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CONSULTANTS



# MANHATTAN BEACH FUTURE CONDITIONS



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# INTRODUCTION

This future conditions analysis chapter provides an evaluation of projected future parking needs for the Downtown and North Manhattan Beach areas. Future parking needs are affected by a combination of factors, including ambient growth (or decline) in business activity, changes in the Downtown or North Manhattan Beach commercial use mix, redevelopment and intensification of underutilized sites, and accommodation of existing unmet parking needs. Changes to zoning and land use codes would impact future parking needs to the extent that they encourage or discourage new, denser development and redevelopment.

## DOWNTOWN MANHATTAN BEACH

### Zoning and Redevelopment

Zoning changes and redevelopment that allow for denser development on parcels than exist today would increase overall parking demand in Downtown. Based on a review of the existing Downtown area, there are a limited number of parcels under 10,000 square feet that are not already built to a 1:1 floor-area ratio (FAR), which could conceivably be redeveloped at a 1:1 FAR with no off-street parking required. If these parcels were developed at a 1:1 FAR, which in some cases would also involve the removal of existing private off-street parking spaces, it would increase parking demand in the Downtown's public parking facilities. Approximately 50 additional spaces of public parking demand are projected based on the potential densification of certain parcels to a 1:1 FAR.

Changes to minimum off-street parking requirements in the City's Municipal Code could also affect future public parking demand by shifting private parking spaces into the public realm if parking minimums are reduced or parking maximums are instituted. Given the current high utilization of public parking in Downtown, additional public parking supply would need to be constructed, or additional transportation demand management measures would need to be implemented if parking requirements were reduced.

For this reason, Walker recommends that the City maintain a parking in-lieu fee but consider updating it, modernizing it, and clarifying the parking in-lieu process. In-lieu fee programs run into difficulties because either specific projects and programs aren't earmarked for them, or there are not enough in-lieu fee payments to construct the specified parking projects and transportation programs.

Walker believes that a parking in-lieu fee program can be proactive and successful, given the city's strong parking system and financials. For example, capacity improvement projects such as the reconstruction of a parking structure on Lot 3, or the construction of parking on the recently purchased US Bank lot, could be financed by the City, with the understanding that in-lieu fees could be used to pay down the debt service. Similarly, TDM programs could be identified, such as the provision of a fixed shuttle or on-demand service from a remote parking lot, for which in-lieu fees could help support.



## Mixed-Use Housing Developments and ADUs

While there are no known mixed-use developments with housing being planned in the Downtown area, it would be a permitted use if a large parcel or group of parcels were redeveloped. The existing parking in-lieu fee is only for non-residential projects, so a mixed-use project would not qualify. While such a project would be required to provide both resident and residential guest parking on-site based on existing code, in practice, it may be inconvenient or impractical for guests to park on-site. The City should consider allowing mixed-use and residential projects to pay in-lieu fees for its commercial and guest parking needs.

Accessory Dwelling Units (ADUs) are another permitted type of redevelopment based on state law. This would involve converting existing residential garages in the Downtown study area to ADUs or reconstructing/reconfiguring a property to include an ADU. ADUs can be constructed without parking, which would increase demand for long-term public parking; however, anyone seeking to live in an ADU would presumably understand the parking situation and system in Downtown and plan accordingly.

## Commercial Loading

Commercial loading is a frequent issue in walkable downtowns with narrow streets and alleys. The Downtown study area does not have any dead-end alleys or large parking facilities off of alleys, which reduces its exposure to commercial loading-related issues (blocked access to parking and circulation). Commercial loading was observed along Manhattan Avenue, with vehicles pulled parallel to the curb blocking several on-street parking spaces at a time. The majority of this type of activity occurred in the morning hours, when on-street parking was not in high demand, but commercial loading that occurred later often occurred along red curbs or intruded into travel lanes.

The strategies and action chapter of this plan provides recommendations for reducing commercial loading conflicts and impacts in the Downtown.

