY TOOLS



## CATEGORY 1 REMOVE REGULATORY BARRIERS

- 1 GENERAL PLAN AMENDMENT ALONG WITH ZONING AMENDMENT OR ORDINANCE ●●●●
- 2 SPECIFIC PLAN, AREA PLAN OR CORRIDOR PLAN ●●●●



### AGENCY ROLE



Facilitator

### SCALE/SCOPE

Institutional change  
New regulation

### USE THIS TOOL WHEN

The underlying zoning designation for individual site(s) or the provisions of a zoning designation need to be updated to permit mixed use with residential or multi-family residential uses at urban densities.

## GENERAL PLAN AMENDMENT ALONG WITH ZONING AMENDMENT OR ORDINANCE ●●●●

General Plans can encourage the conversion of obsolete uses and sites to multifamily residential development by specifying goals, strategies, and focus areas within the agency. Staff, developers, and the community are then able to use the plan as a guide to consider redevelopment where there is a demonstrated preference for more housing. In cases where residential is not identified as a preferred use, and opportunity sites have zoning designations that do not allow residential or mixed-use by-right, a General Plan amendment and zone change are required before redevelopment can move forward. This process requires community outreach and environmental documentation. Some laws like SB330 clarify that General Plan Land Use designations allowing a more intensive land use prevail in cases where the underlying zoning is in conflict.

### STEP - BY - STEP PROCESS



Identify a set of goals related to conversion of certain parcel types to residential use, the need for mixed-use and dedicated residential development, and transformation of underutilized sites.



Prepare a work plan to facilitate these goals through a General Plan amendment, which may include changes to the goals and objectives, new zoning designations, and identification of particular areas of interest. A community outreach and participation strategy should be part of the plan.

# THE TOOLKIT: STEP 3 IDENTIFY TOOLS



## CATEGORY 5 REDUCE DEVELOPMENT RISK

- 1 PROGRAM EIRs ● ● ● ● ●
- 2 STREAMLINED IN-LIEU FEES/DEVELOPMENT IMPACT FEES FOR IMPACT MITIGATIONS ● ● ● ● ●
- 3 DISTRICT-WIDE TRAFFIC IMPACT STUDIES ● ● ● ● ●
- 4 POLLUTION INSURANCE ● ● ● ● ●



### AGENCY ROLE



Facilitator

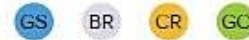
### SCALE/SCOPE

New regulation  
Streamlining  
Technical approach

### USE THIS TOOL TO

Make redevelopment of sites attractive by reducing uncertainty on development timelines through a streamlined in-lieu fee process.

## STREAMLINED IN-LIEU FEES/ DEVELOPMENT IMPACT FEES FOR IMPACT MITIGATIONS



Agencies can implement more consistent and equitable development fee structures. This may include adopting a single methodology for calculating fees, making fees uniform across different areas of the agency, and distributing them more fairly where infrastructure is old or insufficient. New fee structures may be able to favor infill development through new incentives, further aiding the conversion of non-residential parcels into housing.

### STEP - BY - STEP PROCESS



Take a broad view of the overall infrastructure fee structure that developers must navigate for residential conversion projects.



Identify key administrative bottlenecks that may slow down or confuse the process, such as separate methodologies for assessing similar fees or multiple fees per infrastructure category.



Create a set of proposals to streamline the process. This may include changes to how and where the fees are collected and how to redistribute the infrastructure funding in an equitable way.



Adopt the streamlining proposals and implement.



# THE TOOLKIT: STEP 3 SAMPLE POLICY LANGUAGE



## SAMPLE POLICY LANGUAGE

Source: Integrating Infill Planning in California's General Plans: A Policy Roadmap Based on Best-Practice Communities (Center for Law, Energy, & the Environment, UC Berkeley School of Law).  
[https://www.law.berkeley.edu/files/CLEE/Infill\\_Template\\_-\\_September\\_2014.pdf](https://www.law.berkeley.edu/files/CLEE/Infill_Template_-_September_2014.pdf)

### CHANGE PARKING STANDARDS TO REFLECT INFILL IMPACTS ON PARKING DEMAND

Improved parking policies in infill areas can reduce developer costs and increase developable space and incentives to diversify transportation modes. Key policies include parking pricing reforms that reflect market forces; reduced parking minimums for new developments and the consideration of parking maximums in severely congested areas; flexible means of meeting parking requirements such as shared parking between daytime businesses and surrounding residential properties, stacked parking and in-lieu parking impact fees; and replacing vehicle parking with alternative-mode parking. These policies may be most appropriate for areas served by high frequency transit and/or pedestrian and biking facilities. Note that under SB 743 (Steinberg, 2013), parking impacts from residential, mixed-use residential, or employment center projects on an infill site within a transit priority area shall not be considered significant and therefore require CEQA review or mitigation.

### SAMPLE GENERAL PLAN LANGUAGE

Sample Goal: [the city or county] maintains a balance between providing an adequate supply of parking to serve new growth and existing needs while avoiding excessive supplies that discourage transit ridership and disrupt the urban fabric.

#### Sample Policies:

- [The city or county] shall comprehensively manage parking and parking policies to address [infill; vehicle use; pedestrian, bicycle, and transit travel; housing affordability; congestion management and air quality] goals.
- [The city or county] shall allow reduced and flexible parking requirements for new mixed-use developments and for developments that provide shared parking, alternative transportation infrastructure, and/or a comprehensive TDM program, or developments [located near major transit hubs or within transit priority areas].

### CREATE INCENTIVES FOR SMALL PARCEL DEVELOPMENT AND LOT ASSEMBLY

Many promising infill areas contain small and odd-shaped parcels that are difficult to redevelop. Cities and counties should consider differential development requirements for small lots, as well as entitlement expedition and density and other bonuses for lot assembly. Special pre-established development variance processes may be the most effective means to spur small-lot development. Local governments can reduce permit fees for developments under a parcel size or unit number maximum as well as temporarily hold properties while assembly permits are reviewed and granted.

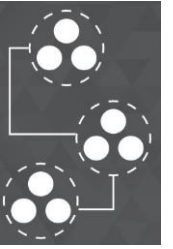
### SAMPLE GENERAL PLAN LANGUAGE

Sample Goal: The development of small and non-standard shape parcels in [infill priority areas] is as simple and easy as standard size and shape parcels in the same zoning designation.

#### Sample Policies:

- [The city or county] shall eliminate minimum lot size requirements for [townhomes, condominiums, and other multifamily residential units [that meet explicitly-stated predefined design standards].
- [The city or county] shall support the [development of/assembly of] smaller parcels to encourage infill development that supports community development priorities.
- [The city or county] shall create development variances and design guidance for small lots [below existing minimum developable sizes or other non-standard development requirements] to enable the construction of townhomes [in infill priority areas] that support community development priorities.
- [The city or county] shall explore options for incentivizing parcel assemblage in [infill priority areas], such as by offering density bonuses and other incentives to developers of lots that, once consolidated, are larger than [20,000 sq. ft.].

# THE TOOLKIT: STEP 4 CREATE A CONVERSION ROADMAP



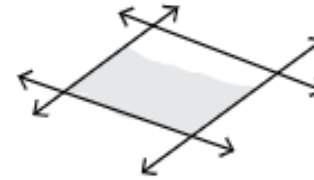
## Tool Clustering

Tool clusters can address various types of challenges and identify a variety of policy, program and process improvements or adjustments depending upon the type and scale of development and underlying site typology.

