

#### CITY OF LONG BEACH

R-13

DEPARTMENT OF DEVELOPMENT SERVICES

333 West Ocean Blvd., 3rd Floor, Long Beach, CA 90802 (562) 570-523

May 12, 2015

HONORABLE MAYOR AND CITY COUNCIL City of Long Beach California

#### RECOMMENDATION:

Receive the supporting documentation into the record and adopt a Resolution directing the further implementation of the Alcohol Nuisance Abatement Ordinance (ANAO). (Citywide)

#### **DISCUSSION**

In January 2014, staff began limited implementation of the Alcohol Nuisance Abatement Ordinance (ANAO), adopted by the City Council on August 6, 2013 (Exhibit A – Alcohol Nuisance Abatement Ordinance and Resolution). The initial implementation of the ANAO was restricted by Resolution adopted by the City Council to the Eighth and Ninth Council Districts north of Del Amo Boulevard. The initial implementation included 26 existing legal non-conforming liquor stores operating without a Conditional Use Permit (CUP). Staff worked directly with the business and property owners to implement the requirements of the ANAO and help those stores achieve compliance. Requirements of the ANAO include, but are not limited to, the following:

- The store must provide exterior lighting and security measures to the satisfaction of the Chief of Police.
- No more than 10 percent of store windows and transparent surfaces may be covered or obstructed by advertising, signage, product, shelving, or other display items.
- All existing exterior pay telephones shall be removed.
- The building address shall be displayed on all sides of the building facing a public right-of-way, including an alley.
- The business is operated and maintained in a neat, quiet, and orderly condition, and operated in a manner so as not to be detrimental to surrounding properties and occupants.
- The business does not result in any adverse effects, jeopardize, or endanger the health, peace, or safety of persons residing, visiting, or working in the surrounding area.

Each of the 26 stores in the initial implementation phase have met the requirements of the ANAO regulations, resulting in tangible improvements throughout North Long Beach. To assist in the implementation of the ANAO, business and property owners were offered the opportunity to participate in the City's Commercial Improvement Rebate Program. Five business or property owners were approved for the program, and received up to \$2,000 each for new code-compliant windows, exterior paint or signage.

The aesthetic and operational improvements required by the ANAO have helped provide business and property owners, patrons, and neighborhood residents with a cleaner, safer and more aesthetically friendly environment. The requirement to remove signs, advertisements, products, and shelving from windows has not only increased the safety of the area by adding more "eyes on the street," but has also created a more pleasant shopping experience for residents and a better working environment for employees. Enhanced lighting and surveillance systems have improved the safety and security in and around the stores. The removal of exterior pay phones has reduced loitering and other unlawful activity. Most importantly, the ANAO has elevated the community's standards and expectations for the operations, aesthetics and safety of liquor stores, and raised the awareness of the impact that these uses may have in Long Beach neighborhoods.

Given the effectiveness of the ANAO in its initial implementation and the number of liquor stores (establishments with an Alcohol Beverage Control Type 21 license that do not currently have a CUP) in other areas of the City (Exhibit B – ABC Type 21 Locations), staff is requesting that the City Council expand the application of the ANAO citywide. New areas of the City will be subject to the ANAO based on the availability of staff resources and on the documented existence of Type 21 licenses without a CUP.

This matter was reviewed by Assistant City Attorney Michael J. Mais on April 15, 2015 and by Budget Management Officer Victoria Bell on April 22, 2015.

#### TIMING CONSIDERATIONS

City Council action is requested on May 12, 2015, to allow the implementation of the ANAO in other areas of the City.

#### FISCAL IMPACT

There is no fiscal or local job impact as a result of the recommended action.

#### SUGGESTED ACTION:

Approve recommendation.