## Ambient Growth/Changes in Commercial Use Mix

Another potential source of parking demand growth is ambient growth in Downtown activity. This could stem from an increase in visitors to the area, leading to more people shopping and dining Downtown, a new restaurant that becomes an instant success/sensation drawing crowds, or the conversion of existing retail uses into restaurant uses.

In mature communities and commercial districts that are already successful, ambient growth expectations are typically low, and in the case of Manhattan Beach, projected at 5% of existing demand.



## Existing Unmet Parking Demand and Latent Parking Demand

As discussed in the existing conditions chapter, an effective supply adjustment factor is recommended to ensure that the parking system functions efficiently when it is busy. In a system such as Downtown’s, where the parking supply is spread out, hunting for the last or last few available spaces is difficult and inefficient. The general rule of thumb in the parking industry is to aim for 85% peak occupancy on typical days.

The amount of unmet commercial parking demand has been calculated by comparing peak on- and off-street parking demand with the effective supply to determine if there is a surplus or deficit. For the summer season, an additional calculation has been included which adds the observed vehicular queues into Downtown on summer weekends to the unmet demand number. This includes Manhattan Beach Boulevard backed up between Manhattan Avenue and Pacific Avenue, and Highland Avenue southbound between 17th and Manhattan Beach Boulevard and northbound between 6th and Manhattan Beach Boulevard.

Table 1 summarizes the calculation of unmet parking demand on weekends; Table 2 summarizes the calculation of unmet parking demand on weekdays.

Table 1: Calculation of Unmet Parking Demand on Weekends in Downtown

| Summer    | Observed Demand | Supply Needed to Achieve 85% Peak Occupancy | Supply | Unmet Demand | Additional Vehicles 'In Queue' <sup>1</sup> | Total Unmet Demand |
|-----------|-----------------|---|--------|--------------|---|--------------------|
| On-Street | 151             | 178   | 153    | 25           |   |                    |
| Lot 4     | 75              | 88  | 77     | 11           |   |                    |
| Beach Lot | 229             | 269   | 230    | 39           |   |                    |
| Total     | 455             | 535   | 460    | 75           | 118   | 193                |

| Fall      | Observed Demand | Supply Needed to Achieve 85% Peak Occupancy | Supply | Unmet Demand |
|-----------|-----------------|---|--------|--------------|
| On-Street | 140             | 165   | 153    | 12           |
| Lot 4     | 67              | 79  | 77     | 2            |
| Beach Lot | 230             | 271   | 230    | 41           |
| Total     | 437             | 515   | 460    | 55           |

\* Fall Off-Street Supply Utilized post Lot 3 Closure

1 = Vehicles in queue is estimation of vehicle back-up into Downtown in the summer with an effective supply factor added

As shown in Table 1, there is a projection of unmet parking demand on weekends in both the summer and fall seasons. Projected unmet demand is much larger in the summer due to beach parking demand, whereas the unmet fall parking demand is generally applicable to Downtown’s commercial core, as the beach is much less busy.



Table 2: Calculation of Unmet Parking Demand on Weekdays in Downtown

| Summer     | Observed Demand | Supply Needed to Achieve 85% Peak Occupancy | Supply | Unmet Demand |
|------------|-----------------|---|--------|--------------|
| On-Street  | 550             | 647   | 612    | 35           |
| Off-Street | 938             | 1104  | 990*   | 114          |
| Total      | 1488            | 1751  | 1602   | 149          |

  

| Fall       | Observed Demand | Supply Needed to Achieve 85% Peak Occupancy | Supply | Unmet Demand |
|------------|-----------------|---|--------|--------------|
| On-Street  | 533             | 627   | 612    | 15           |
| Off-Street | 900             | 1059  | 990*   | 69           |
| Total      | 1433            | 1686  | 1602   | 84           |

\* Fall Off-Street Supply Utilized post Lot 3 Closure

As shown in Table 2 there is also a projection of unmet parking demand on weekdays in both the summer and fall seasons, albeit at lower levels. Projected unmet demand is larger in the summer than in the fall.

