

CALIFORNIA COASTAL COMMISSION

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Staff Report: 1/16/97
Hearing Date: February 6, 1997
Commission Action:

STAFF REPORT: PERMIT AMENDMENT

APPLICATION NO.: 5-94-010-A2

APPLICANT: Northwestern Mutual Life

AGENT: Jonathan Glasgow

PROJECT LOCATION: 401-435 Shoreline Village Drive, City of Long Beach, Los Angeles County.

DESCRIPTION OF PROJECT PREVIOUSLY APPROVED:

Conversion of the Shoreline Village shopping center parking lot from free parking to controlled validated/fee parking, including the construction of three controlled access gates and two ticket booths.

DESCRIPTION OF FIRST AMENDMENT REQUEST (Withdrawn by Applicant Nov. 6, 1996):

Change the project description to clarify that the Shoreline Village shopping center parking lot may be operated on a seasonal basis as either: 1) a free parking lot without controlled access or a validation system, or 2) a controlled parking lot operated under the provisions of Coastal Development Permit 5-94-010 which allow two hours of free parking with validations which are available to all persons.

DESCRIPTION OF CURRENT AMENDMENT REQUEST:

Modify the existing Shoreline Village shopping center parking lot configuration and operation to: 1) expand from 409 to 433 parking spaces, 2) remove fence, 3) modify parking rates, and 4) install new landscaping and informational signs.

SUMMARY OF STAFF RECOMMENDATION:

The primary Coastal Act issue addressed in this report is the management of the various public parking facilities which exist in the Downtown Shoreline area of Long Beach. The Downtown Shoreline area provides a wide range of uses which attract large numbers of visitors and employees, many of which arrive by automobile. Most of the area's attractions are coastal related such as the beach, marinas, parks, aquarium, and Shoreline Village. Once the people arrive in their vehicles, they have the following choices of where to park and how much to pay for parking: Convention Center (\$6), Marina Green (continued)

SUMMARY OF STAFF RECOMMENDATION (cont.):

(free), Shoreline Village (\$0-8), future parking structure (\$1-6), future Riverfront Park (metered) (Exhibit #4).

The general public has historically been able to park in the Shoreline Village public parking lot for free. Shoreline Village was originally approved as a commercial facility designed to encourage a lively pedestrian friendly waterfront. In 1994, the Commission approved a controlled parking plan for the Shoreline Village parking lot in order to discourage Convention Center visitors and boaters from leaving their cars in the lot all day without patronizing the shops and restaurants. The 1994 approval, however, still required the provision of two hours of free parking for all persons who requested a validation so that the free Marina Green recreational parking supply would not be overused by patrons and employees of Shoreline Village trying to avoid parking fees.

Now, the Downtown Shoreline area is being redeveloped under the Queensway Bay Plan, and more and more people are coming to the area. The competition for parking spaces is intensifying. In addition, the City will soon construct a 1,471 space parking structure in the area in which it is unlikely that anyone will be able to park for free.

The applicant, in anticipation of future parking demands and future reductions in the amount of free parking opportunities, has requested to limit free parking in the Shoreline Village lot to customers only (those making a purchase). The applicant suggests that validated free parking for customers only will encourage customers to use the Shoreline Village parking lot, while also encouraging non-customers to use the free parking in the adjacent Marina Green recreational parking lots.

Staff concurs that validated free parking for customers only will encourage customers to use the Shoreline Village parking lot, but it may also encourage employees to use the free Marina Green lots. The proposed limited validation program can only be justified if parking for all waterfront visitors is improved through the implementation of a coordinated parking management plan. Therefore, in order to better manage the public parking resources in the Downtown Shoreline area in response to the increasing intensity of commercial uses in this popular waterfront area, staff recommends that the Commission require the applicant, as a condition of approval, to provide free employee parking and to participate in the traffic and parking management association which will be formed by the City to meet the requirements of the LCP.

Therefore, staff recommends that the Commission determine that the proposed amendment, subject to the conditions below, is consistent with the public access policies of the Coastal Act. The special conditions require validations for two hours of free customer parking, free employee parking, a signage plan, and membership in a traffic and parking management association when formed by the City. The conditions are necessary to protect the public's ability to use public parking to access the waterfront.

PROCEDURAL NOTE:

Section 13166 of the California Code of Regulations provides for referral of a permit amendment request to the Commission if:

- 1) The Executive Director determines that the proposed amendment is a material change,
- 2) Objection is made to the Executive Director's determination of immateriality, or
- 3) The proposed amendment affects conditions required for the purpose of protecting a coastal resource or coastal access.

In this case, the Executive Director determined that the proposed amendment is a material change which could affect coastal access. If the applicant or objector so requests, the Commission shall make an independent determination as to whether the proposed amendment is material. [14 California Code of Regulations 13166].

LOCAL APPROVAL RECEIVED:

1. City of Long Beach Site Plan Review Case No. 9609-15, 10/9/96.

SUBSTANTIVE FILE DOCUMENTS:

1. Coastal Development Permit 5-94-010 (Northwestern Mutual Life).
 2. Coastal Development Permit 5-96-071 (City of Long Beach).
 3. Coastal Development Permit 5-96-010 (Northwestern Mutual Life).
 4. Coastal Development Permit P-79-5152 (City of Long Beach).
 5. Coastal Development Permit P-80-7497 (City of Long Beach).
 6. Coastal Development Permit Amendment Application 5-96-274-A (Northwestern Mutual Life).
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STAFF NOTE:

The Commission's approval of the proposed amendment is required because the site is located on state tidelands within the Commission's area of original jurisdiction. Pursuant to Section 30519 of the Coastal Act, any development located within the Commission's area of original jurisdiction requires a Coastal Development Permit from the Commission. The Commission originally approved Coastal Development Permit 5-94-010 on May 12, 1994. The Commission's standard of review for the Coastal Development Permit Amendment for the proposed development is the Chapter 3 policies of the Coastal Act. The City's certified LCP is advisory in nature and may provide guidance.

STAFF RECOMMENDATION:

The staff recommends that the Commission adopt the following resolution:

I. Approval with Conditions

The Commission hereby grants, subject to the conditions below, an amendment to the permit for the proposed development on the grounds that the development and the amendment, as conditioned, will be in conformity with the provisions of Chapter 3 of the California Coastal Act of 1976, is located between the sea and first public road nearest the shoreline and is in conformance with the public access and public recreation policies of Chapter 3 of the Coastal Act, and will not have any significant adverse impacts on the environment within the meaning of the California Environmental Quality Act.

II. Special Conditions

The five original special conditions of Coastal Development Permit 5-94-010 are amended as follows. Deletions are identified with ~~slashes~~, and additions are identified by underlining. Special conditions six and seven are added with this amendment.