#### HONORABLE MAYOR AND CITY COUNCIL May 12, 2015 Page 3 of 3

Respectfully submitted,

AMY)J. BODEK, AICP

DIRECTOR OF DEVELOPMENT SERVICES

AJB:LT:bb

P:\Planning\City Council Items (Pending)\Council Letters\2015\2015-05-12

Attachments:

City Council Resolution

Exhibit A – Alcohol Nuisance Abatement Ordinance

Exhibit B – ABC Type 21 Locations

APPROVED:

PATRICK H. WEST CITY MANAGER

## OFFICE OF THE CITY ATTORNEY CHARLES PARKIN, City Attomey 33 West Ocean Boulevard, 11th Floor Long Beach, CA 90802-4664

#### RESOLUTION NO.

A RESOLUTION OF THE CITY COUNCIL OF THE
CITY OF LONG BEACH DIRECTING IMPLEMENTATION OF
THE ALCOHOL NUISANCE ABATEMENT ORDINANCE
CITYWIDE

WHEREAS, on August 6, 2013, the City Council approved and adopted an "Alcohol Nuisance Abatement Ordinance" (ANAO) by adding Chapter 21.57 to the Municipal Code of the City of Long Beach;

WHEREAS, the purpose of adopting the ANAO was, and is, in part, to curtail nuisance and criminal activities such as drug dealing, public drunkenness, loitering and other behaviors that negatively impact neighborhoods and which occur with disproportionate frequency at and around the premises of liquor stores offering the offsite sale of alcohol;

WHEREAS, the City Council, by Resolution No. RES-13-0061 adopted August 6, 2013, directed that the initial implementation of the ANAO should commence in the Eighth and Ninth Council Districts. Said Resolution was based upon the fact that said districts: 1) had a significantly higher ratio of liquor stores that were not regulated by the Conditional Use Permit (CUP) process because many were established prior to the requirement to obtain a CUP; 2) that many of said liquor stores were located in densely populated residential areas which too often had proven a catalyst for the types of nuisance related behaviors as described above; and 3) that the residents and business owners located in the 8<sup>th</sup> and 9<sup>th</sup> Council Districts had been extremely vocal in bringing this issue to the City Council for its review, attention and consideration.

WHEREAS, in January, 2014, staff of the Development Services

Department began implementation of the ANAO as directed by the City Council in the Eighth and Ninth Council Districts, which implementation included 26 legal non-

# OFFICE OF THE CITY ATTORNEY ROBERT E. SHANNON, City Attorney 333 West Ocean Boulevard, 11th Floor Long Beach, CA 90802-4664

ORDINANCE NO. ORD-13-0012

# AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF LONG BEACH AMENDING THE LONG BEACH MUNICIPAL CODE BY ADDING CHAPTER 21.57 RELATING TO ALCOHOL NUISANCE ABATEMENT

WHEREAS, nuisance and criminal activities such as drug dealing, public drunkenness, loitering and other behaviors that negatively impact neighborhoods occur with disproportionate frequency at and around the premises of liquor stores offering the sale of alcohol for off-site consumption; and

WHEREAS, neighborhood character can change over time and the careful regulation of nuisance activity at liquor stores and other similar uses will help to ensure that such uses do not contribute to the deterioration of neighborhoods; and

WHEREAS, the citizens of the City of Long Beach have complained to various City departments including the Police Department about said nuisances and criminal activities at liquor stores; and

WHEREAS, there are many liquor stores in the City of Long Beach selling alcoholic beverages that do not conform with the current zoning regulations and, as a result, these establishments generate a disproportionate amount of public nuisance calls for service for the Long Beach Police Department; and

WHEREAS, California law does not preempt local land use decisions with regard to liquor store regulations and the authority to regulate nuisance conditions created by such retailers derives solely from the City's general police powers; and

WHEREAS, the ability of local governments in California to regulate certain aspects of alcohol sales is limited by the California Constitution; and

WHEREAS, despite those limitations, many local agencies, including the City of Long Beach, have effectively used their constitutionally conferred police power to

