# **CALIFORNIA COASTAL COMMISSION**

South Coast Area Office 200 Oceangate, Suite 1000 ag Beach, CA 90802-4302 b2) 590-5071



September 23, 1999

TO:

Commissioners and Interested Persons

Fri6a

FROM:

Deborah Lee, Deputy Director

Pam Emerson, Los Angeles County Area Supervisor

Charles Posner, Coastal Program Analyst

SUBJECT:

Major Amendment Request No. 2-99A (Belmont Shore Parking) to the City of

Long Beach Certified Local Coastal Program (For Public Hearing and

Commission Action at the October 15, 1999 meeting in Oceanside).

#### **SUMMARY OF LCP AMENDMENT REQUEST NO. 2-99A**

The City of Long Beach Local Coastal Program (LCP) was certified by the Coastal Commission on July 22, 1980. The current proposal, which the City has submitted as Parts A and B, is the City's second major LCP amendment request for 1999. Part B of LCP amendment request No. 2-99, approved by the Commission on August 10, 1999, modified the LCP development standards for Subarea 29 of SEADIP in order to accommodate the Marina Shores commercial project approved at 6500 E. Pacific Coast Highway. This staff report is for Part A of LCP amendment request No. 2-99.

Part A of LCP amendment request No. 2-99, contained in City Council Resolution No. C-27522 and City Council Ordinance No. C-7619, would amend the parking standards for Area D (Belmont Shore) of the City's coastal zone (See Exhibits). The proposed amendment to the LCP Implementing Ordinances (LIP) would eliminate the existing half-rate parking requirement for new restaurants in the Belmont Shore area (LCP Area D) of the City of Long Beach. In addition, the proposed LCP amendment would clarify the definitions of the terms "Demolish" and "Ready-to-eat Restaurant", and would allow tandem parking arrangements in LCP Area D under limited circumstances (Exhibit #5). The City's proposed changes to the certified LCP have been submitted as part of its strategy to address the well-documented parking deficiency that exists in the Belmont Shore commercial area (LCP Area D).

#### SUMMARY OF STAFF RECOMMENDATION

Staff is recommending that the Commission, after public hearing, approve LCP amendment request No. 2-99A as submitted. The motions to accomplish this recommendation are on page two. The standard of review for the proposed amendment to the LCP Implementing Ordinances, pursuant to Sections 30513 and 30514 of the Coastal Act, is that the proposed amendment is in conformance with, and adequate to carry out, the provisions of the certified Land Use Plan (LUP).

#### **CONTENTS OF LCP AMENDMENT REQUEST**

Local Coastal Program amendment request No. 2-99A affects only the implementing ordinances (LIP) portion of the City's certified LCP. The proposed changes to the certified LCP are contained in City Council Ordinance No. C-7619 (Exhibit #4). City Council Resolution No. C-27522 submits the LCP amendment request for certification by the Commission (Exhibit #3). The City Planning Commission held a public hearing for the proposed LCP amendment on April 15, 1999, and the City Council held a public hearing for the proposed LCP amendment on May 18, 1999. This LCP amendment request is consistent with the submittal requirements of the Coastal Act and the regulations which govern such proposals (Sections 30501, 30510, 30514 and 30605 of the Coastal Act, and Sections 13551, 13552 and 13553 of the California Code of Regulations).

Copies of the staff report are available at the 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* in the Long Beach office at (562) 590-5071.

## I. STAFF RECOMMENDATION

Staff recommends adoption of the following motion and resolution:

#### APPROVE THE AMENDMENT TO THE LCP IMPLEMENTING ACTIONS AS SUBMITTED

MOTION: "I move that the Commission reject amendment request No. 2-99A to the City of Long Beach LCP Implementing Actions as submitted."

Staff recommends a NO vote which would result in the adoption of the following resolution and findings. An affirmative vote by a majority of the Commissioners present is needed to pass the motion.

