



CITY OF LONG BEACH

DEPARTMENT OF DEVELOPMENT SERVICES

333 West Ocean Blvd., 5th Floor

Long Beach, CA 90802

(562) 570-6194 FAX (562) 570-6068

November 15, 2018

CHAIR AND PLANNING COMMISSIONERS

City of Long Beach
California

RECOMMENDATION:

Accept Categorical Exemption CE-18-152 and approve a Site Plan Review (SPR18-033), Conditional Use Permit (CUP18-015), and Local Coastal Development Permit (LCDP18-022), to permit a change of use and renovation of The Breakers Hotel (City-Designated Historic Landmark) into a 185-room hotel with food and beverage venues (with on-site alcohol), banquet/meeting areas, and amenities in the Coastal Zone at 210 East Ocean Boulevard in the Downtown Shoreline Planned Development District (PD-6). (District 2)

APPLICANT: Patrick Enrich and Nathan Morries
Arco Construction
900 North Rock Hill Road
Saint Louis, MO 63119
(Application No. 1806-19)

DISCUSSION

The subject property is located on the south side of Ocean Boulevard between Locust Avenue to the west and Collins Way to the east (Exhibit A – Location Map). Victory Park, a public park, abuts the subject property to the north. An existing access easement through the public park allows for vehicular access to the site via a circular driveway. The east-west alley (Marine Way) to the rear of the project site was vacated by Resolution No. C-23207 (July 21, 1981), and an easement was reserved along the full length and width of the alley for utility purposes. The Project site is located within Subarea 7 of the within the Downtown Shoreline Planned Development District (PD-6). The site is located within General Plan Land Use District Number 7 – Mixed Uses (LUD 7). LUD 7 intends for combinations of land uses.

Surrounding land uses include the Long Beach Convention Center to the east across Collins Way, office uses to the north across Ocean Boulevard, and office uses to the west across Locust Avenue. To the south across the vacated Marine Way, the site abuts a multi-family residential development (five-stories of apartments over a two-story parking garage) located at 207 Seaside Way, which is currently under construction.

At present, the property is developed with a thirteen-story building with a 14th floor cupola and rooftop area (Exhibit B – Site Photos). Two additional lower levels are

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located below street level at Ocean Boulevard. The building was originally constructed in 1925. The building is approximately 172,000-square-feet in area and is designed in a Spanish Renaissance Revival style with a gable roof with towers. The building consists of a main 13-story tower with a two-story base that extends the entire length of the parcel between Locust Avenue and Collins Way.

The building was designed by the Los Angeles architecture firm of Walker and Eisen which was one of the most prominent firms during the 1920s. The building was designated as a City Historic Landmark in 1989 and this designation recognizes the building's Spanish Renaissance Revival style, elaborate concrete ornamentation around the entry, and bas-relief busts and detailing (Exhibit C – Ordinance No. C-6609). The building's exterior is identified in the landmark ordinance as protected the area as well as the interior lobby. In addition, character defining features include:

- Bas-relief ornamentation at entry,
- Corinthian capitals,
- Octagonal tower
- Window fenestration,
- Exterior finishes, and
- Pill box

Shortly after landmark designation, a seismic strengthening of the building took place. This improvement while significant for the protection of the building, also created significant building alterations. One of the biggest impacts resulting from the project is that it sealed several original window openings.

The last major land use entitlement (Case No. 8901-29) for the property was approved on March 23, 1989 and included the conversion of the landmark building to a 233-unit congregate care facility. Additional entitlement approvals include installation of twelve canopies (1983), hall rental use (with off-site valet) at an existing congregate care facility (1993), an exemption for on-site sale of general alcohol at an existing restaurant with a fixed bar (Sky Room) (1998), installation of signage for the Sky Room Restaurant (1998), and a use permit to re-establish a banquet room/hall rental in association with the Sky Room (1998).