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create land use tools, such as conditional use permits and administrative use permits to regulate the ancillary aspects of alcoholic beverage sales without interfering with the exclusive authority of the California Department of Alcoholic Beverage Control (ABC); and

WHEREAS, a legal nonconforming or "grandfathered" liquor store that retains the same type of liquor license type over time, continuously operates, and does not substantially change its mode or character of operation, must be allowed to continue its operation, even if local land use controls are subsequently adopted; and

WHEREAS, to address their inability to regulate grandfathered liquor store establishments, many California cities have adopted so-called "deemed approved ordinances;" and

WHEREAS, a deemed approved ordinance is a tool that allows a local agency to exercise appropriate authority over grandfathered establishments through the imposition of nuisance-based performance standards; and

WHEREAS, these performance standards focus on preventing nuisance and criminal activity that may be associated with alcoholic beverage sales at liquor stores; and

WHEREAS, certain grandfathered liquor store establishments in the City of Long Beach have been the source of late-night incidents involving fights, loitering, drinking in public and other nuisance activities which have generated a significant demand on police resources; and

WHEREAS, under a deemed approved ordinance, the sale and service of alcoholic beverages at grandfathered liquor stores is a deemed approved activity so long as the liquor store complies with the general performance standards required of the deemed approved status; and

WHEREAS, California courts have upheld both alcohol specific zoning regulations and the deemed approved approach of imposing nuisance-based performance standards on grandfathered establishments; and

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* <b>\</b>	WHEREAS, given the limitations established by state law, deemed
approved ordi	nances are perhaps the most effective tool to address the impact of
nuisance and	criminal activity that may be caused by alcoholic beverage establishments
such as liquor	stores, especially when voluntary compliance and education prove
ineffective; an	d .

WHEREAS, the City has considered numerous means of addressing such issues and conducted outreach with stakeholders; and

WHEREAS, the City Council directed staff to move aggressively to prepare a deemed approved ordinance and to make other relevant changes to allow the City to more effectively regulate non-conforming liquor store establishments and to provide tools that can be used to prevent and abate nuisance activities that may occur in such establishments; and

WHEREAS, City staff have prepared an ordinance that has been carefully drafted, under the City's police power, to be in compliance with constitutional and statutory requirements and with existing case law so as to address Council's direction.

NOW, THEREFORE, the City Council of the City of Long Beach ordains as follows:

The Long Beach Municipal Code is amended by adding Section 1. Chapter 21.57 to read as follows:

#### Chapter 21.57

#### Alcohol Nuisance Abatement

21.57.010

These provisions shall be known as the Alcohol Nuisance Abatement "Deemed Approved" Ordinance.

21.57.020 Definitions.

"Liquor store" means any business selling general alcoholic

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beverages, also known as sale of distilled spirits or hard liquor, for offpremises consumption under a "Type 21 License" of the California Department of Alcoholic Beverage Control. Liquor store does not include a business selling only beer and/or wine for off-premises consumption.

"Performance Standards" means the regulations prescribed below for liquor store activities with deemed approved status. An establishment must comply with the performance standards in order to retain its deemed approved status. Such compliance shall be determined by the City of Long Beach, and includes the following:

- The use does not result in any adverse effects, jeopardize, or Α. endanger the health, peace, or safety of persons residing, visiting, or working in the surrounding area;
- The use is operated and maintained in accordance with all B. applicable local, state, or federal codes, laws, rules, regulations and statutes including those of the ABC, the City's General Plan, and all zoning or nuisance regulations of the City.
- The use is operated and maintained in a neat, quiet, and C. orderly condition and operated in a manner so as not to be detrimental to surrounding properties and occupants. This shall encompass the upkeep and maintenance of exterior facades of the building, landscaping, designated parking areas serving the use, fences, and the perimeter of the site, including all public sidewalks, alleys, and parkways.
- The use does not result in repeated nuisance activities, as D. defined in Chapter 9.37 of this Code on or near the premises, including but not limited to disturbance of the peace, illegal drug activity, public drunkenness, drinking in public, harassment of passersby, gambling, prostitution, sale of stolen goods, public urination, theft, assaults, batteries, acts of vandalism, excessive littering, loitering, graffiti, illegal parking,