1. Parking Lot Plans

~~Prior to issuance of the Coastal Development Permit the applicant shall submit two sets of parking lot plans subject to the review and approval of the Executive Director. The plans shall identify a minimum of 400 parking spaces in the Shoreline Village shopping center parking lot. The 400 parking spaces shall be provided in the parking lot within 180 days of the issuance of the Coastal Development Permit.~~
The 433 space Shoreline Village parking lot shall be maintained consistent with the plans approved by the Executive Director pursuant to the Commission's approval of this amendment (Exhibit #3).

2. Validations

Free parking ticket validations which allow for two hours of free parking shall be available ~~without~~ without purchase of any amount to any person from any tenant of the Shoreline Village shopping center.

3. Traffic Circulation

All vehicles shall be permitted to pass through the Shoreline Village shopping center parking lot for free without obtaining a validation.

4. Signage

Prior to issuance of the Coastal Development Permit amendment, the applicant shall submit a signage plan, subject to the review and approval of the Executive Director. The signage plan shall provide sign designs and shall identify specific locations of signs at each entrance of the

parking lot and within the parking lot which clearly announce:

- a. The availability of free parking ticket validations from any tenant of the Shoreline Village shopping center without purchase of any amount which allow for two hours of free parking.
- b. The ability of all vehicles to pass through the Shoreline Village shopping center parking lot for free without obtaining a validation.
- c. The approved parking fee rates.
- d. The availability of free employee parking.

The signs shall be posted in the parking lot prior to, or concurrent with, the implementation of the approved validated/fee parking program. The signs shall be maintained consistent with the signage plan approved by of the Executive Director.

5. Parking Fees

Any increase in the approved parking fees will require an amendment to the Coastal Development Permit.

6. Parking & Traffic Association

Prior to issuance of the Coastal Development Permit amendment, the applicant shall submit evidence, subject to the review and approval of the Executive Director, that the applicant has entered into an agreement with the City of Long Beach to join the Downtown Shoreline area traffic and parking management association which will be formed by the City to meet the requirements of the LCP. The applicant shall also agree to submit a Coastal Development Permit amendment request for Commission review and approval in order to implement any specific parking lot management strategies developed by the traffic and parking management association which may affect the parking fees and management practices of the Shoreline Village public parking lot.

7. Employee Parking

Prior to issuance of the Coastal Development Permit amendment, the applicant shall submit an employee parking program, subject to the review and approval of the Executive Director, which allows all employees of the establishments located within Shoreline Village to park their vehicles within the Shoreline Village public parking lot for free while they are working. The program shall include measures to insure that all Shoreline Village employees are given adequate notice of the free employee parking program. The employees shall also be notified that they should not park in the free Marine Green public parking lots while they are working. The employee parking program shall be implemented as approved by the Executive Director. The applicant may submit a Coastal Development Permit amendment request for Commission review to request an alternate employee parking program as long as it does not involve the use of free or low cost public parking supplies required for public access and coastal recreation.

III. Findings and Declarations

The Commission hereby finds and declares:

A. Amendment Description

The applicant, Northwestern Mutual Life, proposes to amend Coastal Development Permit 5-94-010 (Northwestern Mutual Life) in order to modify the configuration and terms of operation of the existing Shoreline Village shopping center parking lot (Exhibit #2). Shoreline Village is a shopping center with a maritime theme located on the waterfront in the Downtown Shoreline area of the City of Long Beach (Exhibits #1&2). The shopping center, which is built on former tidelands, shares the Long Beach downtown waterfront area with the Downtown Long Beach Marina, Pacific Terrace Harbor and Shoreline Park. All are located on former tidelands which are now public trust lands. Because the parking lot is located on public trust lands, it is not owned by the shopping center and cannot be used exclusively by the operators of the Shoreline Village shopping center.

Although the nearest public beach is located one-half mile east of Shoreline Village, the entire area is a popular coastal recreation area (Exhibit #1, p.2). Visitors to the area can take advantage of the many sailing and boating opportunities, access the coastal bicycle path, go fishing, use the parks and beach, sightsee, or shop at Shoreline Village. The area is served by the Marina Green parking lots, the Downtown Marina parking lot, and the Shoreline Village parking lot. Because the Shoreline Village parking lot is located on publicly owned former tidelands, it is available for use by both the general public and Shoreline Village customers. When the Shoreline Village parking lot fills up on busy days, customers often park in the Marina Green parking lots (Exhibit #2).

Parking Lot Configuration

The proposed alteration to the parking lot configuration involves an expansion of the northern section of the parking lot to encompass a section of land that was formerly used as a right turn lane connecting eastbound Shoreline Drive to Shoreline Village Drive (Exhibit #2). The right turn lane has been moved northward as part of the Commission approved reconstruction of the Shoreline Drive/Shoreline Village Drive intersection (Coastal Development Permit 5-96-071). A traffic signal and crosswalk have been installed as part of the intersection improvement project and a small section of land (right turn lane) is now available for use as part of the public parking lot used by the Shoreline Village shopping center (Exhibit #6). The proposed expansion will result in an increase in the number of parking spaces in the Shoreline Village parking lot from 409 to 433 parking spaces (Exhibit #3).

The proposed amendment also includes the removal of the existing wrought iron fence on the west side of Shoreline Village Drive and the installation of new landscaping and informational signs. The proposed informational signs will identify the entrances to the parking lot and the location of disabled parking spaces. The Commission approved parking rates and terms of use will also be displayed on informational signs. One large informational sign (approximately

20 to 40 feet high) has been proposed for the southwest corner of Shoreline Drive and Shoreline Village Drive. However, the design of the proposed large sign has not been submitted for Commission review at this time. Because it is not part of this application, it is not yet approved and will require a subsequent Commission action.

Management and Control of Parking Lot

The applicant has also requested to modify previously approved terms of the permit regarding operation of the parking lot. The proposed changes would affect the required parking validation program and the rates charged for parking.

On May 12, 1994, the Commission approved Coastal Development Permit 5-94-010 for the conversion of the Shoreline Village public parking lot from free uncontrolled parking to controlled validated/fee parking. Special condition two of the permit requires the implementation of a validation/fee program which allows two hours of free public parking with a validation. Validations are given by the tenants of the shopping center, and no purchase is required in order to receive a validation. The Commission's 1994 approval allows parking fees to be charged at the following rates:

First two hours	Free with validation
Without validation	\$2.00 for first two hours
Next one hour	\$1.00
Each 30 minutes thereafter	\$1.00
Maximum	\$8.00

The applicant's current proposal would change the terms of the permit by giving validations only to customers with a purchase, instead of giving validations to anyone who so requests. The amendment also proposes the following revised parking rates:

First two hours	Free with purchase
Each 30 minutes	\$1.00
Two hours	\$4.00
Daily Maximum	\$6.00
Maximum with validation	\$3.00

The daily maximum, as proposed, would be reduced from eight dollars to six dollars, but two hours would cost four dollars instead two dollars or nothing. No provisions for employee parking have been proposed.