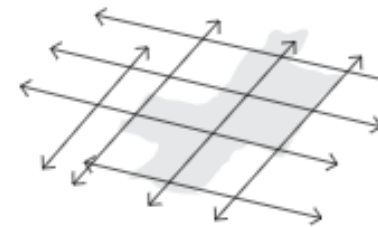
### Implementing The Roadmap

1. Identify key champions within the agency to move forward with implementation
2. Assign responsibilities for tasks for each lead department
3. Create a schedule with clear milestones and completion targets
4. Identify and acquire funding for staff time, grants and other expenses for program formulation
5. Set measurable goals and identify desired outcomes and metrics for success.

### Example Roadmaps:



Large Individual Site  
Site Typology - Retail  
Strip Center



Opportunity Area  
Site Typology -  
Brownfields

REGULATORY BARRIERS	DESIGN GUIDELINES	REDUCED RISK	COMMUNITY ENGAGEMENT
Zone Change	Urban Design Standards	Streamlined Mitigation In-Lieu Fees	Community Engagement Plan
General Plan Update			Community Benefits

REGULATORY BARRIERS	DESIGN GUIDELINES	REDUCED RISK	COMMUNITY ENGAGEMENT
Area Redevelopment Plan	Urban Design Standards	Pollution Insurance	Community Engagement Plan
General Plan Update		Brownfields Task Force	Technical Assistance to CBOs



# COLLABORATION WITH ACADEMIA: DESIGN LOOKBOOK

## SITE DESIGN LOOKBOOK

The following site design studies were created in partnership with the USC Sol Price School of Public Policy. They address specific site-level issues and common challenges for conversion listed to the right and illustrate design responses for consideration. Use these illustrative examples as inspiration to inform conversion opportunities within your own community.

### Key Issues for Conversion

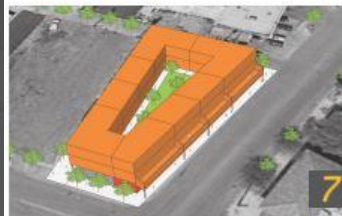
COMPATIBILITY OF RESIDENTIAL TO EXISTING USES

CHALLENGING SITE DIMENSIONS

LOSS OF COMMERCIAL ACTIVITY/CONTINUITY

NEIGHBORHOOD CONTEXT - HEIGHT AND SCALE TRANSITIONS

PHASED PLANNING AND IMPLEMENTATION FOR LARGER SITES



CORRIDOR INFILL SITE NEAR COMMUNITY COLLEGE

- 9 case study sites
- 6 SCAG Counties
- Inland and Coastal
- Low, medium and high density contexts

### Conversion explored

*From Retail to Housing*

*From Gas Station to Housing*

*From Golf Course to Housing*

*From Brownfield to Housing*





# BIG BOX SITE ADJACENT SINGLE-FAMILY NEIGHBORHOOD

HOUSING  
TYPOLOGIES

TOWNHOMES  
PODIUM  
COURTYARDS

8.8 AC  
SITE AREA

412 UNITS  
at  
47 UNITS/AC

+ RETAIL  
+ PARKING  
+ OPEN SPACE



## KEY ISSUES FOR CONVERSION

### 1. Compatibility of residential to existing uses

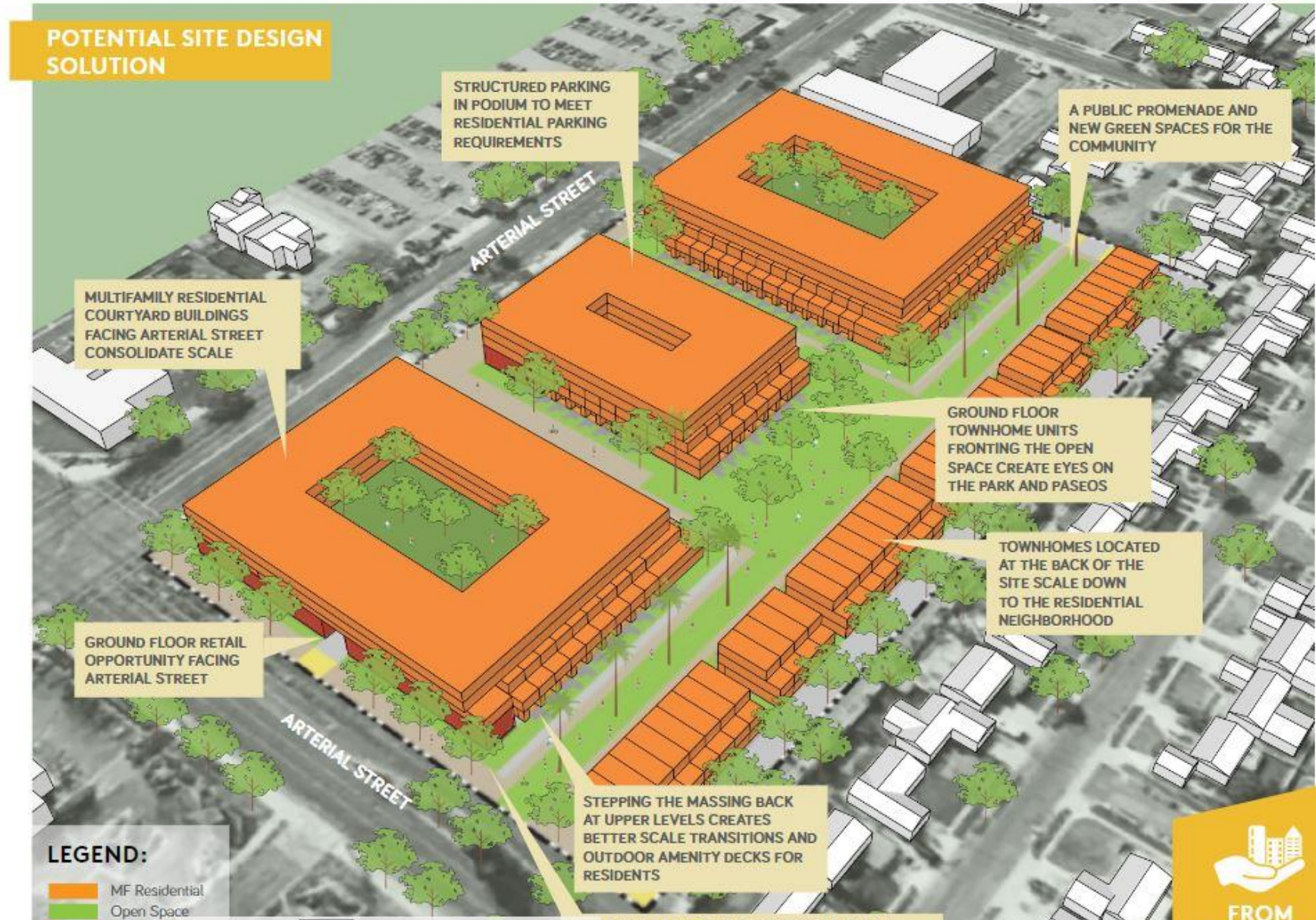
The site fronts a busy and high-traffic arterial street that may create concerns of noise and pollution for new residential development.

### 2. Loss of commercial activity/continuity

The arterial street is lined with predominantly retail uses that create a commercial spine and community destinations. Adding purely residential development may remove opportunities for continuous retail activation.

### 3. Neighborhood context - height & scale transitions

The existing one-story retail development abuts primarily low-scale single-family residential neighborhoods to the back of the site. New, denser development will need to consider appropriate scale transitions to respect the existing neighborhood character.