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excessive loud noises especially in the late night or early morning hours, traffic violations, curfew violations, lewd conduct, or police detentions and arrests;

- E. The use provides exterior lighting and security measures to the satisfaction of the Chief of Police including:
- 1. Exterior lighting consisting of high-pressure sodium or equivalent type, with a minimum illumination intensity of a 1.25 foot-candle. All exterior light fixtures shall be vandal resistant, installed on exterior walls, and should be the type with proper cut-offs to avoid glare and night sky glow. Exterior lighting shall clearly illuminate the building address, all parking, driving, and walking surfaces, and exterior doors during the hours of darkness. Activation of the required exterior lighting shall be either by a photocell device or a time clock. Any broken or burned out lights shall be required to be replaced within seventy-two (72) hours;
- 2. Security cameras providing full camera coverage of all entries and exits into the building and full camera coverage of all public rights-of-way and private parking areas provided by the business. Cameras must record in color with output of at least four hundred eighty (480) lines resolution. Recordings shall be retained for no less than thirty (30) days on an IP-configurable Digital Video Recorder (DVR) or digital storage setup with a public IP address. The surveillance system username and password shall be provided to the Long Beach Police Department.
- F. No more than ten percent (10%) of the square footage of the windows and transparent doors of the premises shall be allowed to bear advertising, signs or any other obstructions including products, shelving, display items and/or coolers. All advertising, signage, product, shelving, display items and/or coolers shall be placed and maintained to ensure a clear and unobstructed view of the establishment's interior. Window signs

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displaying prices shall be prohibited. No advertising or signage shall be placed in the area above three (3) feet or below six (6) feet in height of all windows measured from grade.

- All existing publicly accessible exterior pay telephones shall be removed, including the housing of the pay telephone. No new publicly accessible exterior pay telephone may be located on any private property or any public right-of-way adjacent to a deemed approved liquor store activity.
- Η. Any graffiti found on the walls, fences, pavement or buildings shall be removed within twenty-four (24) hours of its appearance on the property.
- 1. The building address shall be displayed on all sides of the building facing a public right-of-way, including an alley, and clearly visible from each public right-of-way, including the alley.
- A copy of these performance standards, additional City or ABC imposed operating conditions, and a twenty-four (24) hour complaint telephone number shall be posted in a conspicuous and unobstructed place visible from the entrance of the establishment in public view.

"Deemed Approved Liquor Store" means any commercial land use where the sale of beer, wine, or distilled spirits was a legal nonconforming use prior to the effective date of this Chapter.

"Nonconforming use" or "Nonconformity," for the purposes of this Chapter, means a building which was lawfully established but which, due to the application of this Title, no longer conforms to the regulations of the zone in which it is located. (See Section 21.15.1860.)

#### 21.57.030 Purpose.

The purpose of this ordinance is to protect and promote the public health, safety, comfort, convenience and general welfare of the community

by imposing anti-nuisance related performance standards on legal nonconforming liquor store activities with the incorporation of performance standards, the sale of alcohol becomes a conforming activity; however, all other nonconformities remain subject to the provisions of Chapter 21.27.

#### 21.57.040 Applicability.

This Alcohol Nuisance Abatement Deemed Approved Ordinance shall apply to all legal nonconforming liquor stores in the City of Long Beach on the effective date of this Chapter. The following establishments with a Type 21 ABC license are exempt from the ANAO: those with a current CUP, establishments that are located more than five hundred feet (500') from zoning districts allowing residential uses, and grocery stores of twenty thousand (20,000) square feet or greater with accessory sales of alcohol.