#### Resolution to certify the amendment to the LCP Implementing Actions:

The Commission hereby certifies amendment request No. 2-99A to the Implementing Actions of the City of Long Beach Local Coastal Program, for the reasons discussed below on the grounds that the amended ordinances, maps, and other implementing actions are consistent with, and adequate to carry out, the provisions of the certified Land Use Plan, as provided in Section 30513 of the Coastal Act. Approval of the Implementing Actions meets the requirements of Section 21080.5(d)(2)(A) of the California Environmental Quality Act in that there are no further feasible alternatives or mitigation measures available which would substantially lessen any significant adverse impact that the approval of the Implementing Actions would have on the environment.

#### II. FINDINGS

The following findings support the Commission's approval of the LCP amendment as submitted. The Commission hereby finds and declares as follows:

#### A. Amendment Description and Background

The City has submitted LCP amendment request No. 2-99A as part of its strategy to address the well-documented parking deficiency that exists in the Belmont Shore commercial area. The parking deficiency for the existing commercial uses along the Second Street commercial corridor has grown from approximately 167 parking spaces in 1980¹, to approximately 479 spaces in 1999². The parking shortage has resulted in intense competition between local residents and the employees and customers of the commercial uses for the limited on-street and off-street parking spaces. The parking supplies for beach goers have not been significantly affected by the parking deficiency in Belmont Shore because of the distance between the large public beach parking lots and the Second Street commercial corridor (approximately 2000 feet). The public beach parking lots in Belmont Shore are rarely filled to capacity.

The primary cause of the increasing parking deficiency in the area is believed to be the continuing intensification of uses within the existing commercial buildings that line the Second Street commercial corridor. Most of the commercial buildings in the Belmont Shore neighborhood were constructed on small lots when the City did not require the provision of off-street parking. Consequently, very few commercial buildings provide any off-street parking at all. Many of these old buildings were formerly used as neighborhood-serving shops. Over the past two decades, however, the neighborhood-serving uses have been replaced by larger and more intense regional-serving uses that include many full-service restaurants and national retail stores. Second Street is now a very popular regional attraction. The area is most crowded on evenings and weekends.

The parking problem has worsened because the City's zoning ordinance and certified LCP allow the existing non-conforming commercial buildings to retain their non-conforming parking rights when they remodel and/or change uses. New off-street parking is required in Belmont Shore only when a new commercial use requires more parking than the old use, and then only the half of the net difference in the parking requirement must be provided.

The LCP's minimal off-street parking requirements for Belmont Shore date back to 1980 when the LCP was originally certified. In 1980, the Second Street commercial area was a pedestrian oriented district that primarily served the local neighborhood. A special

<sup>&</sup>lt;sup>1</sup> City of Long Beach LCP Amendment No. 2-87.

<sup>&</sup>lt;sup>2</sup> Belmont Shore Commercial District – Options and Recommendations for Addressing Parking Deficiencies, by City of Long Beach Planning & Building Department (March 1999).

commercial zone was created for the area, within which new commercial uses are only required to provide fifty percent of the parking normally required for the same uses in other parts of the City. In fact, the certified LCP currently requires new commercial uses in Belmont Shore to provide only half of the zoning ordinance parking requirements. That is, only half of the parking requirement must be provided after a commercial use receives credit for any existing non-conforming parking deficiency on the site. Consequently, a large number of lower-intensity uses have been replaced by new uses that generate higher parking demands, with very few new parking spaces provided.

In recent years, a proliferation of full-service restaurants has exacerbated the parking conflicts, especially in the evenings and weekends when the local residents are at home to compete for limited parking with the employees and customers of the commercial uses. The situation caused the City, on May 19, 1998, to impose a moratorium that prohibited new restaurant-related land uses in the Belmont Shore area. During the moratorium, the City Planning and Building Department undertook a study and issued a report entitled, "Belmont Shore Commercial District – Options and Recommendations for Addressing Parking Deficiencies" (March 1999). The moratorium prohibiting new restaurant-related land uses in the Belmont Shore area expired on May 19, 1999. The changes proposed by this LCP amendment request represent one of the recommendations of that City report for addressing parking deficiencies (Exhibit #5).