## LEGEND:

MF Residential  
Open Space



FROM



# CASE STUDY SITES: AVALON WEST HOLLYWOOD (Former Retail Strip Mall)

Before



After



## CONVERSION TOOLS

REMOVING REGULATORY BARRIERS	General Plan Land Use Amendment	Zoning Amendment or Ordinance	Specific Plan Implementation
FACILITATING COMMUNITY INVOLVEMENT	Community Outreach & Advisory Board Recommendation	Retaining Existing Legacy Business	
GENERATING REDEVELOPMENT INTEREST	Senior Affordable Housing Funding Support		

- Failed strip mall converted to mixed-use development with affordable senior housing

# CASE STUDY SITES: AVALON WEST HOLLYWOOD

## Site Area

- 3 acres

## Zoning

- Community Commercial CC1

## Development Program

- 7-storey mixed use
- 294 market rate units
- 76 senior/affordable housing
- 32,000 sf of retail





# CASE STUDY SITES: LINCOLN AT ORANGE GROVE PASADENA

Before



CONVERSION TOOLS

REMOVING REGULATORY BARRIERS	Specific Plan	
INCENTIVIZING RESIDENTIAL INFILL	Flexibility in Satisfying Inclusionary Housing Ordinance	Lot Consolidation
REDUCING REDEVELOPMENT RISK	Pollution Insurance	
GENERATING REDEVELOPMENT INTEREST	Affordable Housing Funding Support	

After



- Abandoned gas station and adjacent parcels converted to mixed use development with affordable, for sale and rental housing

# CASE STUDY SITES: LINCOLN AT ORANGE GROVE PASADENA

## Site Area

- 1.25 acres

## Zoning

- Mixed-use with residential permitted by-right

## Development Program

- 4-storey mixed use
- Units
  - 22 low-income
  - 13 moderate income
  - 11 workforce
- 6,167 sf of retail





# WHERE TO PLACE HOUSING

- New housing should be placed in locations that would further SCAG's Connect SoCal's goal for sustainable development
- Smart growth best practices for creating walkable, vibrant, and healthy communities
  - Compact cities/sustainable development
  - Focus on equity in decision-making and development outcomes
  - Housing Affordability and Diversity of Options



*Practical Applications of the OTR Toolkit by  
Cities and Sub-Regional COGs*

SCAG: Toolbox Tuesday

September 27, 2022

South Bay Cities Council of Governments

# “A SUB-URBAN LABORATORY”

## Microcosm of California

- ▶ Multi-ethnic and multi-cultural
- ▶ Various income levels
- ▶ Diverse languages
- ▶ Cities, hills, beaches, and valleys
- ▶ 15 cities from 2000 to 150,000 in population plus portions of City of LA and Unincorporated LA County
- ▶ Total about 1 million people
- ▶ Built-out – Housing additions will require redevelopment
- ▶ Average public transit mode share, less than 3%



# Practical Applications

1. **SB Cities** – satisfy RHNA mandates
  2. **SBCCOG** – develop plans for sub-regional renewal by coordinating housing development with commercial redevelopment in order to form “complete neighborhoods”
- **Commercial Redevelopment into Housing REAP project**

## **Participating cities:**

- Carson
- El Segundo
- Hawthorne
- Hermosa Beach
- Manhattan Beach
- Redondo Beach



# 1. Cities Must Satisfy RHNA

- **RHNA mandate, if feasible, would transform the South Bay sub-region as we know it**
- Current inventory – 281,916 DU
- Sub-region RHNA requirement 34,179 DU
- RHNA requirement
  - 12% of current inventory
  - 80% of all DUs built over the past 32 years – required in the next 8 years
- If density bonuses used to get the 3 affordable categories, new DUs will total about 90,000, over 2X what was built in past 32 years

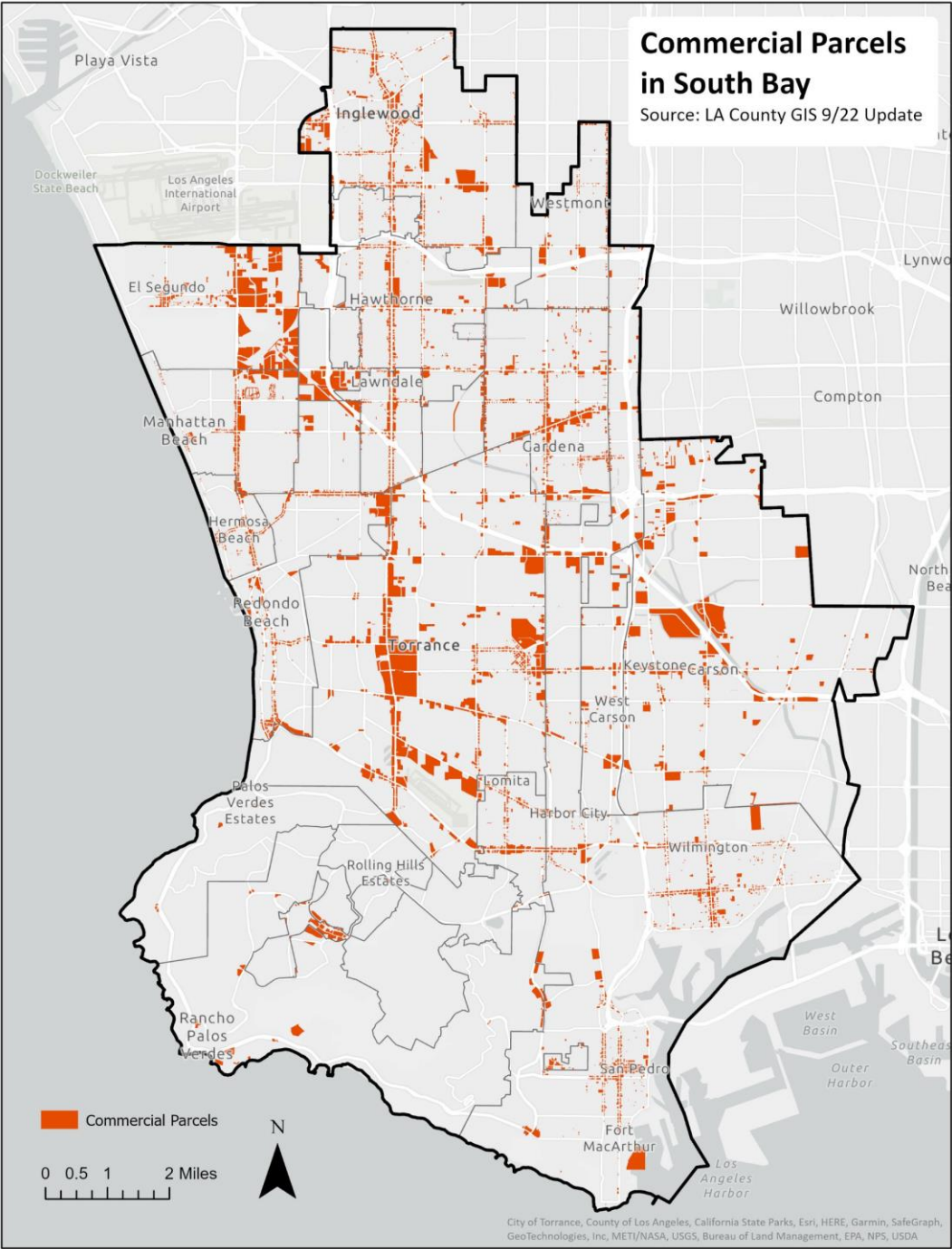
# Commercial Parcels

## Prime Target for Redevelopment into Housing

- 10,931 commercial parcels
- 7,760 acres of commercial property
- REAP funded study underway – beta test OTR Toolkit, focus on redevelopment of commercial corridors
  - Relationship of housing development to a “complete neighborhood”
  - Studio One Eleven, DUDEK, and Kosmont Associates