The analysis of unmet demand indicated that it is not just excess beach parking demand on summer weekdays and weekends in Downtown; the data collection indicates that there is unmet demand even during the fall season, when beach parking is not spilling into Downtown. Thus, there is unmet commercial parking demand (for customers and employees) occurring, likely throughout the year, in Downtown.

Based on this analysis, it would be appropriate to consider adding parking capacity to the Downtown in addition to pursuing TDM measures to reduce driving. Walker would recommend building capacity only up to the point of satisfying excess non-summer weekend/summer weekday parking demand. Constructing additional capacity just to accommodate summer weekends is not recommended.

## Alternative Modes of Transportation

Both the City’s recently approved Climate Action and Adaptation Plan and Mobility Plan recommend streets designed for more walking, bicycling, and transit use, with goals to “create well-marked pedestrian and bicycle networks to facilitate these modes of circulation.” TDM elements that reduce single-occupancy vehicle use and vehicle use in general have the potential to reduce parking demand in the Downtown area. Many cities have specific goals for increasing the mode share of walking, bicycling, and transit trips, although they typically are not linked to a complementary parking reduction. A potential goal for the City would be to promote the use of alternative means of transportation through TDM measures to hold commercial parking demand at current levels, even with potential minor changes to land uses such as the redevelopment of parcels that are not at a 1:1



FAR today, construction of some ADUs, and potential shifts in commercial uses from lower to higher parking generating uses (such as retail to restaurant).

## Future Parking Supply Recommendations - Downtown

Based on the review of existing zoning and redevelopment prospects, ambient growth/changes in the commercial business mix, and existing unmet parking demand, Walker recommends the addition of up to 300 spaces in the Downtown or in a remote parking facility, as shown in Table 3.

Table 3: Recommended Parking Capacity Increase in Downtown

| Source of Need                                     | Number of Spaces |
|--|------------------|
| Supply Increase Due to Densification up to 1:1 FAR | 60               |
| Supply Increase Due to Ambient Growth              | 85               |
| Supply Increase Due to Unmet Demand                | 150              |
| <b>Total</b>                                       | <b>295</b>       |

The City could consider increasing the target number of spaces if it envisions significant projects in Downtown that may take part in the in-lieu fee program, mixed-use projects, or to accommodate additional summer weekend demand.



## NORTH MANHATTAN BEACH

### Zoning and Redevelopment

Zoning changes and redevelopment that allow for denser development on parcels than exist today would increase overall parking demand in North Manhattan Beach. The commercial areas in NMB are zoned CNE (North End Commercial) or CNE-D5 (Design Review – North End Commercial), and unlike the Downtown Commercial zoning in Downtown, North End Commercial is subject to the City's minimum parking requirements. Thus, parcels redeveloping or intensifying would have to build their own parking and/or participate in the City's in-lieu fee program.

Changes to minimum off-street parking requirements in the City's Municipal Code would affect future public parking demand by shifting private parking spaces into the public realm if parking minimums are reduced or parking maximums are instituted. Given the current high utilization of public parking in NMB, additional public parking supply would need to be constructed, or additional transportation demand management measures would need to be implemented if parking requirements were reduced.

For this reason, Walker recommends that the City maintain a parking in-lieu fee but consider updating it, modernizing it, and clarifying the parking in-lieu process. In-lieu fee programs run into difficulties because either specific projects and programs aren't earmarked for them, or there are not enough in-lieu fee payments to construct the specified parking projects and transportation programs.

Walker believes that a parking in-lieu fee program can be proactive and successful, given the city's strong parking system and financials. For example, if the City is successful in securing the long-term rights to the parking lot owned by Chevron north of the Highrose El Porto project, in-lieu fees could be used to pay for the lease of the parking lots. Similarly, TDM programs could be identified, such as the provision of a fixed shuttle or on-demand service from a remote parking lot, for which in-lieu fees could help support.