The proposed amendment to the LCP Implementing Ordinances (LIP) would eliminate the existing half-rate parking requirement for new restaurants in the Belmont Shore area (LCP Area D) of the City of Long Beach. As previously stated, the half-rate parking requirement for new commercial uses in the Belmont Shore area has been part of the LCP since it was certified in 1980. The proposed LCP amendment would eliminate the half-rate parking requirement only for new restaurants (Exhibit #5). As proposed, new restaurants in LCP Area D would be required to provide one hundred percent of the required parking (after receiving credit for the existing non-conforming parking deficiency that already exists on the site). The parking requirements for other types of permitted commercial uses in the Belmont Shore area would not be changed.

Another section of the proposed LCP amendment would allow the creation of more off-street parking spaces by permitting tandem parking arrangements in LCP Area D under limited circumstances (Exhibit #5). Under the proposal, tandem parking could be permitted to serve employees and customers on the site of Belmont Shore commercial uses (LCP Area D) if the tandem spaces are not more than two spaces deep, and no more than 25 percent of the required parking spaces may be in tandem. Handicapped spaces, of course, are not allowed to be in tandem. The tandem parking allowance already applies to industrial and manufacturing uses throughout the City, although there are no industrial zoned districts within the City of Long Beach LCP jurisdiction.

Finally, the proposed LCP amendment would clarify the definitions of the terms "Demolish" and "Ready-to-eat Restaurant" (Exhibit #5). The term "Demolish" is proposed to be

modified in order to make it easier for the public to understand. The clarified definition of "Demolish" is not intended to alter the existing threshold for triggering the loss of non-conforming status.

The term "Ready-to-eat Restaurant" is proposed to be modified in order to better differentiate between a full-service "Dinner Restaurant" which has a full-service kitchen and more than 150 square feet of dining/front of counter area, and a "Ready-to-eat Restaurant" which does not have a full-service kitchen and has no more than 150 square feet of dining/front of counter area. The existing definition of "Ready-to-eat Restaurant" does not contain the 150 square foot limitation on dining/front of counter area (Exhibit #5). Land uses that would typically fall into the ready-to-eat restaurant category are: bakeries, delicatessens, donut shops, ice cream shops and yogurt shops.

#### B. Public Access/Parking

The standard of review for the proposed amendment to the LCP implementing ordinances, pursuant to Sections 30513 and 30514 of the Coastal Act, is that the proposed amendment is in conformance with, and adequate to carry out, the provisions of the certified LUP.

The availability of parking can affect the public's ability to access the coast. The Commission has consistently found that a direct relationship exists between the provision of adequate parking and availability of public access to the coast. In fact, the certified City of Long Beach LUP, as well as Section 30252 of the Coastal Act, both require that new development maintain and enhance public access to the coast by providing adequate parking facilities. Therefore, the proposed amendment to the LCP implementing ordinances must carry out the policies of the certified LUP by ensuring that adequate parking facilities are provided in order to assure continued public access to the popular recreational areas along the City's seashore.

The Commission must determine whether the proposed changes to the Belmont Shore (LCP Area D) parking standards are in conformance with, and adequate to carry out, the provisions of the certified LUP. The following general transportation and access policies are contained in the certified LUP (LCP p.II-2):

- 1. Increase reliance on public transit.
- 2. Decrease reliance on automobiles.
- 3. Provide slightly more parking.
- 4. Increase pedestrian and bicycle opportunities.

The certified LUP emphasizes that public access to the City's coastal areas will be maintained and improved by improving public transportation and pedestrian and bicycle

facilities, and by increasing the capacity of the City's public beach parking lots. The certified LUP also states that new construction should be required to provide adequate on-site parking (LCP p.II-4).