#### 21.57.050 Automatic Deemed Approved.

- A. All liquor stores that were legal nonconforming uses immediately prior to the effective date of this Chapter shall automatically be granted deemed approved status for the liquor store activity and shall no longer be considered legal nonconforming uses.
- B. Each deemed approved liquor store activity shall retain its deemed approved activity status as long as it complies with the performance standards as defined in Section 21.57.020 of this Chapter.
- C. Any expansion, alteration, or modification in character of the deemed approved liquor store shall conform to the City's Zoning Code including obtaining permits required under Chapter 21.25 of this Code.

#### 21.57.060 Performance Standards.

A liquor store activity shall retain its deemed approved status only if it

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conforms to all of the nuisance based performance standards defined in 21.57.020; such conformance shall be determined by the City of Long Beach.

#### Administration and Enforcement. 21.57.070

- Within ninety (90) days of the effectiveness of this Chapter, Α. each deemed approved liquor store activity shall fully comply with the nuisance based performance standards set forth in Section 21.57.020.
- Upon receiving a complaint from the public, Police B. Department, Code Enforcement, or any interested person that a deemed approved liquor store activity is in violation of the standards set forth in Sections 21.57.020, the following procedure shall be followed:
- 1. The City shall assess the nature of the complaint and its validity by conducting an investigation of the premises to assess the liquor store activity's compliance with the applicable standards. The City shall provide the business and/or property owner, as appropriate, with written notice of any complaint received or investigation commenced by the City relative to the liquor store activity's alleged failure to abide by the regulations set forth in this Chapter.
- Upon establishing the validity of a complaint, the City 2. shall issue a notice of violation to the business and/or property owner of the subject deemed approved liquor store activity. The business and/or property owner shall correct the violation, or take reasonable action to begin correction, and shall diligently pursue completion of the correction within ten (10) days after receiving written notification of the violation. At the end of the correction period, the City shall determine if the violation has been corrected. If violations have not been corrected within the prescribed period, the City shall then refer the matter to the Site Plan Review

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Committee for further review and action.

The Site Plan Review Committee shall conduct a 3. hearing on the validity of the complaint. At the conclusion of the hearing, the Site Plan Review Committee shall have the authority to add or modify performance standards to insure that nuisance activity or conditions are eliminated. Actions taken by the Site Plan Review Committee are appealable by any aggrieved party to the Planning Commission. The decision of the Planning Commission on appeal shall be final.

21.57.080 Revocation of Deemed Approved Status.

If a deemed approved liquor store activity continues to violate Α. the provisions of this Chapter after intervention by the Site Plan Review Committee, the City may refer the matter to the Planning Commission for a revocation hearing according to the procedures of Division VI, "Revocations", of Chapter 21.21 of this Code.

- Based on its findings and determination after hearing, the Planning Commission may:
- Continue the deemed approved activity status a. for the liquor store in question;
- Issue an administrative citation and impose b. administrative penalties for violation of applicable standards in accordance with Chapter 9.65 of this Code;
- Impose such reasonable conditions as are in the C: judgment of the Planning Commission necessary to ensure compliance with the applicable standards; or
- Revoke the liquor store's deemed approved d. activity status.
  - If the Planning Commission determines to impose 2.

further new conditions on the deemed approved liquor store activity, such conditions shall be based upon the information then before the Planning Commission.

- 3. If the Planning Commission finds that conditions and/or modifications of the liquor store will be ineffective in eliminating the adverse activities, the Planning Commission shall revoke the deemed approved activity status of the liquor store.
- 4. Continuation of any use after abandonment or revocation pursuant to this Chapter shall constitute a violation of this Code and shall be penalized as provided for in Section 21.10.080.
- 5. Any aggrieved party may appeal the determination of the Planning Commission to the City Council in accordance with the provisions set forth in Division V, "Appeals", of Title 21 of this Code. The decision of the City Council on appeal shall be final.