# Commercial Parcels in South Bay

Source: LA County GIS 9/22 Update



City of Torrance, County of Los Angeles, California State Parks, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc, MET/NASA, USGS, Bureau of Land Management, EPA, NPS, USDA



Participating South Bay Cities in Commercial Redevelopment into Housing REAP project

International Airport

Westmont

Lynwood

El Segundo

Hawthorne

Willowbrook

Lawndale

Compton

Manhattan Beach

Gardena

Hermosa Beach

Redondo Beach

Torrance

Keystone Carson

North Long Beach

Palos Verdes Estates

Lomita

West Carson

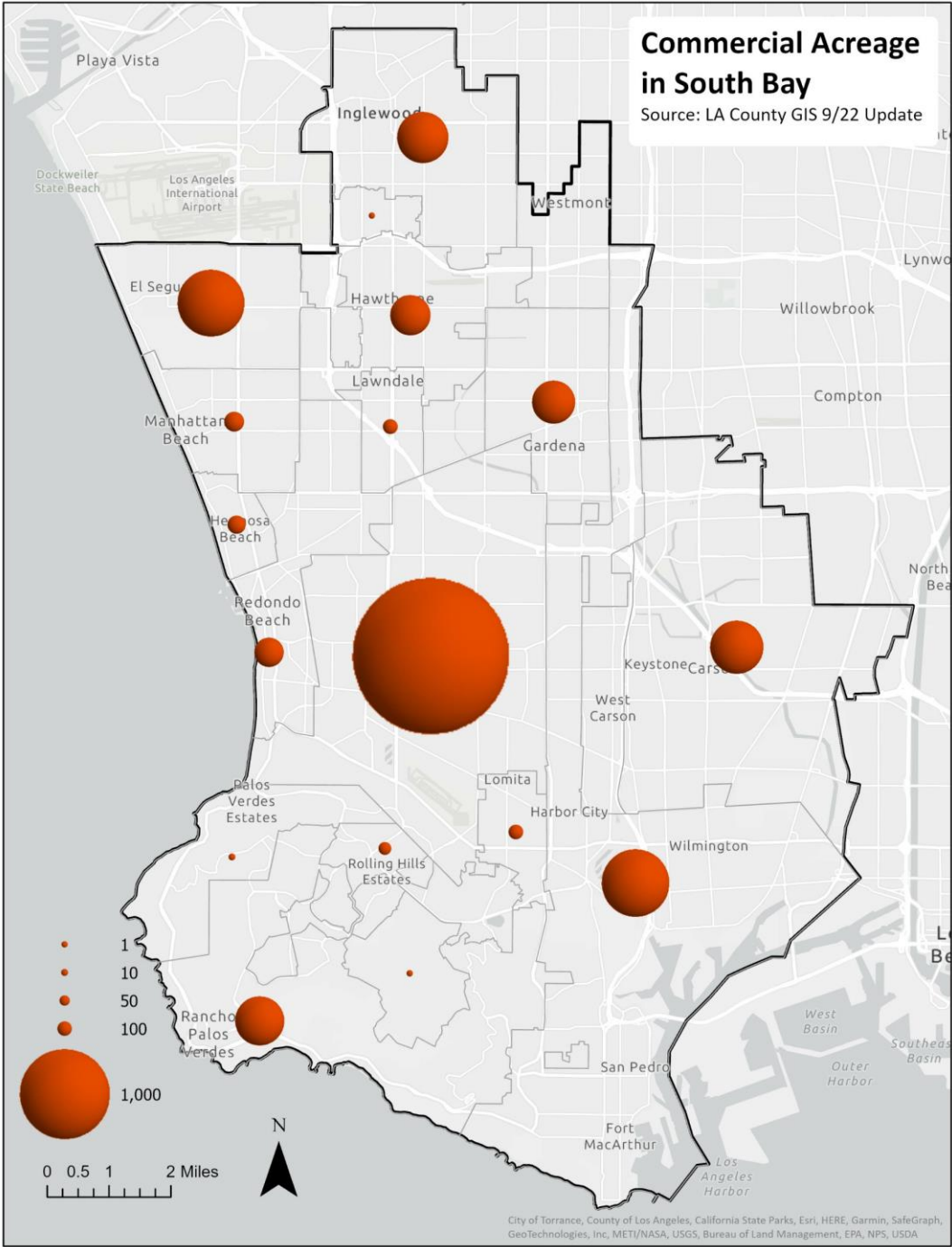
Harbor City

Rolling Hills Estates

Wilmington

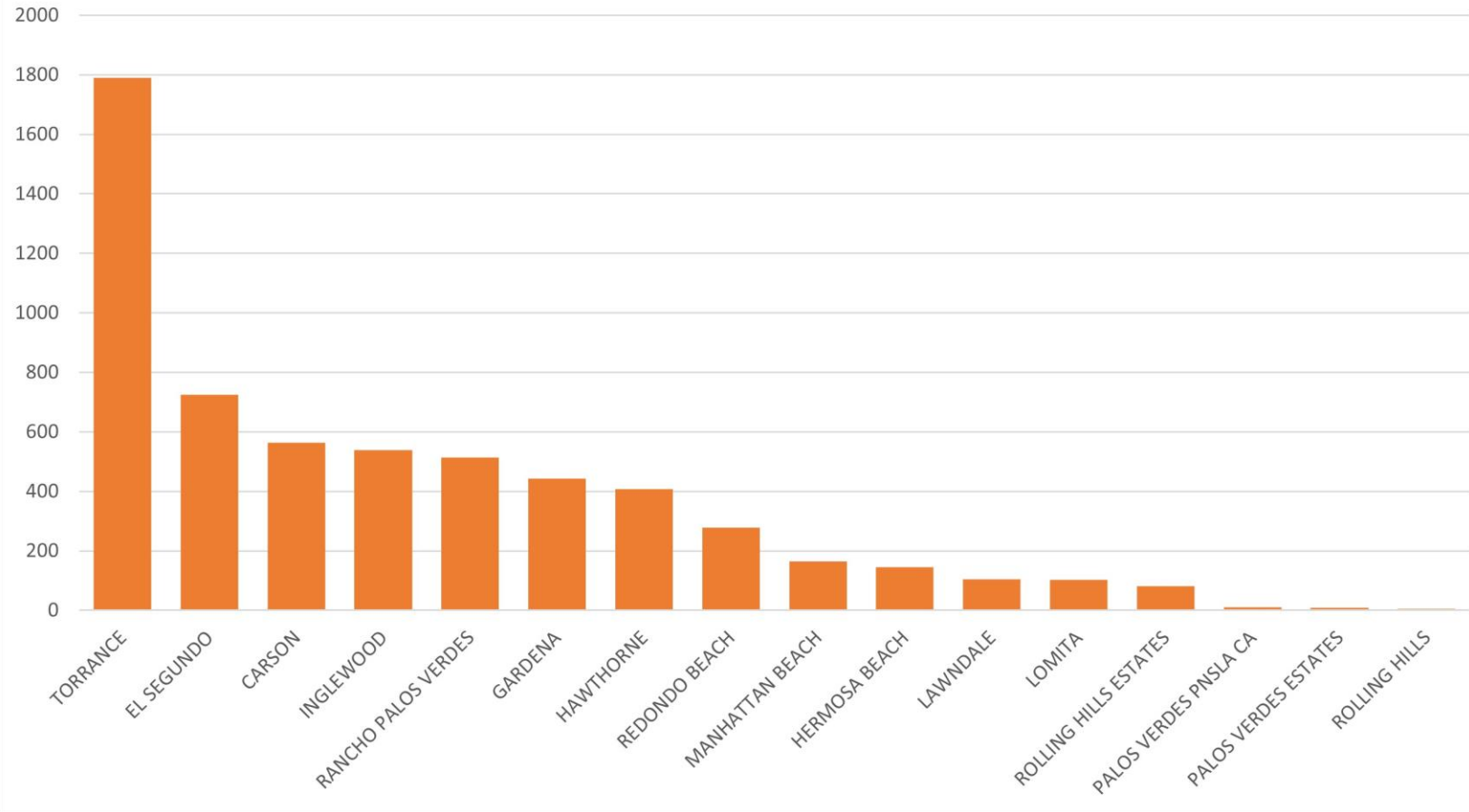
# Commercial Acreage in South Bay

Source: LA County GIS 9/22 Update



City of Torrance, County of Los Angeles, California State Parks, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc, MET/NASA, USGS, Bureau of Land Management, EPA, NPS, USDA