The proposed elimination of the half-rate parking requirement for new restaurant uses and the allowance for limited tandem parking in LCP Area D carry out the policies of the certified LUP by providing "slightly more parking" in the Belmont Shore area. The allowance for tandem parking arrangements will have an immediate effect by allowing more cars to be parked in existing off-street parking areas. The requirement for new restaurants to meet one hundred percent of the zoning ordinance's parking requirements may not create many new off-street parking spaces, but it will slow the increase in the area's existing parking deficiency by making it more difficult to create a new restaurant with a higher parking demand than the existing use it would replace. If a new restaurant is permitted, the proposed LCP amendment will ensure that the existing parking deficiency is not worsened. Therefore, the proposed LCP amendment is in conformance with, and adequate to carry out, the provisions of the certified LUP.

# C. California Environmental Quality Act (CEQA)

Pursuant to the California Environmental Quality Act (CEQA) and the Coastal Commission's regulations [see California Code of Regulations, Title 14, Sections 13540(f), 13542(a), 13555(b)] the Commission's certification of this Local Coastal Program Amendment must be based in part on a finding that it is consistent with CEQA Section 21080.5(d)(2)(A). That section of the Public Resources Code requires that the Commission not approve or adopt an LCP:

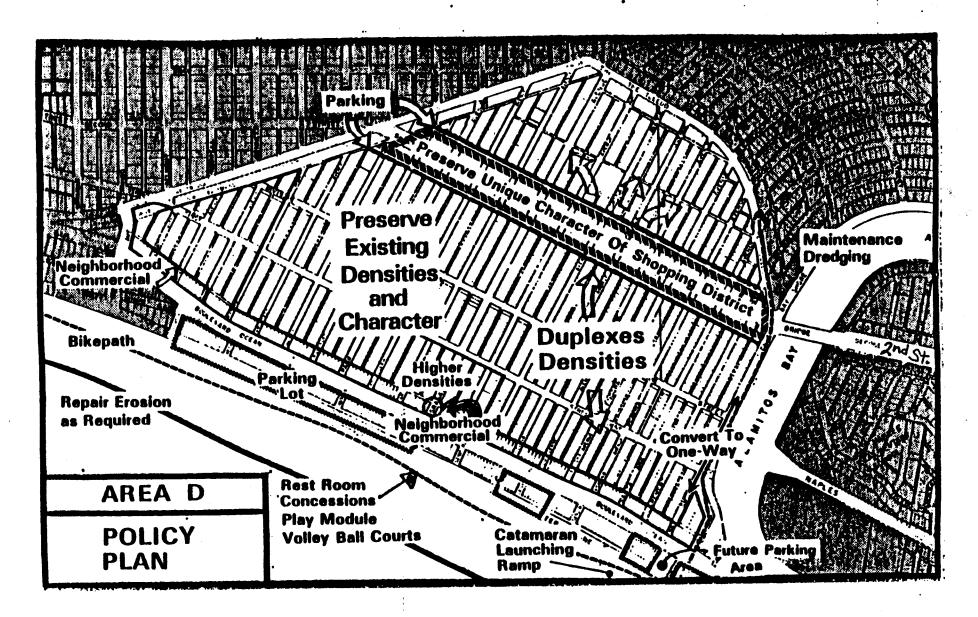
...if there are feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse effect which the activity may have on the environment.

The Commission finds that for the reasons discussed in this report 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.