21.57.090 Fee.

- A. The administrative citation process described in this Chapter does not preclude the City from recovering any other code violation or nuisance abatement costs incurred by the City in performing its code enforcement efforts.
- B. The City may collect a fee to recover costs associated with the inspection and enforcement of this Chapter in accordance with the City Council adopted fee resolution.
- Section 2. Environmental Determination. The project is exempt from environmental review per CEQA Guidelines under Section 15061(b)(3) which states "that if an activity is covered by the general rule that CEQA applies only to projects which have the potential for causing a significant effect on the environment and where it can be seen

1	with certainty that there is no possibility that the activity in question may have a significan				
2	effect on the environment, the activity is not subject to CEQA".				
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4	Sec	tion 3. The City Cle	erk shall certify to the passage of this ordinance by		
5	the City Council and cause it to be posted in three (3) conspicuous places in the City of				
6	Long Beach, and it shall take effect on the thirty-first (31st) day after it is approved by the				
7	Mayor.				
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9	I hereby certify that the foregoing ordinance was adopted by the City				
10	Council of the City of Long Beach at its meeting ofAugust 13, 2013, by the				
11	following vote:				
12					
13	Ayes:	Councilmembers:	Garcia, Lowenthal, O'Donnell, Schipske,		
14			Andrews, Johnson, Austin, Neal.		
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16					
17	Noes:	Councilmembers:	None.		
18					
19	Absent:	Councilmembers:	DeLong.		
20					
21					
22			Lan Derren		
23			City Clerk		
24					
25		2/13	Bu H		
26	Approved: 8/2	<u>~ (                                   </u>	Mayor		
27	}		$\checkmark$		

#### AFFIDAVIT OF POSTING

STATE OF CALIFORNIA ) SECOUNTY OF LOS ANGELES )
CITY OF LONG BEACH )

Megan Wiegelman being duly sworn says: That I am employed in the Department of the City Clerk of the City of Long Beach; that on the 23rd day of August, 2013, I posted three true and correct copies of Ordinance No. ORD-13-0012 in three conspicuous places in the City of Long Beach, to wit: One of said copies in the entrance lobby of City Hall in front of the Information Desk; one of said copies in the Main Library; and one of said copies in the entrance lobby of the 14th Floor of City Hall.

Subscribed and sworn to before me this 23rd day of August, 2013.

CITY CLERK

### E OF THE CITY ATTORNEY LES PARKIN, City Attomey t Ocean Boulevard, 11th Floor g Beach, CA 90802-4664

#### RESOLUTION NO. RES-13-0061

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF LONG BEACH LIMITING IMPLEMENTATION OF THE ALCOHOL NUISANCE ABATEMENT ORDINANCE TO SPECIFIED AREAS OF THE CITY

WHEREAS, concurrently with the adoption of this Resolution, the City
Council has approved and adopted an "Alcohol Nuisance Abatement Ordinance" (ANAO)
by adding Chapter 21.57 to the Municipal Code of the City of Long Beach;

WHEREAS, the purpose of adopting the ANAO is, in part, to curtail nuisance and criminal activities such as drug dealing, public drunkenness, loitering and other behaviors that negatively impact neighborhoods and which occur with disproportionate frequency at and around the premises of liquor stores offering the offsite sale of alcohol;

WHEREAS, staff has recommended that the initial implementation of the ANAO should commence in the Eighth and Ninth Council Districts. Said recommendation is based upon the fact that these districts: 1) have a significantly higher ratio of liquor stores that are not currently regulated by the Conditional Use Permit (CUP) process because many were established prior to the requirement to obtain a CUP; 2) that many of these liquor stores are located in densely populated residential areas which too often has proven a catalyst for the types of nuisance related behaviors as described above; and 3) that the residents and business owners located in the 8<sup>th</sup> and 9<sup>th</sup> Council Districts have been extremely vocal in bringing this issue to the City Council for its review, attention and consideration.

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

Section 1. The City Council authorizes limited implementation of the

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Leffers City Clerk