B. Project History

Most of the Long Beach Downtown Shoreline area was developed in the late 1970's and early 1980's under Coastal Development Permits approved by the Commission in 1979. The Downtown Shoreline area of Long Beach currently contains the Downtown Long Beach Marina, Marina Green Park, the Long Beach Convention and Entertainment Center, Hyatt Regency Hotel, Rainbow Lagoon Park, Shoreline Village shopping center, Shoreline Park and Lagoon, the Long Beach Aquarium of the Pacific, and Catalina Landing (Exhibit #1,p.2). Until its

demolition in 1979, the famous Pike amusement park was situated on the now land-locked beach in the Downtown Shoreline area.

The Downtown Shoreline area of Long Beach is comprised primarily of state-owned public tidelands which are administered by the City of Long Beach under a Tidelands Trust Agreement with the State of California. The Chapter 138 line, the boundary between the privately owned upland properties and the public tideland areas in the Downtown Shoreline area, is the former mean high tide line. The public tideland areas subject to the Long Beach Tidelands Trust Agreement are the filled areas which lie seaward of the Chapter 138 line. The Chapter 138 line runs roughly corresponds to the alignment of Seaside Way (Exhibit #1, p.2). Shoreline Village and the subject parking lot are located on state-owned public tidelands.

Originally, the Shoreline Village shopping center was approved by the Commission on June 11, 1979 in Coastal Development Permit P-79-5251. The purpose of the development was to encourage day use activities on the waterfront. Coastal Development Permit P-79-5251 approved three restaurants with a total of 17,500 square feet of gross floor area, and 18,000 square feet of other commercial uses. That project included the provision of 252 parking places to serve the approved commercial uses.

The Shoreline Village project was revised in 1980. The revised project, which was approved by the Commission in Coastal Development Permit P-80-7497, increased the permitted amount of commercial area from 35,500 square feet to 51,000 square feet and increased the amount of parking provided in the Shoreline Village public parking lot to 409 parking spaces (Exhibit #2). The 409 space parking lot is the subject of this permit amendment.

On May 12, 1994, the Commission approved Coastal Development Permit 5-94-010 allowing the conversion of the Shoreline Village public parking lot from free uncontrolled parking to controlled validated/fee parking. The approved project included the closure of one of the four existing entrances, the construction of controlled access gates at the remaining three entrances, the construction of two 7.5 foot high ticket booths, and a validation/fee program which allows two hours of free public parking with a validation. Validations are presently given by the tenants of the shopping center, and no purchase is required in order to receive a validation. The originally approved parking fees are listed in the previous section. Coastal Development Permit 5-94-010 was issued on June 21, 1995. The applicant now proposes to revise the parking fees and the validation system.

The most recent Commission action in Shoreline Village was the March 14, 1996 approval of Coastal Development Permit 5-96-010 (Northwestern Mutual Life) for the remodeling of existing restaurant space into two new restaurants, The Yardhouse Restaurant and Oink's Diner. The approved project also included the the construction of various improvements in the adjoining public boardwalk areas of the Shoreline Village shopping center. Coastal Development Permit 5-96-010 (Northwestern Mutual Life) was issued on March 14, 1996, and the two new restaurants are now operating.

Many changes are occurring in the immediate area of Shoreline Village. The Downtown Shoreline area is currently the subject of the City of Long Beach's

urban waterfront development project referred to as the Queensway Bay Plan. The Queensway Bay Plan is the City's plan to create a major waterfront attraction in the Downtown Shoreline area of Long Beach to provide affordable recreation and entertainment for local residents and area visitors (Exhibit #4). On May 10, 1995, the Commission approved City of Long Beach Local Coastal Program (LCP) Amendment No. 1-95 incorporating the Queensway Bay Plan into the City's certified LCP. One of the central public access provisions contained in LCP Amendment No. 1-95 requires all development in the Downtown Shoreline area to participate in a traffic and parking management association in order to facilitate the optimum use of the area's parking and access facilities.

Two of the central components of the Queensway Bay Plan are the Long Beach Aquarium of the Pacific and the Queensway Bay Harbor. These two developments are located west of Shoreline Village (Exhibit #4). Coastal Development Permit 5-95-055 (City of Long Beach) permitted the construction of the Long Beach Aquarium of the Pacific in Shoreline Park (Exhibit #4). The permit also approved the demolition of two ramps attached to the Queensway Bay Bridge, and the construction of two signalized intersections on Shoreline Drive. The Long Beach Aquarium of the Pacific is currently under construction and is expected to open in July of 1998.

Coastal Development Permit 5-96-124 (City of Long Beach), approved on September 12, 1996, permits the construction of the Queensway Bay Harbor in Shoreline Park and Lagoon, and the creation of a wetland habitat mitigation area on the site of the Golden Shore public boat launch (Exhibit #4). Construction has also commenced on the approved harbor. Shoreline Park will be rebuilt as Riverfront park (Exhibit #4).

In a related development, the Commission now has before it City Coastal Development Permit application 5-96-268 before the construction of a five-level parking structure proposed to serve visitors to the Downtown Shoreline area. The City has proposed to use a validation/fee system similar to the one currently proposed by the applicant in this amendment application. The City's proposal, however, gives only a reduced parking rate with a customer validation (\$3.00 maximum) instead of two hours of free parking. Therefore, the recent pattern of Commission approved development in the Downtown Shoreline area has resulted in the need for additional attention to be paid to the issue of the management of public parking facilities in the area.

C. Public Access and Recreation

The primary Coastal Act issue is the proposed amendment's impact on the public's ability to access the coast. A basic goal of the Coastal Act is to protect and maximize public access to the coast while providing recreational opportunities for all the people.

Section 30210 of the Coastal Act states:

In carrying out the requirement of Section 4 of Article X of the California Constitution, maximum access, which shall be conspicuously

posted, and recreational opportunities shall be provided for all the people consistent with public safety needs and the need to protect public rights, rights of private property owners, and natural resource areas from overuse.

Section 30213 of the Coastal Act states, in part:

Lower cost visitor and recreational facilities shall be protected, encouraged, and, where feasible, provided. Developments providing public recreational opportunities are preferred...

One of the methods commonly used to maximize public access to the coast is to ensure that there is enough parking available for visitors of 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. Section 30252 requires that new development should maintain and enhance public access to the coast by providing adequate parking facilities.

Section 30252 of the Coastal Act states, in part:

The location and amount of new development should maintain and enhance public access to the coast by... (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation....

The Shoreline Village parking lot is located on public property seaward of the first public road in the Commission's area of original jurisdiction. The Shoreline Village shopping center and parking lot are located in a popular coastal recreation area where visitors can take advantage of sailing and boating opportunities, the coastal bicycle path, fishing opportunities, the parks and beach, or shopping and sightseeing at Shoreline Village and its boardwalk.