CP/END

# **City of Long Beach**





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EXHIBIT # 2
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A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF LONG BEACH AUTHORIZING THE DIRECTOR OF PLANNING AND BUILDING TO SUBMIT CERTAIN BEACH AMENDMENTS TO THE LONG ZONING REGULATIONS ARISING FROM THE BELMONT SHORE LAND USE AND PARKING STUDY TO THE CALIFORNIA COASTAL COMMISSION TO BE EFFECTIVE IN THE **COASTAL ZONE** 

The City Council of the City of Long Beach resolves as follows:

WHEREAS, on May 25, 1999, the City Council of the City of Long Beach amended certain provisions of the Long Beach Zoning Regulations (the "Amendments") as set forth in Ordinance No. C- 7619 of the City of Long Beach; and

WHEREAS, said amendments include certain revisions to Title 21 of the City's Zoning Regulations Code arising from the Belmont Shore Land Use and Parking Study: and

WHEREAS, it is the desire of the City Council to submit the above referenced Zoning Code amendments to the California Coastal Commission for its review as implementing ordinances of the Long Beach Local Coastal Program ("LCP"); and

WHEREAS, the Planning Commission and City Council gave full consideration to all facts and the proposals respecting the amendments to the Zoning Regulations at properly noticed and advertised public hearings; and

WHEREAS, the proposed zoning regulation amendments are to be carried out in a manner fully consistent with the Coastal Act and become effective in the Coastal Zone immediately upon Coastal Commission certification; and

> WHEREAS, environmental documentation has been prepared, certified, COASTAL COMMISSION LCP 2-99A

> > EXHIBIT # 3 PAGE 1 OF 3

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received and considered as required by law, and the City Council hereby finds that the proposed amendments will not adversely affect the character, livability or appropriate development of the surrounding properties and that the amendments are consistent with the goals, objectives and provisions of the General Plan:

NOW, THEREFORE, the City Council of the City of Long Beach resolves as

Section 1. The amendments to the Long Beach Zoning Regulations adopted by Ordinance No. C-7619 of the Long Beach City Council on May 25, 1999, a copy of which is attached to and incorporated into this resolution as Exhibit "A", is hereby submitted to the California Coastal Commission for its earliest review as to those parts of the ordinance that directly affect land use matters in that portion of the California Coastal Zone within the City of Long Beach.

Sec. 2. The Director of Planning and Building of the City of Long Beach is hereby authorized to and shall submit a certified copy of this resolution, together with appropriate supporting materials, to the California Coastal Commission with a request for its earliest action, as amendments to the City's Zoning Regulations that will take effect automatically upon Commission approval pursuant to the Public Resources Code or as an amendment that will require formal City Council adoption after Coastal Commission approval.

Sec. 3. This resolution shall take effect immediately upon its adoption by the City Council, and the City Clerk shall certify the vote adopting this resolution.

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EXHIBIT # 3

I certify that this resolution was adopted by the City Council of the City of 1 Long Beach at its meeting of May 18 , 1999, by the following vote: 2 Councilmembers: Oropeza, Baker, Colonna, Roosevelt, Ayes: 3 Kell, Grabinski, Kellogg, Shultz, Topsy-Elvord. 5 6 7 Noes: Councilmembers: None. 8 Councilmembers: Absent: 9 None. 10 11 12 13 14 15 16 17 18 19 20 21 22 23

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AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF LONG BEACH AMENDING THE LONG BEACH MUNICIPAL CODE BY AMENDING SECTIONS 21.15.750. 21.15.2332, 21.32.240.F, 21.41.226.A AND 21.41.235 ALL RELATED TO THE BELMONT SHORE LAND USE AND PARKING STUDY

The City Council of the City of Long Beach ordains as follows:

Section 1. Section 21.15.750 of the Long Beach Municipal Code is amended to read as follows:

21.15.750 Demolish.

"Demolish" means to remove more than fifty percent (50%) of the exterior walls (structural framing) of an existing building or structure, as measured by the linear length of the walls. Where windows, doors and/or partial wall sections are removed, the corresponding amount of linear length of wall removed shall be calculated on a pro-rata basis.