Project Summary

The proposed project at 210 East Ocean Boulevard (Project) would allow for the change of use and renovation of The Breakers Hotel (City-designated Historic Landmark) into a 185-room hotel with food and beverage venues (with on-site alcohol), banquet/meeting areas, and amenity uses. On August 13, 2018, the Cultural Heritage Commission approved a Certificate of Appropriateness request to make exterior building modifications to The Breakers Hotel, including restoration work, roof modifications, and the addition of an enclosed stairwell, in conjunction with a change of use to hotel.

The scope of work subject to Planning Commission approval (Exhibit D – Plans) includes the following:

- Change of use from 233-unit congregate care facility to a 185-room hotel
- Expansion of alcohol service to new food and beverage venues
- Interior floor plan reconfiguration
- Exterior building modifications, including restoration work, roof modifications, and the addition of an enclosed stairwell
- Addition of an outdoor rooftop pool and deck area on the existing 3rd floor roof
- Expansion of the 14th floor rooftop terrace and addition of a new restroom structure on 14th floor terrace
- Conceptual approval of driveway modifications and re-landscaping Victory Park

Change of Use and Off-Site Parking

The 185 hotel rooms would consist of standard rooms and suites. The interior floor plans for the lobby, arcade, and mezzanine levels would be reconfigured to include hotel amenity areas. These areas include food and beverage venues, retail, spa, fitness center, and ballroom/event space. This reconfiguration would result in a loss of 4,250 square feet of ballroom/event space and 670 square feet of retail.

Based on the previous entitlement for the building, a 233-unit congregate care facility with banquet room/hall rental, the property is considered to have 230 parking spaces (without calculating the banquet room/hall rental separately). The previous entitlement included a condition of approval that required not less than 24 off-site parking spaces. Therefore, with the provision of the minimum amount of off-site parking, the building has non-conforming parking rights to 230 parking spaces for hotel uses, without calculating the banquet room/hall rental. The proposed 185 hotel rooms (at a parking rate of 0.75 spaces per hotel room) would fall within the non-conforming parking rights, and no additional spaces are required for the hotel use.

The applicant is however proposing to lease 250 off-site parking spaces at the adjacent Long Beach Convention Center parking garage. In addition to these spaces, additional overflow parking of 150 spaces will be leased from the office building at 211 East Ocean Boulevard, which is directly north of the Breakers Hotel, across Ocean Boulevard. All off-site parking will be valet parking only. New and reconfigured interior uses were calculated separately for the purposes of parking compliance. When considering the loss of ballroom/event space and retail square footage, the existing and proposed uses included in this application would be covered by the leased off-site parking. As conditioned, a minimum of 250 off-site parking spaces shall be leased and secured for use by the Breakers Hotel at all times.

In addition to providing off-site parking, the property owner/building manager shall be required to implement a Transportation Demand Management (TDM) Plan (Exhibit E - Transportation Demand Management Plan). The TDM Plan identifies programs, education, incentives, and facilities that encourage and facilitate vehicle trip reduction for

both employees and guests. These measures include educational materials, facilities to support biking to work, concierge services for transit, and incentives for employee carpooling. The TDM Plan submitted to the Planning Bureau as part of this application would be required to be implemented upon operation of the hotel use.

Exterior Building Modifications

The biggest and most visible alteration on the plans is an addition to the tower portion of the building to accommodate a new stairwell and service elevator. The addition extends the tower eastward approximately 10 feet from its existing facade. The addition of the stairwell and service elevator is a necessary life safety improvement for the building that provides a gurney elevator and code compliant stairwell. The CHC placed conditions on the design of the stairwell addition to ensure that the new work complies with the Secretary of Interior's (SOI) Standards for Rehabilitation.

The existing 2nd floor rear roof would include an open terrace area with a stairwell to access the 3rd floor pool deck. The 3rd floor roof would include a new rooftop pool with a deck and pool bar. The proposed outdoor rooftop pool and deck area on the 3rd floor requires the addition of a 42-inch-high railing. Solid parapet walls would be installed with finishes to complement the building colors and existing parapets.