### Commercial Acreage





# OTR Toolkit for South Bay Cities

## Steps Following Study

1. Share with all cities lessons learned about the OTR Toolkit from results of beta test
  2. Help the cities not participating to use the OTR Toolkit, if interested
- Cities use OTR Toolkit to identify redevelopment **opportunity sites**;  
SBCCOG uses OTR Toolkit to identify **strategic sites**

## 2. Sub-Regional Challenge from RHNA - Mobility for Added Residents

- 648,000 vehicles currently, about 366,000 are second/third vehicles/HH
- RHNA housing mandates will add around 70,000 vehicles
- If density bonuses used to obtain affordable housing, as many as 180,000 vehicles could be added
- Between 11% and 27% increase in vehicles, increasing congestion, air pollution, and GHG emissions – and if some are EVs, will require new charging infrastructure with potential stress on electric grid
- **Imperative** – reduce GHG emissions, manage electricity demand and respond to increasingly severe climate events (example: extreme heat)

# SBCCOG Strategy

## Complete Neighborhoods, 15-minute South Bay

- **Strategic sites** – where developing substantial quantities of housing can be coordinated with commercial retrofit or redevelopment
- Network of **neighborhood centers** (neighborhood business districts)
  - Dense concentration of destinations present in small format
  - Mix of physical and virtual (telework, distance education, tele-medicine, etc.)
- Anchored by **Internet Access Facility** (Digital Hub)
- Supported by **zero emission multi-mobility options** (Mobility Hub)