### Mixed-Use Housing Developments and ADUs

While there are no known mixed-use developments with housing being planned in NMB, the existing parking in-lieu fee is only for non-residential projects, so a mixed-use project would not qualify. While such a project would be required to provide both resident and residential guest parking on-site based on existing code, in practice, it may be inconvenient or impractical for guests to park on-site. The City should consider allowing mixed-use and residential projects to pay in-lieu fees for its commercial and guest parking needs.

Accessory Dwelling Units (ADUs) are another permitted type of redevelopment based on state law. This would involve converting existing residential garages in the NMB study area to ADUs or reconstructing/reconfiguring a property to include an ADU. ADUs can be constructed without parking, which would increase demand for long-term public parking; however, anyone seeking to live in an ADU would presumably understand the parking situation and system in NMB and plan accordingly.



## Commercial Loading

Commercial loading is a frequent issue in walkable downtowns with narrow streets and alleys. The NMB study area does not have any dead-end alleys or large parking facilities off of alleys, which reduces its exposure to commercial loading-related issues (blocked access to parking and circulation). However, there is very little space in NMB for commercial loading to occur, so, for example, commercial loading was seen occurring on Highland Avenue in the northbound left-turn pocket at the Highland/Rosecrans intersection. Commercial loading in this manner affects roadway operations and circulation. Commercial loading in NMB should be restricted to the early/mid-morning hours so it can occur in existing metered spaces before parking demand is high.

The strategies and action chapter of this plan provides recommendations for reducing commercial loading conflicts and impacts in the Downtown.

## Ambient Growth/Changes in Commercial Use Mix

Another potential source of parking demand growth is ambient growth in NMB activity. This could stem from an increase in visitors to the area, leading to more people shopping and dining in NMB, a new restaurant that becomes an instant success/sensation drawing crowds, or the conversion of existing retail uses into restaurant uses.

In mature communities and commercial districts that are already successful, ambient growth expectations are typically low, and in the case of Manhattan Beach, projected at 5% of existing demand.

## Existing Unmet Parking Demand and Latent Parking Demand

As discussed in the existing conditions chapter, an effective supply adjustment factor is recommended to ensure that the parking system functions efficiently when it is busy. In a system such as NMB's, where the parking supply is spread out between on- and off-street capacity, hunting for the last or last few available spaces is difficult and inefficient. The general rule of thumb in the parking industry is to aim for 85% peak occupancy on typical days.

The amount of unmet commercial parking demand has been calculated by comparing peak on- and off-street parking demand with the effective supply to determine if there is a surplus or deficit. Since the beach lot in NMB is further removed from the commercial area than the upper/lower pier lots are in Downtown, they have been included as a separate line item. Typically, it would be difficult for downtown restaurant goers to utilize the beach lots for parking due to the walking distance and elevation change involved. .

Table 1 summarizes the calculation of unmet parking demand on weekends; Table 2 summarizes the calculation of unmet parking demand on weekdays.



# MANHATTAN BEACH FUTURE CONDITIONS ANALYSIS



Table 4: Calculation of Unmet Parking Demand on Weekends in North Manhattan Beach

| Summer    | Observed Demand | Supply Needed to Achieve 85% Peak Occupancy | Supply | Unmet Demand |
|-----------|-----------------|---|--------|--------------|
| On-Street | 151             | 178   | 153    | 25           |
| Lot 4     | 75              | 88  | 77     | 11           |
| Beach Lot | 229             | 269   | 230    | 39           |
| Total     | 455             | 535   | 460    | 75           |

| Fall      | Observed Demand | Supply Needed to Achieve 85% Peak Occupancy | Supply | Unmet Demand |
|-----------|-----------------|---|--------|--------------|
| On-Street | 140             | 165   | 153    | 12           |
| Lot 4     | 67              | 79  | 77     | 2            |
| Beach Lot | 230             | 271   | 230    | 41           |
| Total     | 437             | 515   | 460    | 55           |