The existing Cielo Bar is located in the existing 14th floor cupola. The rooftop terrace area would be expanded approximately 1,815 square feet. The open terrace would include a new restroom structure. The rooftop restroom would extend approximately 1-foot above the new 42-inch glass rail proposed to shield patrons from wind.

Additional restoration work includes the restoration of original windows and the replacement of non-period windows. Over the building's history of uses and seismic strengthening, almost all original windows have been replaced. The CHC placed conditions on the restoration and replacement of windows to ensure that the new work complies with the SOI Standards.

The approval of the Certificate of Appropriateness serves as verification that all proposed improvements to the protected exterior and interior character defining features would be completed in compliance with the SOI Standards.

Victory Park

The proposed modifications to Victory Park, a City owned park, are shown on the Conceptual Landscape Plan (Exhibit F – Conceptual Victory Park Landscape Plan). The plan includes the reconfiguration of the existing circular driveway. Vehicles will continue to access the site from a widened driveway at Ocean Boulevard, but the reconfiguration would relocate the vehicle exit onto Collins Way. The widened driveway would feature square pavers for the driving surface. The redesigned Victory Park would also include linear pavers on the walkway areas, new layered drought tolerant landscaping, fixed seating, a drinking fountain, a dog waste post, and public park signage. The overall

Victory Park proposal increases the hardscape in the park, but improves the landscaping and provides new passive park amenities that are not present under existing conditions.

Victory Park is designated as City parkland in the General Plan, PD-6, and the Local Coastal Program (LCP). While no net loss of dedicated parkland will occur, the widened driveway would reduce the active/passive park space for private access. As conditioned, the applicant will replace the displaced parkland at a 2:1 ratio. Existing parkland shall not be permanently displaced until the replacement parkland (excluding roadways and parking) is guaranteed, under construction, or developed elsewhere.

Existing street trees on the site's perimeter on Ocean Boulevard will be protected in place. On site landscaping will consist primarily of California native and drought tolerant species in accordance with the City's provisions for water-efficient landscape design. The conceptual landscape plan notes that new palm trees will be installed in Victory Park and existing palm trees in Victory Park will be replanted where possible.

The proposed Project would enhance the site through the restoration of a City-designated historic landmark and by introducing visitor accommodations, retail, personal service, banquet, and restaurant uses in areas of the Coastal Zone. This project would renovate the building to align with its original use at the time of construction in 1925. In addition, the reconfiguration of Victory Park would represent an improvement to the public park over existing conditions.

The site is located within General Plan Land Use District Number 7 – Mixed Uses (LUD 7). LUD 7 intends for combinations of land uses that vitalize sites and give them more importance in the urban structure of the City. Improving the site with a hotel use and a mix of uses will rejuvenate the site.

Entitlements

The PD-6 Plan requires Site Plan Review for projects involving a change of use. The Project's May 2018 conceptual review was followed by submittal for the subject entitlements in July 2018. Project design has evolved from the initial submittal to achieve a more historically appropriate renovation and a comprehensive landscape treatment in the Victory Park. Conditions of Approval have been incorporated that will ensure that all of the requirements of PD-6 are met. (Exhibit G – Conditions of Approval). As proposed, the project would be consistent with the permitted uses for PD-6, including a hotel use on the Breakers Hotel site, the General Plan, and the LCP (Exhibit H – Findings of Approval).

The proposed hotel, food and beverage venues, banquet/meeting areas, and amenity uses would constitute visitor-serving uses. The LCP and the Coastal Act include policies that relate to coastal tourism, including overnight accommodations and recreation and visitor serving facilities. As noted in the LCP, new development or changes in use in the Downtown Coastal Zone are intended to support the overall economic development of the City and promote efforts aimed at downtown revitalization. The permitted uses in The

Breakers area of the Downtown Shoreline Policy Plan include Victory Park and hotel uses. The proposed hotel's adjacency to the Long Beach Convention and Entertainment Center would provide overnight accommodations to further serve tourists, business visitors, concert and playgoers, and special interest groups. As conditioned, the project would be consistent with the required findings for the Local Coastal Development Permit.