In its approval of Coastal Development Permit 5-94-010, the Commission found that it is important that the operation of the Shoreline Village parking lot does not preclude the general public from parking and accessing the various coastal recreation opportunities in the area. Several parking lots in the area provide parking for the area's visitors and employees. The Shoreline Village parking lot provides the primary parking supply for the customers and employees of Shoreline Village shopping center (Exhibit #2). This lot is physically separated from the Marina Green parking areas located directly east of it by a wrought iron fence and Shoreline Village Drive. The parking areas to the east of Shoreline Village provide free parking in the Marina Green parking lots for recreational visitors (i.e. the general public), and reserved parking spaces for the Downtown Marina permit holders (boat owners). The Marina Green parking lots are sometimes used for overflow parking by customers of the shopping center.

Parking Lot Configuration

The proposed amendment involves a change in the configuration of the existing Shoreline Village shopping center parking lot (Exhibit #2). It also proposes to alter the previously approved parking rates and the validation program.

The proposed alteration to the parking lot configuration involves an expansion of the northern section of the parking lot to encompass a section of land that was formerly used as a right turn lane connecting eastbound Shoreline Drive to Shoreline Village Drive (Exhibits #2&3). The right turn lane has been moved northward as part of the Commission approved reconstruction of the Shoreline Drive/Shoreline Village Drive intersection (Coastal Development Permit 5-96-071). A traffic signal and crosswalk have been installed as part of the intersection improvement project and a small section of land (right turn lane) is now available for use as part of the public parking lot used by the Shoreline Village shopping center (Exhibit #6).

The proposed parking lot expansion, which will increase the number of parking spaces in the lot from 409 to 433, is consistent with the coastal access and recreation policies of the Coastal Act because it will provide for additional public parking in this popular coastal area. Additional public parking spaces will improve the public's ability to access the area on busy days when there is a shortage of parking in the area.

The proposed parking lot expansion will not displace any existing recreational facilities. The bicycle path and sidewalk which pass around the eastern and northern sides of the parking lot will be moved, but not eliminated. The affected section of the bicycle path and sidewalk has been rebuilt by the City around the northeast corner of the proposed parking lot expansion area as part of the intersection improvement project approved by Coastal Development Permit 5-96-071 (City of Long Beach) (Exhibit #3). The only land use that will be displaced by the proposed parking lot expansion is the former right turn lane which has been removed as part of the redesigned intersection. The recently improved and signalized Shoreline Drive/Shoreline Village Drive intersection now provides a right turn lane within a reduced intersection area (Exhibit #6).

The proposed amendment also includes the removal of the existing wrought iron fence on the west side of Shoreline Village Drive. The removal of the fence will eliminate the barrier which separates Shoreline Village from the rest of the Marina Green area and will improve the perception of public access through the area. The removal of such barriers is consistent with the coastal access and recreation policies of the Coastal Act.

Management and Control of Parking Lot

The proposed amendment also proposes to alter the previously approved parking rates and the validation program. The applicant's current proposal would change the terms of the permit by giving validations only to customers with a purchase, instead of giving validations to anyone who so requests. This would result in the loss of free parking opportunities in the Shoreline Village parking lot for everyone except customers. The amendment also proposes the following revised parking rates:

First two hours	Free with purchase
Each 30 minutes	\$1.00
Two hours	\$4.00
Daily Maximum	\$6.00
Maximum with validation	\$3.00

The Commission's 1994 action approved the following parking rates:

First two hours	Free with validation
Without validation	\$2.00 for first two hours
Next one hour	\$1.00
Each 30 minutes thereafter	\$1.00
Maximum	\$8.00

The new rates would double the hourly rate from one dollar per hour to one dollar for each thirty minutes, but would also reduce the daily maximum from eight dollars to six dollars. The two hours of free parking with a validation would be continued, but it would be limited to persons who make a purchase instead of being given to anyone who asks for it. The currently proposed parking rates and validation system will continue to encourage Shoreline Village customers to use the Shoreline Village parking lot while discouraging non-customers. There are not provisions, however, to encourage the employees of the the Shoreline Village tenants to use the Shoreline Village public parking lot.

In 1994, the applicant submitted Coastal Development Permit application 5-94-010 for the conversion of the Shoreline Village public parking lot from free uncontrolled parking to controlled validated/fee parking. The applicant stated that it had to charge for parking in order to discourage patrons of the Convention Center, Hyatt Hotel, marinas and Shoreline Park from using the shopping center's parking lot (Exhibit #1). The Marina Green and Shoreline Park lots provide free parking, but the Convention Center and Hyatt Hotel charge fees (\$6) to use their parking lots. Apparently, people were taking advantage of the free parking in the Shoreline Village parking lot instead of paying for parking in the Convention Center and Hyatt Hotel lots. As a result, on busy days there was a shortage of parking for customers and employees of Shoreline Village. Therefore, Shoreline Village proposed to implement a controlled parking program in order to encourage only its customers to use the Shoreline Village parking lot.

The Commission approved Coastal Development Permit 5-94-010 in 1994. In that approval the Commission distinguished between recreational strollers (short-term), and Convention Center visitors and boaters (long-term) who were using the Shoreline Village parking lot for non-coastal related free parking. The Commission found that fees could be charged for use of the Shoreline Village parking lot but also found that the adjacent Marina Green public parking lots must be protected for general public parking so that visitors to the area could continue to take advantage of the many low cost and free recreational opportunities provided in the Downtown Shoreline area such as sailing and boating, bicycling, fishing, using the parks and beach, and sightseeing. The Commission was concerned that allowing the applicant to charge for parking in the shopping center's parking lot could have the effect of directing shoppers and employees to the free parking in the adjacent Marina Green recreation parking lots in order to avoid paying. This could negatively impact low cost coastal access opportunities by reducing the amount of parking available for recreationists. The Commission has consistently found that a direct relationship exists between the provision of adequate parking and availability of public access to the coast. That relationship is the basis for the requirement in Coastal Development Permit P-80-7497 (City of Long Beach) that the shopping center provide a 409 space parking lot.

In order to discourage Shoreline Village customers and employees from using the adjacent free Marina Green recreational parking lots so that the public's ability to park in the Marina Green parking lots was protected, the Commission in 1994 required the Shoreline Village to implement a validation program which allows up to two hours of free public parking in the Shoreline Village parking lot with a validation. This allowed the continuation of a lower cost recreational opportunity, i.e., strolling along the waterfront without having to pay for parking or make a purchase. The possibility that shoppers and employees could be directed to the free parking in the adjacent Marina Green parking lots in order to avoid paying for parking was mitigated by the validation program which allowed two hours of free parking for everyone in the Shoreline Village public parking lot.