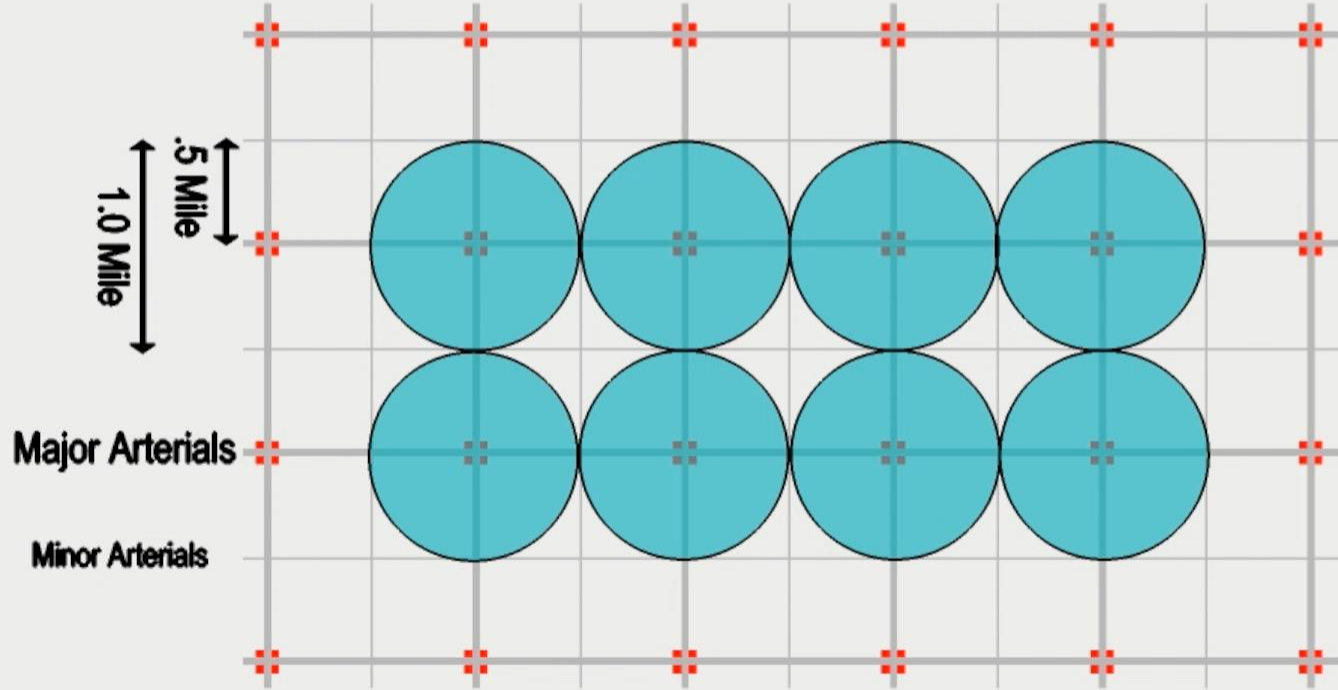
Existing Older  
Retail Strip



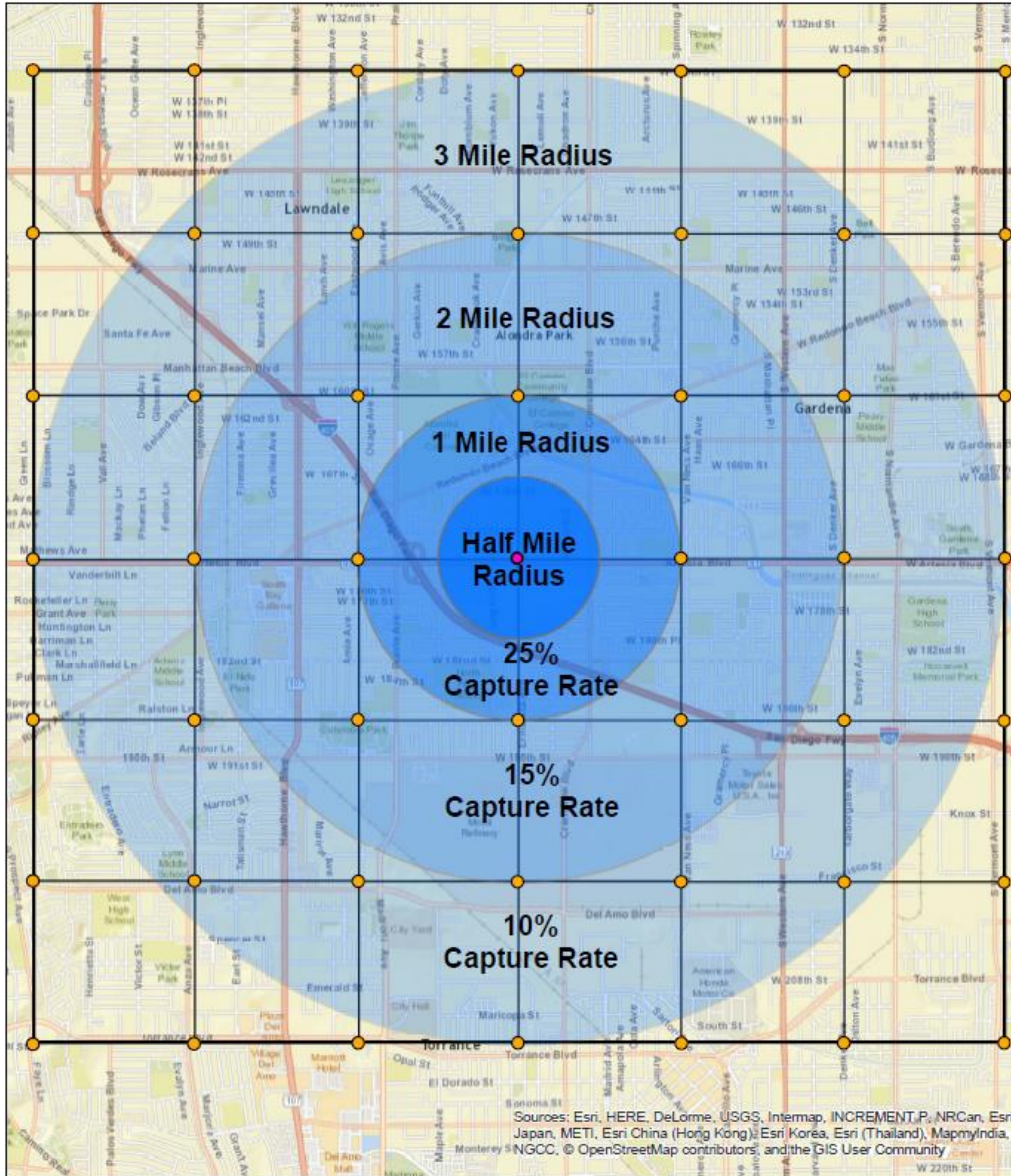
**Retail Consolidated at Corners  
in Neighborhood Centers**

**New Mid-Density  
Residential Replaces  
Older Retail Strip**

# REGIONAL DIAGRAM NEIGHBORHOOD CENTERS CONCEPT







Sources: Esri, HERE, DeLorme, USGS, Intermap, INCREMENT.P, NRCAn, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), MapmyIndia, NGCC, © OpenStreetMap contributors, and the GIS User Community

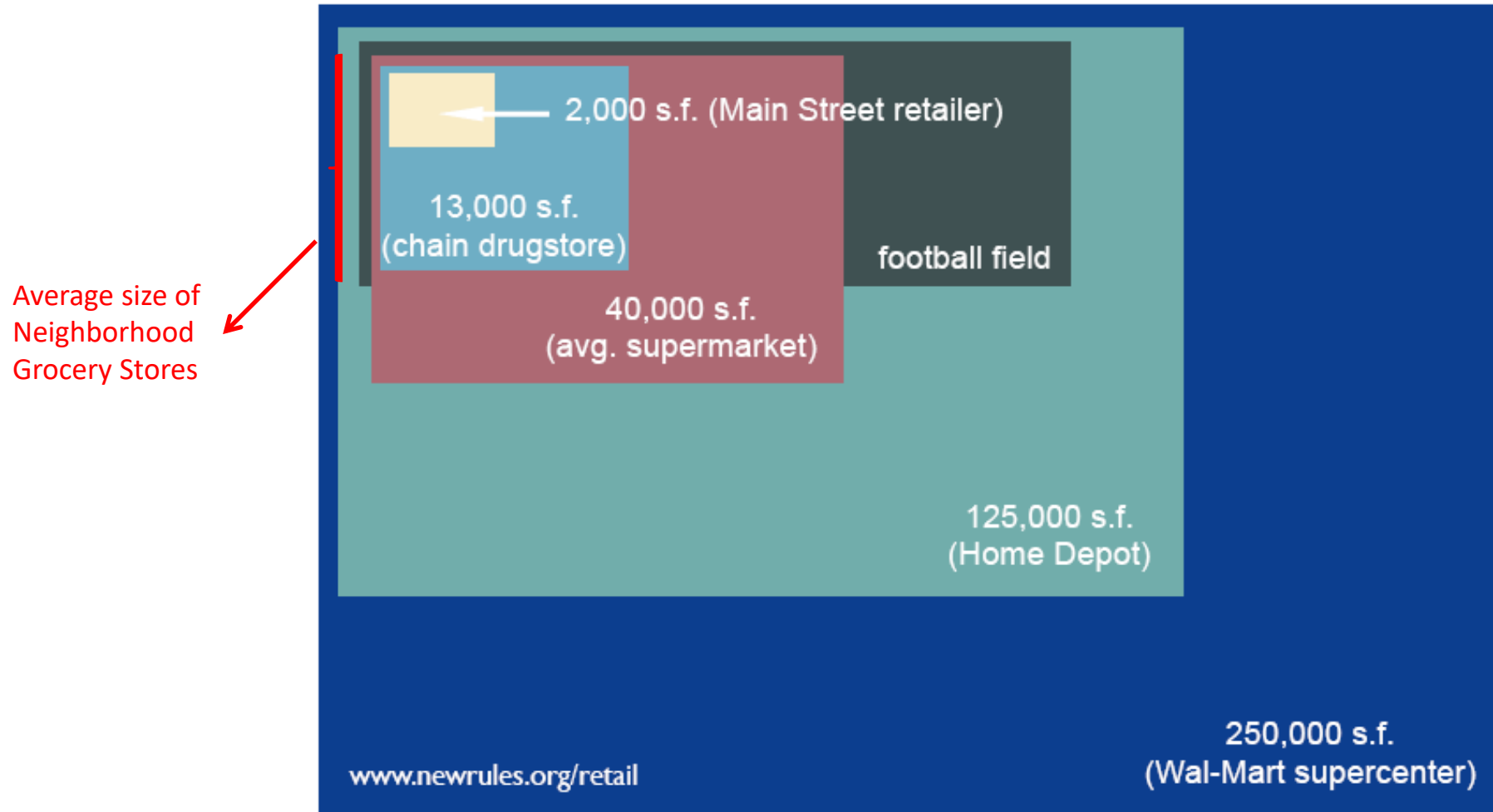
3 sq. miles =  
49 centers  
.5 mi = 50%  
.5-1 mi = 25%  
1-2 mi = 15%  
2-3 mi = 10%