The applicant proposes to transfer the existing Type 47 (on-sale general eating place), Type 58 (Caterers Permit), and Type 68 (Portable Bar) alcohol licenses that cover the existing building. Due to the reconfiguration of the interior uses related to on-site alcohol, all uses in the site are subject to a Conditional Use Permit (CUP18-015) for the on-premises alcohol. No new alcohol licenses are proposed for the site beyond the existing license transfer. As conditioned, the uses subject to the Conditional Use Permit would be consistent with the required findings. Alcohol uses may include room minibars, room service, bars, restaurants, lounges, and pool service. Staff consulted with the Long Beach Police Department (LBPD) on this application and the LBPD expressed no opposition provided security measures such as security cameras and adequate lighting are included in the approval conditions.

Staff recommends that the Planning Commission accept Categorical Exemption CE-18-152 and approve a Site Plan Review (SPR18-033), Conditional Use Permit (CUP18-015), and Local Coastal Development Permit (LCDP18-022), to allow for the change of use and renovation of The Breakers Hotel (City-designated Historic Landmark) into a 185-room hotel with food and beverage venues (with on-site alcohol), banquet/meeting areas, and amenity uses, subject to Conditions of Approval.

PUBLIC HEARING NOTICE

A total of 1,627 Public Hearing notices were distributed on October 29, 2018, to addresses within a 750-foot radius of the site and to the California Coastal Commission, in accordance with the provisions of the Zoning Regulations. As of the preparation of this report no written testimony has been received.

ENVIRONMENTAL REVIEW

Pursuant to the California Environmental Quality Act (CEQA) Section 15301, Class 1-(d)(f), and Section 15332, Class 32, this project is eligible for a CEQA Categorical Exemption for "Existing Facilities" and "In-Fill Development" as it consists of interior alterations and minor exterior alterations to an existing structure and involves negligible or no expansion of an existing use or structure. (Exhibit I - Categorical Exemption) The addition of the stairwell and service elevator is a necessary life safety improvement for the building that provides a gurney elevator and code compliant stairwell. The new stairwell would not provide usable square footage that represents an expansion of the structure.

The project scope of work is eligible for a CEQA Categorical Exemption for "New

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construction or conversion of small structures” pursuant to CEQA Section 15303, Class 3. This exemption covers accessory (appurtenant) structures including patios and swimming pools. The minor additions of terrace and pool decks to the existing building would be consistent with this Categorical Exemption.

Pursuant to Section 15331 - Class 31, this project is eligible for a CEQA Categorical Exemption for “Historical Resource Restoration/Rehabilitation” as the proposed scope of work is consistent with the Secretary of the Interior’s Standards for Rehabilitating, Restoring, and Reconstructing Historic Buildings.

Respectfully submitted,



MARYANNE CRONIN
PROJECT PLANNER



ALEJANDRO PLASCENCIA
PRESERVATION PLANNER/PROJECT PLANNER



CHRISTOPHER KOONTZ, AICP
PLANNING BUREAU MANAGER



LINDA F. TATUM, AICP
DIRECTOR OF DEVELOPMENT SERVICES

LFT:CK:AP:mc

Attachments:

- Exhibit A - Location Map
- Exhibit B - Site Photos
- Exhibit C - Ordinance No. C-6609
- Exhibit D - Plans
- Exhibit E - Transportation Demand Management Plan
- Exhibit F - Conceptual Victory Park Landscape Plan
- Exhibit G - Conditions of Approval
- Exhibit H - Findings of Approval
- Exhibit I - Categorical Exemption CE-18-152