The Commission now finds that the proposal to limit the free parking in the Shoreline Village parking lot to only customers will encourage shoppers to park in the Shoreline Village parking lot rather than in the Marina Green parking lots which are also free but farther away from the shops. However, because there are not provisions for Shoreline Village employee parking, it is very likely that the employees will park for free in the Marina Green public parking lots which must be protected for public access and coastal recreation. Long-term use of the free public parking spaces in the Marina Green lots by Shoreline Village employees will reduce the number of spaces available for persons coming to the waterfront for coastal recreation. Therefore, employees of Shoreline Village should be encouraged to use the parking supply designated for Shoreline Village which is the Shoreline Village parking lot.

In order to encourage the employees of Shoreline Village to use the parking supply designated for them, the amendment is conditioned to require the applicant to submit an employee parking program, subject to the review and approval of the Executive Director, which allows all employees of the establishments located within Shoreline Village to park their vehicles within the Shoreline Village public parking lot for free while they are working. The program shall include measures to insure that all Shoreline Village employees are given adequate notice of the free employee parking program. The employees shall also be notified that they should not park in the Marina Green public parking lots while they are working. The employee parking program shall be implemented as approved by the Executive Director. Only as conditioned will the proposed change in the validation program will have no effect on the public's use of the free Marina Green parking lot which should be reserved for coastal recreationists.

If the applicant develops an alternate parking program that does not involve free parking, but does protect the public's recreational parking facilities, the applicant may submit it for Commission review as long as it does not involve the use of public parking supplies required for public coastal access and recreation. One alternative may involve an employee shuttle system to transport employees between Shoreline Village and their vehicles parked in parking facilities located away from the waterfront.

The availability of free validations for customers and knowledge of the validation and employee parking program is essential to the mitigating effect of the validation program. Therefore, the approval of the amendment is

conditioned to require a signage program which communicates to the public the Commission approved parking rates and the availability of free parking ticket validations for two hours of free parking from any tenant of the Shoreline Village shopping center with a purchase. Only as conditioned is the proposed amendment consistent with the public access and recreation policies of the Coastal Act.

Even with the approved controlled validated/fee parking program in effect, the applicant continues to be concerned about possible discrepancies between the rates charged for parking in the Shoreline Village parking lot and the rates charged in the other Downtown Shoreline area parking facilities such as the Convention Center's lots and the five-level parking structure proposed to be built next the Long Beach Aquarium of the Pacific (see Coastal Development Permit application 5-96-268). The proposed five-level parking structure next the Long Beach Aquarium of the Pacific will not be completed and opened for at least one year from now. When it does open, the City has proposed to use a validation/fee system similar to the one currently proposed by the applicant in this amendment application. The City's proposal, however, gives only a reduced parking rate with a customer validation (\$3.00 maximum) instead of two hours of free parking.

Past experience has shown that discrepancies between parking rates in adjacent parking facilities can lead to competition for parking spaces between the visitors to the various attractions in the area. People will often drive around looking for the best parking deal when such discrepancies are known to exist. In the Downtown Shoreline area one can find a wide range of parking rates, from free to eight dollars a day. Competition for the free parking spaces can result in the reduction of public access opportunities whenever the parking supply for one area or facility is filled-up, especially if it is filled-up with people visiting an entirely different facility of area.

The City's Queensway Bay Plan anticipates the problems which could arise as a result of uncoordinated management of the Downtown Shoreline area's many parking facilities, all of which are located on public tidelands. The Queensway Bay Plan requires the formation of a traffic and parking management association to plan and monitor the joint use of public and private parking facilities in the Downtown Shoreline area. The traffic and parking management association will be charged with the implementation of specific parking management strategies and transportation demand management programs. The goal of the traffic and parking management program, according to the plan, will be to provide adequate parking in a cost-effective manner while protecting public access to the coast. All development in the area will be required by the City to join the traffic and parking management association when it is formed. It will be formed prior to commencement of development of commercial uses in LCP Subarea 5 and Subarea 6 west of Pine Avenue (the park area located on the north side of the proposed harbor west of Pine Avenue)(Exhibit #4).

The Queensway Bay Plan, including the above stated requirement for the formation of a traffic and parking management association, has been incorporated into the certified City of Long Beach LCP. The Commission certified the Queensway Bay Plan when it approved LCP Amendment No. 1-95 on May 10, 1995.

Therefore, an opportunity to address the uncoordinated management of the Downtown Shoreline area's many parking facilities, all of which are located on public tidelands, will be created with the formation of the traffic and parking management association called for in the LCP and the Queensway Bay Plan. The participants of the traffic and parking management association can determine the most appropriate parking rates for the area and standardize them in order to eliminate any large discrepancies. In this forum, the City can address the largest discrepancy in the area's parking rates discussing the possibility of installing parking meters on all the public parking spaces which are currently free. The elimination of all free public parking, however, raises questions in regards to the public access policies of the Coastal Act which protect lower cost recreational opportunities. In any case, parking meter rates should not be permitted to be so high as to discourage the general public from accessing the waterfront area.

The applicant should join the traffic and parking management association when it is formed so that its concerns can be expressed and addressed in cooperation with the other developments in the Downtown Shoreline area. In order to ensure that the managers of the Shoreline Village shopping center participate in the traffic and parking management association when it is formed, the applicants are required join it as a condition of this amendment.

The condition of approval requires the applicant to enter into an agreement with the City of Long Beach to join the Downtown Shoreline area traffic and parking management association when it is formed to meet the requirements of the LCP. The applicant shall also agree to submit a Coastal Development Permit amendment request for Commission review and approval in order to implement any specific parking lot management strategies developed by the traffic and parking management association which may affect the parking fees and management practices of the Shoreline Village public parking lot. Only as conditioned to join the traffic and parking management association is the proposed project consistent with Section 30252 of the Coastal Act.

All future developments in the Downtown Shoreline area shall also be required to join and participate in the traffic and parking management association when it is formed. The City estimates that the total cost of participants in the association should not exceed \$5,000 annually (Exhibit #7).

Finally, the proposed amendment, as conditioned, will not negatively affect the public's ability to access the Downtown Shoreline area and the coast, and is consistent with the public access and recreation policies of the Coastal Act.

D. Local Coastal Program

The City of Long Beach Local Coastal Program was certified by the Commission on July 22, 1980. Because the project is located seaward of the former mean high tide line, the LCP is advisory in nature and may provide guidance. The standard of review for this project is the Chapter 3 policies of the Coastal Act. The proposed amendment is consistent with the policies of the LCP.