Sec. 2. Section 21.15.2332 of the Long Beach Municipal Code is amended to read as follows:

21.15.2332 Restaurant, ready-to-eat food.

"Ready-to-eat restaurant" means a use, whether it meets the definition of "restaurant" or not, that sells food in a form that is ready to eat at the time of sale, and is primarily designed for take-out, with on-site service area limited to one hundred fifty (150) square feet of dining/in front of counter area. Full service kitchens are not allowed in "ready-to-eat restaurants". Such uses as bakeries,

\* Proposed added words are

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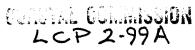
delicatessens, donut shops, ice cream shops, and yogurt shops are common ready-to-eat restaurants.

Sec. 3. Section 21.32.240.F of the Long Beach Municipal Code is amended to read as follows:

F. CP and CNP Districts, Parking. In Area D of the Coastal Zone (Second Street, between Livingston Drive and Bayshore Avenue), the parking in the CP and CNP districts shall be one-half (1/2) the parking required in Chapter 21.41, Table 41-1c, except the one-half (1/2) parking standard shall not apply to restaurants (new and reuse/conversion of existing non-restaurant lease spaces) which shall conform to full parking standards. In all other areas of the Coastal Zone and outside the Coastal Zone, parking in the CP and CNP district shall be as required in Chapter 21.41, Table 41-1c (also see 21.41.226). Any new parking provided, or reconfiguration of existing parking facilities, in Area D of the Coastal Zone can utilize tandem parking subject to the provisions of Section 21.41.235, Subsection B of the tandem parking regulations.

Sec. 4. Section 21.41.226.A of the Long Beach Municipal Code is amended to read as follows:

A. New buildings. In area D of the Coastal Zone (2nd Street, between Livingston Drive and Bayshore Avenue), the parking in the CP and CNP districts shall be one-half (1/2) the parking required in Chapter 21.41, Table 41-1c, except the one-half (1/2) parking standard shall not apply to restaurants (new and reuse/conversion of existing non-restaurant lease spaces) which shall conform to full parking standards. In all other areas of the Coastal Zone and outside the Coastal Zone, parking in the CP and CNP district shall be as required in Chapter 21.41, Table 41-1c (also see 21.41.240). Any new parking provided, or reconfiguration of existing parking facilities, in Area D of the Coastal Zone can



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utilize tandem parking subject to the provisions of Section 21.41.235, Subsection B, of the tandem parking regulations.

Sec. 5. Section 21.41.235 of the Long Beach Municipal Code is amended to read as follows:

- 21.41.235 Tandem parking Industrial/manufacturing uses <u>and Area D of the Coastal Zone (Second Street, between Livingston Drive and Bayshore Avenue).</u>
- A. Tandem parking serving an industrial or manufacturing use shall only be in areas specifically designated for employee long-term parking. In Area D of the Coastal Zone (Second Street, between Livingston Drive and Bayshore Avenue) the tandem parking shall be for general use of employees and customers. Such parking shall only be located on the same site as the use for which the parking is provided.
- B. Tandem parking, where permitted, shall comply with the following standards:
  - 1. Not more than two (2) spaces shall be allowed in tandem.
  - 2. Handicapped parking shall not be in tandem.
  - 3. No more than twenty-five percent (25%) of the required parking spaces shall be permitted to be in tandem.

Sec. 6. The City Clerk shall certify to the passage of this ordinance by the City Council and cause it to be posted in three conspicuous places in the City of Long Beach, and it shall take effect on the thirty-first day after it is approved by the Mayor.