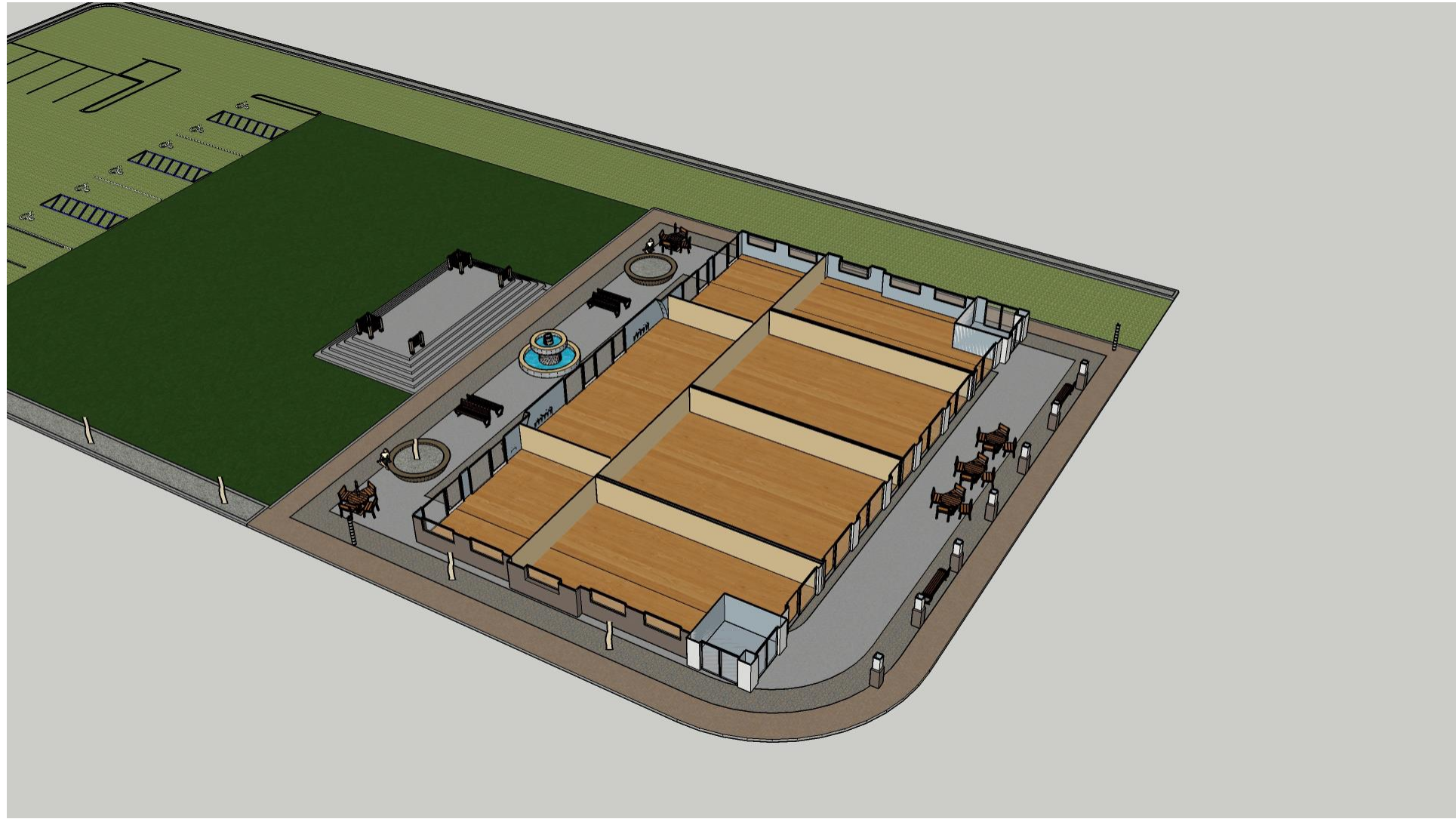


# Retail becoming more compact

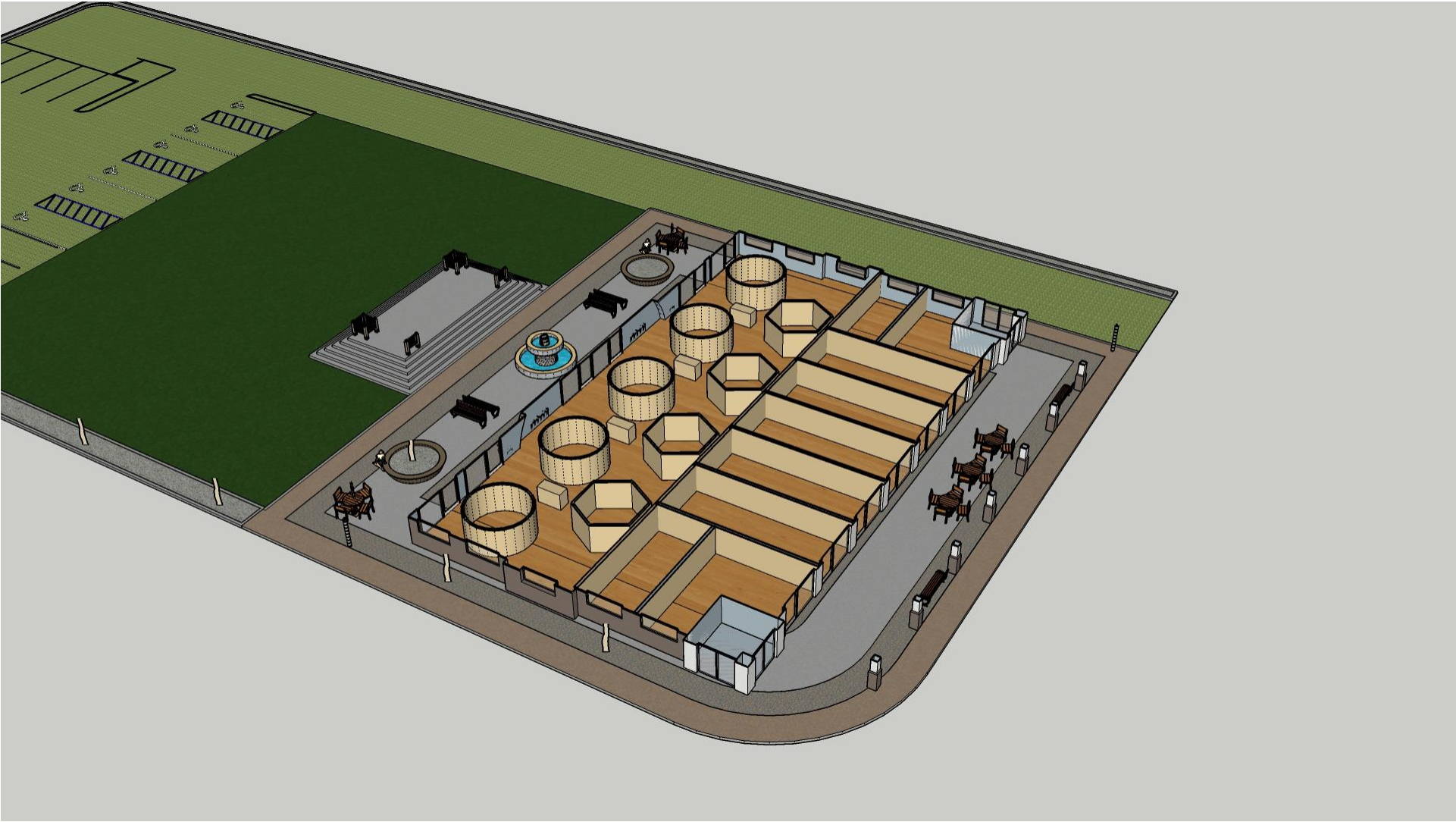




# Smaller business footprint



Larger business footprint



# SBCCOG Center Enhancements

- Digital Hub
- Mobility Hub

# Digital Hub Objectives

- Comprehensive digital inclusion
  - Seniors
  - Low income (rent stressed)
- Transition from wheels to wires
  - Reduce auto use and cost of mobility
  - Reduce congestion
- Economic development
  - Small business and un/under-employed
- Neighborhood renewal
  - Reduce commercial vacancies-attract visits
- Cooling shelter