One of the requirements of the certified LCP, as discussed in the previous

section, requires the formation of a traffic and parking management association to plan and monitor the joint use of public and private parking facilities prior to commencement of development of commercial uses in the park area located on the north side of the proposed harbor west of Pine Avenue. This area is located entirely on public lands. The close proximity of the existing and proposed commercial uses and the area's existing and proposed recreational uses will likely result in competition for parking spaces. Because the commercial uses will be located on public lands, the LCP requires that the parking supplies shall be available for use by the general public on a first-come, first-served basis. No parking may be reserved for the exclusive use of any tenant or development. These parking policies enhance the public's ability to access the downtown shoreline area to use both the lower cost recreational facilities and the visitor-serving commercial uses.

The certified LCP also requires the provision of adequate parking supplies to meet the parking demands of the development in the Downtown Shoreline area. Because all of the Downtown Shoreline area is located on public tidelands, the certified LCP parking policies encourage the use of shared parking and joint use parking arrangements to meet the total parking demands of the public and private visitor-serving and recreational facilities in the area. In addition, the certified LCP includes a provision to encourage the shared use of the parking supply in downtown Long Beach north of the Downtown Shoreline area and outside the coastal zone. The LCP also states that the public transportation system, including the Blue Line light-rail, Long Beach Transit, and free trams, are expected to reduce the demand for parking in the Downtown Shoreline area.

E. California Environmental Quality Act (CEQA)

Section 13096 of the California Code of Regulations requires Commission approval of Coastal Development Permit application to be supported by a finding showing the application, as conditioned by any conditions of approval, to be consistent with any applicable requirements of the California Environmental Quality Act (CEQA). Section 21080.5(d)(2)(i) of CEQA prohibits a proposed development from being approved if there are feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse impact which the activity may have on the environment.

The proposed amendment is consistent with the Chapter 3 policies of the Coastal Act. All significant environmental effects have been mitigated by conditions of approval of the permit. The proposed amendment will not have significant environmental effects for which feasible mitigation measures have not been employed consistent with CEQA. Therefore, the Commission finds that the amendment is consistent with the requirements of the Coastal Act to conform to CEQA.

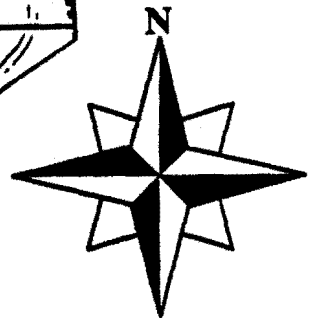
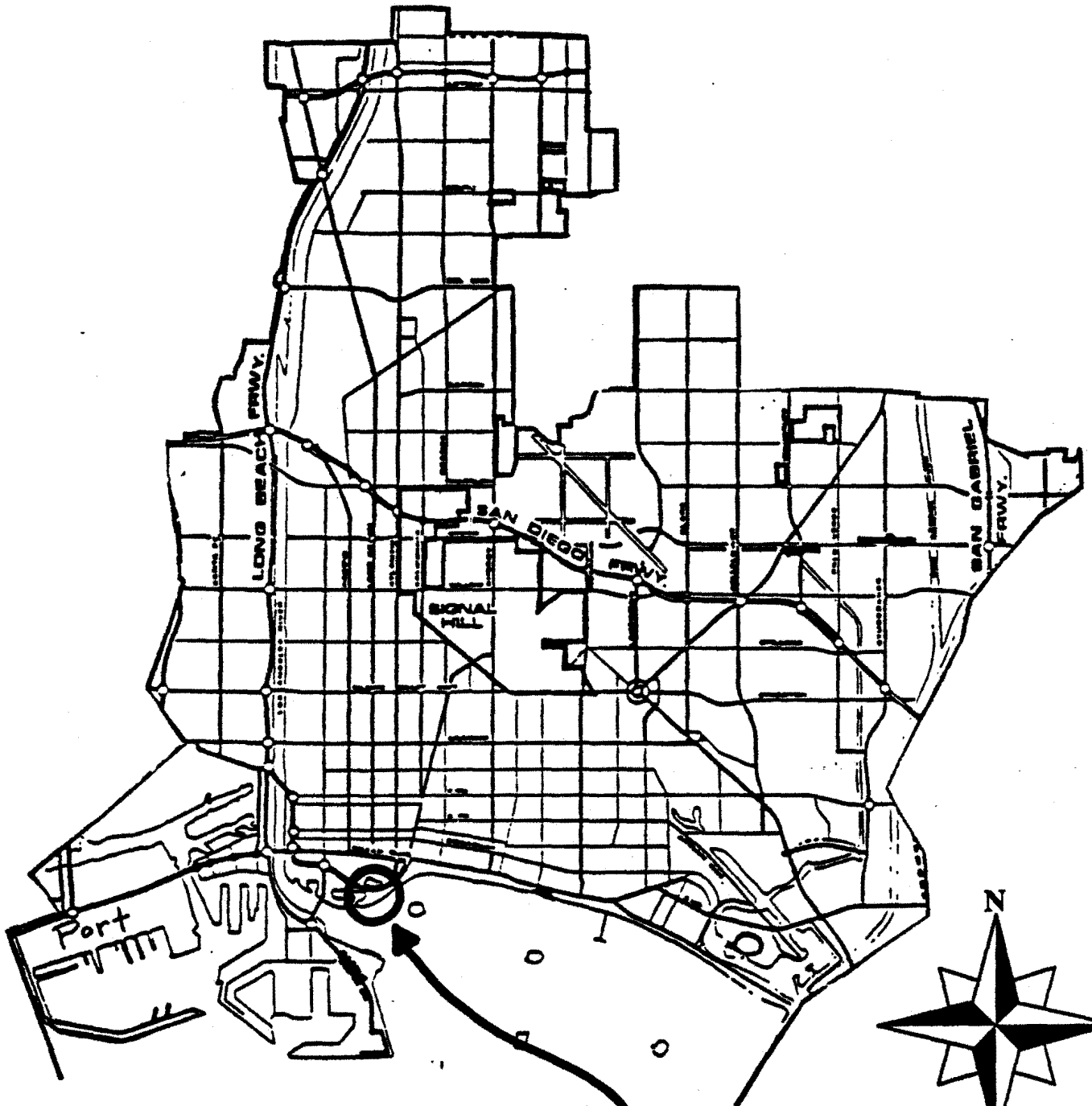
F. Violation

Consideration of this application by the Commission has been based solely upon the Chapter 3 policies of the Coastal Act. Review of this permit does not constitute a waiver of any legal action with regard to any violation of the

Coastal Act that may have occurred. The Commission will act on this application without prejudice. The Coastal Commission staff is reviewing the Shoreline Village development for compliance with the requirements of Coastal Development Permits P-79-5152 and P-80-7497 (City of Long Beach).