CUASTAL COMMISSION LCP 2-99A

exhibit # 4 page 3 of 4

)	1	I hereby certify that the foregoing ordinance was adopted by the City Council of					
	2	the City of Long Beac	ch at its meeting of	May 25	_, 1999, by the		
Robert E. Shannon City Attorney of Long Beach 333 West Ocean Boulevard Long Beach, California 90802-4664 Telephone (562) 570-2200	3	following vote:					
	4	Ayes: C	Councilmembers:	Baker, Colonna, Roosevelt, Kell,			
	5			Topsy-Elvord, Grabinski, Ke	∍llo <del>gg</del> ,		
	6			Shultz.			
	7						
	8	Noes: C	Councilmembers:	None.			
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	10	Absent: C	Councilmembers:	Oropeza.			
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# Recommended Code Modifications Resulting from the Belmont Shore Land Use and Parking Study

1. Clarify the definition of demolish as follows:

21.15.750 Demolish

CALIFORNIA COASTAL COMMISSION

"Demolish" means to remove more than fifty percent of the exterior walls (structural framing) of an existing building of structure, as measured by the linear length of the walls. Where windows, doors and/or deteriorated partial wall sections are removed, are all considered part of a the corresponding amount of linear length of wall removed shall be calculated on a pro-rata basis.

2. Amend the Restaurant ready-to-eat food definition (21.15.2332) as follows:

"Ready-to-eat-restaurant means a use, whether it meets the definition of "restaurant" or not, that sells food in a form that is ready to eat at the time of sale, and is primarily designed for take-out, with-limited on-site service area limited to 150 sq. ft. of dining/in front of counter area. Full service kitchens are not allowed in "ready-to-eat-restaurants". Such uses as bakeries, delicatessens, donut shops, ice cream shops, and yogurt shops are common ready-to-eat restaurants.

- 3. Amend Special development standards by district (section 21.32.240) by amending subsection F as follows:
  - F. CP and CNP Districts, Parking. In Area D of the Coastal Zone (2nd Street, between Livingston and Bayshore), the parking in the CP and CNP districts shall be one-half the parking required in Chapter 21.41, Table 41-1c, except the one-half parking standard shall not apply to restaurants (new and reuse/conversion of existing non-restaurant lease spaces) which shall conform to full parking standards. In all other areas of the Coastal Zone and outside the Coastal Zone, parking in the CP and CNP district shall be as required in Chapter 21.41, Table 41-1c (also see 21.41.226). Any new parking provided, or reconfiguration of existing parking facilities, in Area D of the Coastal Zone can utilize tandem parking subject to the provisions of section 21.41.235, subsection B of the tandem parking regulations.
- 4. Amend section 21.41.226 subsection A as follows:
  - A. New buildings. In Area D of the Coastal Zone (2nd Street, between Livingston and Bayshore), the parking in the CP and CNP districts shall be one-half the parking required in Chapter 21.41, Table 41-1c, except the one-half parking standard shall not apply to restaurants (new and reuse/conversion of existing non-restaurant lease spaces) which shall conform to full parking standards. In all other areas of the Coastal Zone and outside the Coastal Zone, parking in the CP and CNP district shall be as required in Chapter 21.41, Table 41-1c (also see 21.41.240). Any new parking provided, or reconfiguration of existing parking facilities, in Area D of the Coastal Zone can utilize tandem parking subject to the provisions of section 21.41.235 subsection B of the tandem parking regulations.

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- 5. Amend section 21.41.235 and 21.41.235 subsection A of the tandem parking regulations as follows:
  - 21.41.235 <u>Tandem parking Industrial/manufacturing uses and Area D of the Coastal Zone (2nd Street, between Livingston and Bayshore).</u>
    - A. Tandem parking shall be prohibited except in parking lots serving an industrial or manufacturing use shall only be and only in areas specifically designated for employee long-term parking. In Area D of the Coastal Zone, (2nd Street, between Livingston and Bayshore) the tandem parking shall be for general use of employees and customers. Such parking shall only be located on the same site as the use for which the parking is provided.
    - b. Tandem parking, were permitted, shall comply with the following standards:
      - 1. Not more than two (2) spaces shall be allowed in tandem.
      - 2. handicap parking shall not be in tandem.
      - 3. No more than twenty-five percent (25%) of the required parking spaces shall be permitted to be in tandem.

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EXHIBIT # 5