As shown in Table 4, there is a projection of unmet parking demand on weekends in both the summer and fall seasons. The projection of unmet demand does not include NMB employees, patrons and beachgoers parking along the southside of Rosecrans Boulevard, which anecdotally stretches past Blanche Road as reported by NMB employees to Walker. However, this parking demand on Rosecrans Boulevard is interspersed with resident parking demand, and not every vehicle parked on Rosecrans is attributable to NMB commercial activity of beachgoing activity.

Table 5: Calculation of Unmet Parking Demand on Weekdays in North Manhattan Beach

| Summer    | Observed Demand | Supply Needed to Achieve 85% Peak Occupancy | Supply | Unmet Demand |
|-----------|-----------------|---|--------|--------------|
| On-Street | 135             | 159   | 153    | 6            |
| Lot 4     | 74              | 87  | 77     | 10           |
| Beach Lot | 220             | 259   | 230    | 29           |
| Total     | 429             | 505   | 460    | 45           |

| Fall      | Observed Demand | Supply Needed to Achieve 85% Peak Occupancy | Supply | Unmet Demand |
|-----------|-----------------|---|--------|--------------|
| On-Street | 138             | 162   | 153    | 9            |
| Lot 4     | 67              | 79  | 77     | 2            |
| Beach Lot | 128             | 151   | 230    | -79          |
| Total     | 333             | 392   | 460    | -68          |



As shown in Table 5 there is also a projection of unmet parking demand on weekends in both the summer and fall seasons, albeit at lower levels. There is no unmet beach parking demand in the beach lot on fall weekdays.

Based on this analysis, it would be appropriate to consider adding parking capacity to NMB in addition to pursuing TDM measures to reduce driving. Walker would recommend building capacity only up to the point of satisfying excess non-summer weekend/summer weekday parking demand. Constructing additional capacity just to accommodate summer weekends is not recommended.

## Alternative Modes of Transportation

Both the City’s recently approved Climate Action and Adaptation Plan and Mobility Plan recommend streets designed for more walking, bicycling, and transit use, with goals to “create well-marked pedestrian and bicycle networks to facilitate these modes of circulation.” TDM elements that reduce single-occupancy vehicle use and vehicle use in general have the potential to reduce parking demand in the Downtown area. Many cities have specific goals for increasing the mode share of walking, bicycling, and transit trips, although they typically are not linked to a complementary parking reduction. A potential goal for the City would be to promote the use of alternative means of transportation through TDM measures to hold commercial parking demand at current levels, even with potential minor changes to land uses such as the redevelopment of parcels that are not at a 1:1 FAR today, construction of some ADUs, and potential shifts in commercial uses from lower to higher parking generating uses (such as retail to restaurant).

## Future Parking Supply Recommendations – North Manhattan Beach

Based on the review of existing zoning and redevelopment prospects, ambient growth/changes in the commercial business mix, and existing unmet parking demand, Walker recommends the addition of up to 80 spaces in NMB or in a remote parking facility, as shown in Table 6.

Table 6: Recommended Parking Capacity Increase in North Manhattan Beach

| Source of Need                                  | Number of Spaces |
|---|------------------|
| Non-Beach Supply Increase Due to Ambient Growth | 15               |
| Non-Beach Supply Increase Due to Unmet Demand   | 25               |
| Beach Supply Increase                           | 40               |
| <b>Total</b>                                    | <b>80</b>        |



# MANHATTAN BEACH FUTURE CONDITIONS ANALYSIS



The City could consider increasing the target number of spaces if it envisions significant projects in NMB that may take part in the in-lieu fee program, mixed-use projects, or to accommodate additional summer weekend demand.

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