rinting

Recording Studio

WORKSHOP

VIRTUAL REALITY

VIDEO PRODUCTION

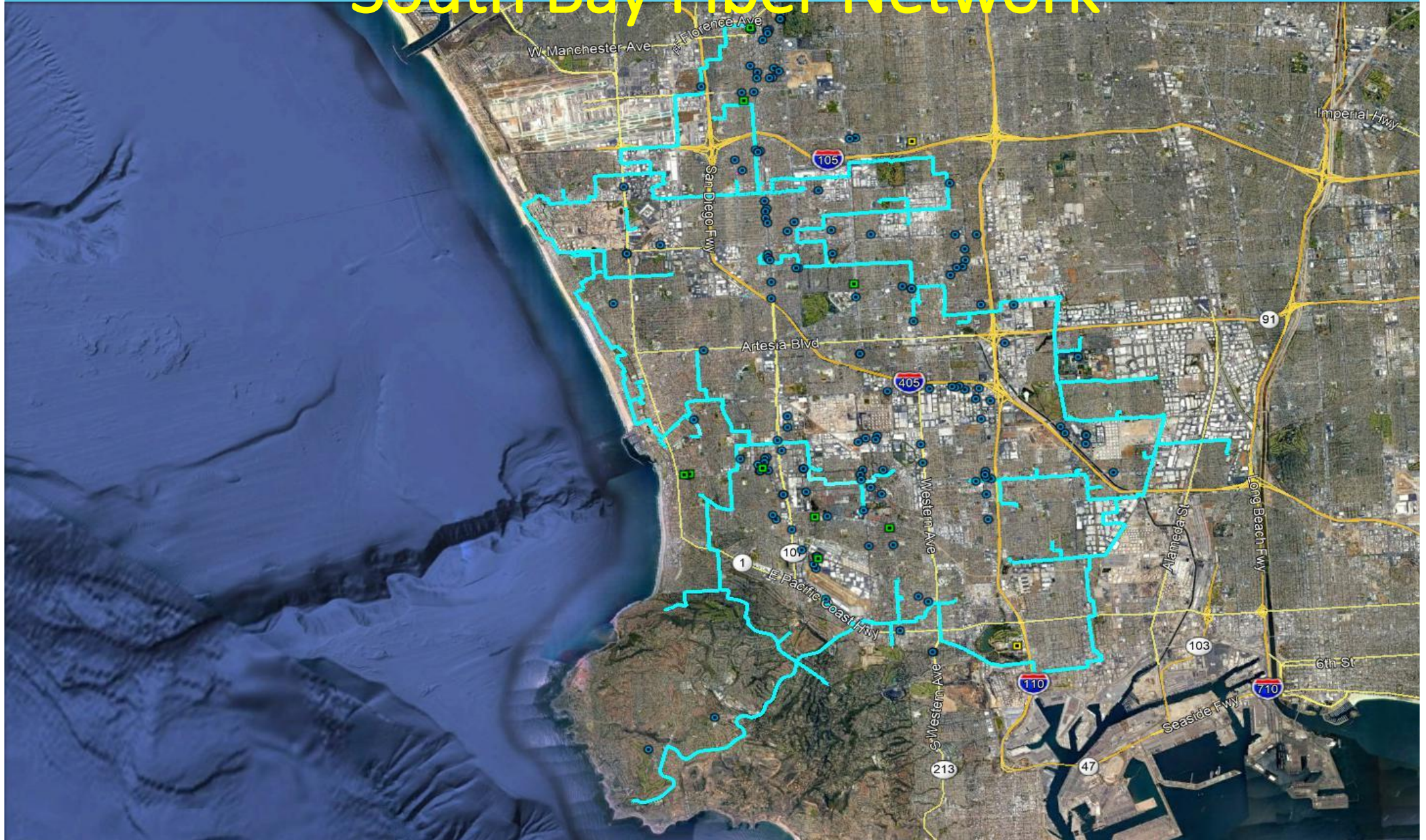
3D PRINTING

CONFERENCE ROOM  
THEATER

3D PRINTER



# South Bay Fiber Network







AUTOMATED



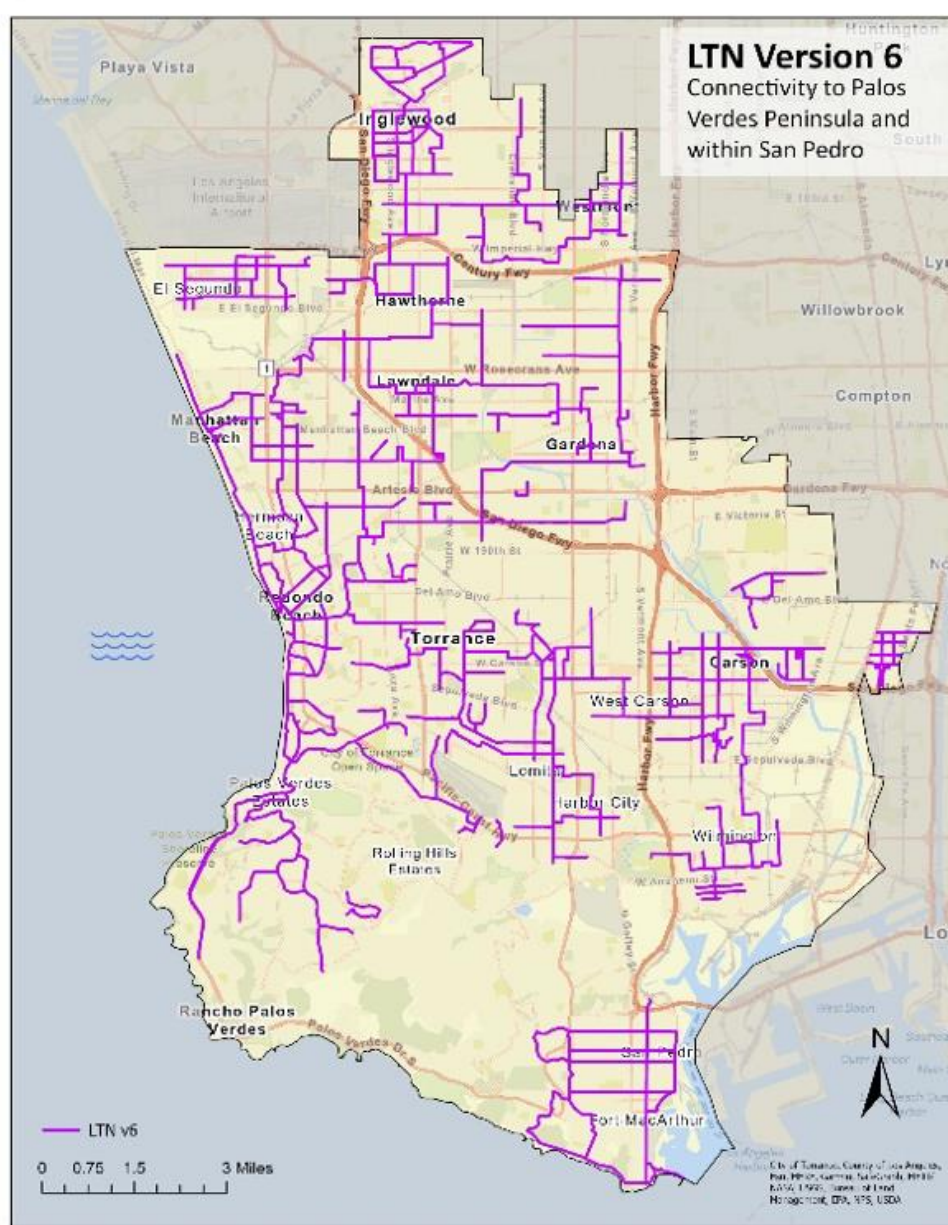
# Micromobility Options



# Universe of All South Bay Streets



# LTN Version 6 Connectivity to Palos Verdes Peninsula and within San Pedro





# Questions



# THANK YOU!

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For more information, please visit:

<https://scag.ca.gov/otr>