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City of Long Beach

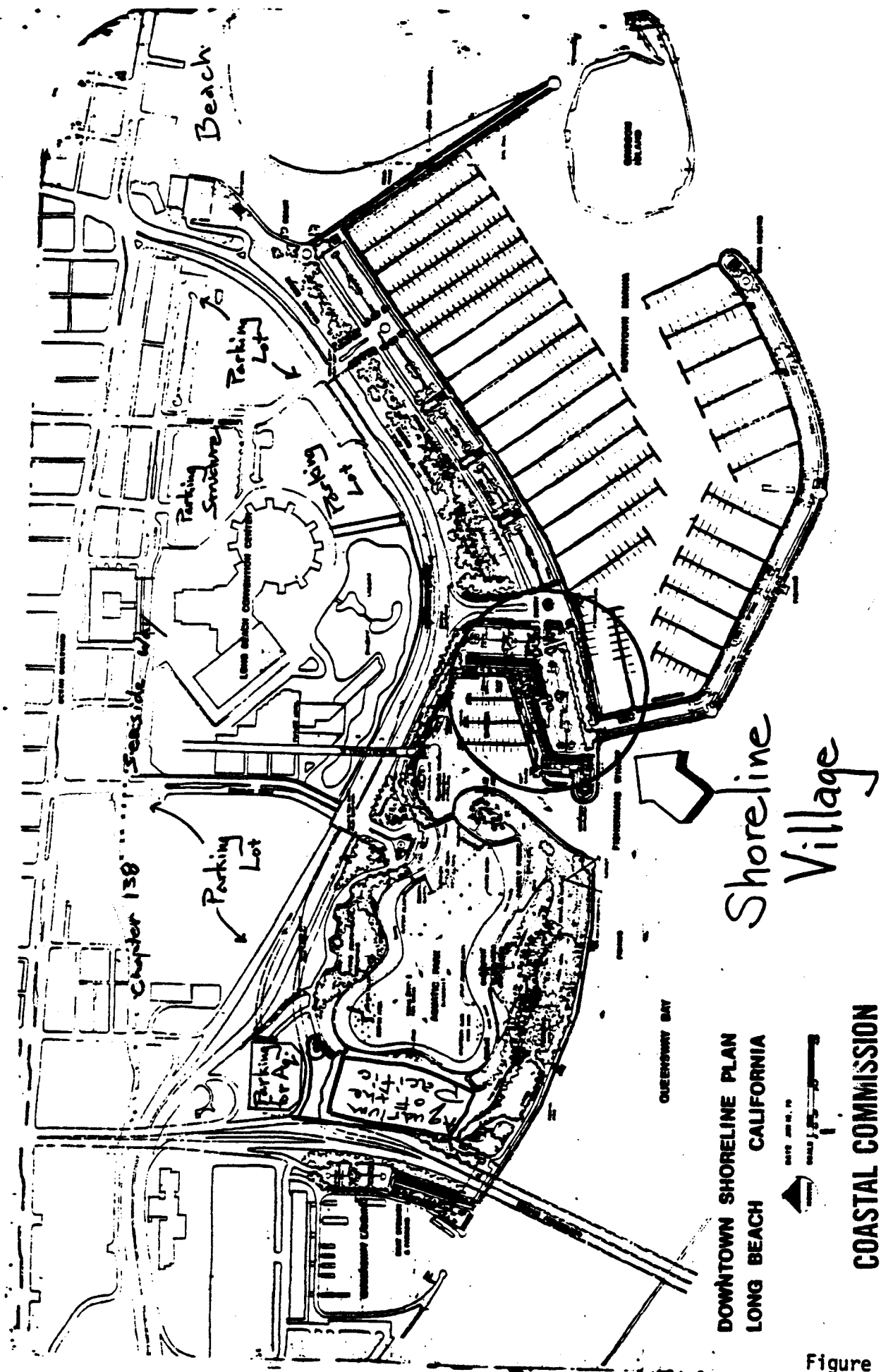


Site

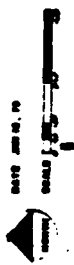
COASTAL COMMISSION
5-94-010-A2

EXHIBIT # 1

PAGE 1 OF 2



DOWNTOWN SHORELINE PLAN
 LONG BEACH CALIFORNIA



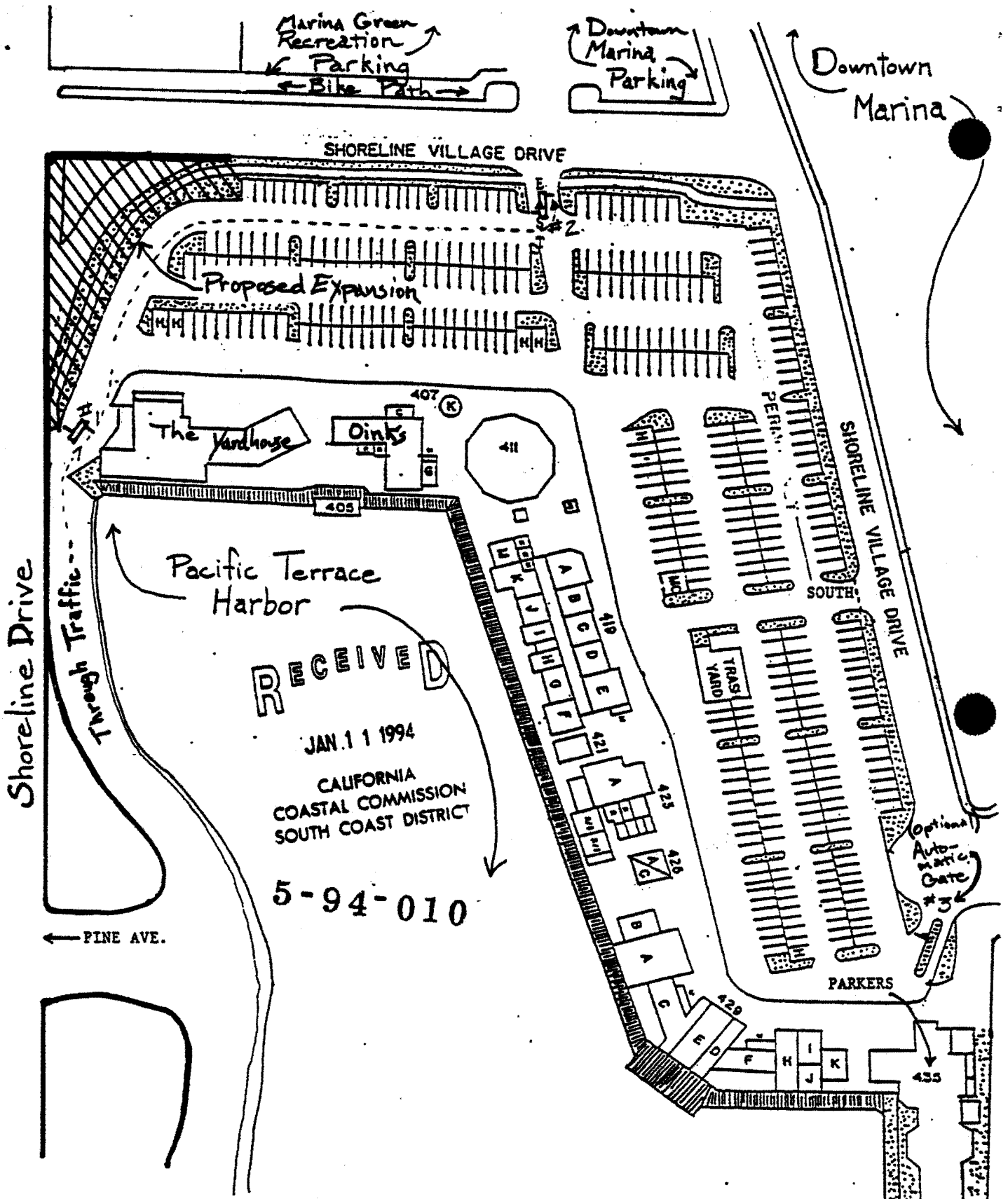
COASTAL COMMISSION

5-94-010-A2

Shoreline
 Village

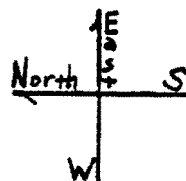
EXHIBIT # 1
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Figure 1

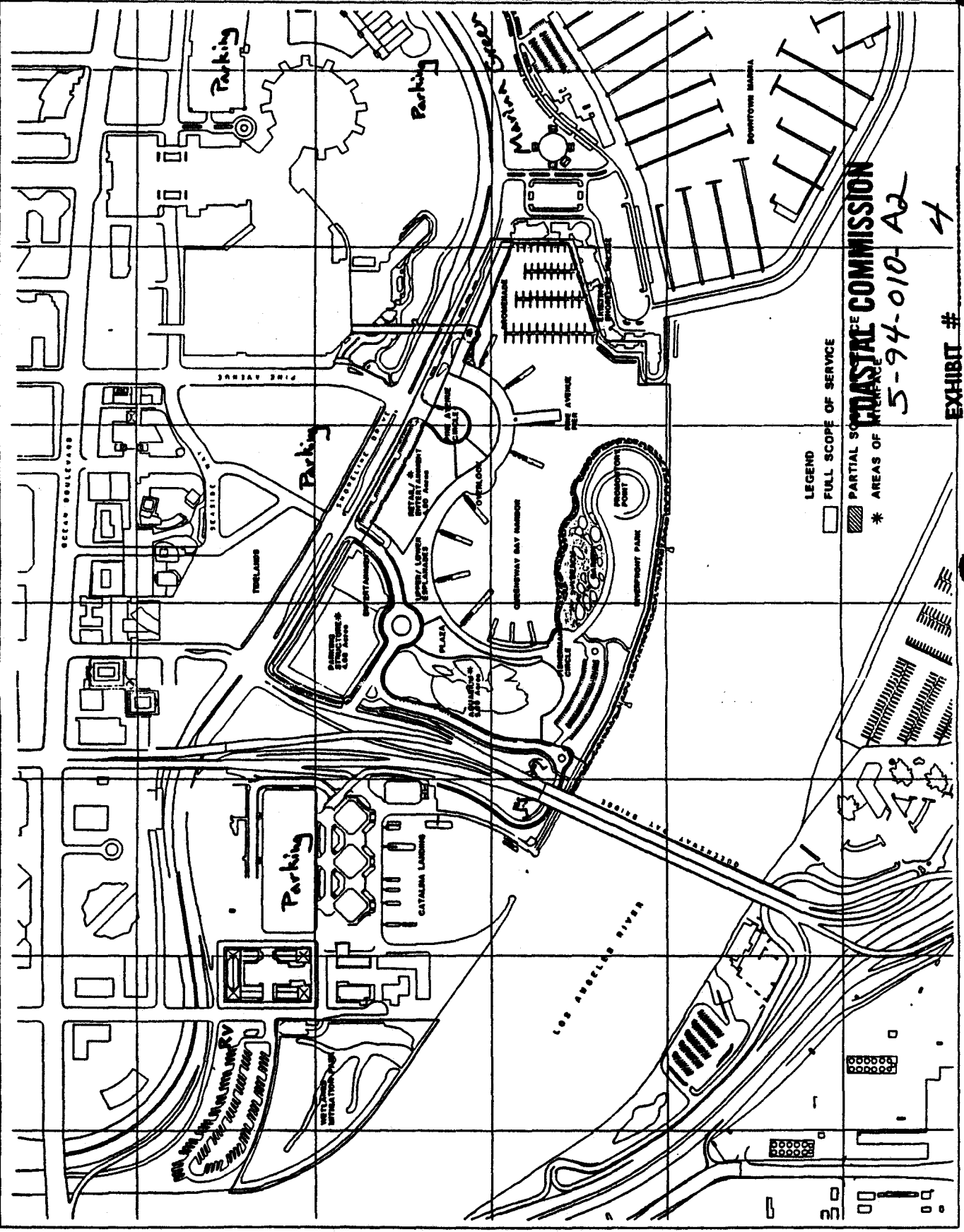


COASTAL COMMISSION
 5-94-010-A2
 EXHIBIT # 2
 PAGE 1 OF 1

Shoreline Village
 Existing



 QUEENWAY BAY Long Beach, California	
CLIENT: City of Long Beach 200 West Ocean Boulevard Long Beach, California 90802 Tel: (562) 595-1000	DESIGN DEVELOPMENT: Queenway Bay 200 West Ocean Boulevard Long Beach, California 90802 Tel: (562) 595-1000
DESIGNER: Queenway Bay 200 West Ocean Boulevard Long Beach, California 90802 Tel: (562) 595-1000	DATE: 1994
PROJECT NO.: 5-94-010-A2	SCALE: 1" = 100'
PROJECT NO.: 5-94-010-A2	DATE: 1994



320 Pine Avenue
Suite 610
Long Beach California
90802

310 432 6242

310 432 4342



ARCHITECTURE
INTERIOR
DESIGN

December 23, 1996

RECEIVED
DEC 24 1996

CALIFORNIA
COASTAL COMMISSION
SOUTH COAST DISTRICT

Mr. Charles R. Posner
California Coastal Commission
245 West Broadway, Suite 380
Long Beach, California 90802-4416

Regarding: Coastal Development Permit Amendment Application 5-94-010-A2

Project: Shoreline Village, Parking Lot Issues
401-435 Shoreline Village Drive
Long Beach, California
Project Number 96025.00

Dear Mr. Posner:

As you requested, this letter confirms our conversation regarding your questions about the referenced Amendment Application.

Shoreline Village intends to remove the perimeter fence around the Village in its entirety in phases. The first section from the north property line to the parking lot entrance along Shoreline Village Drive is to be removed during construction of the Parking Lot Expansion. The remaining portions are to be removed at a later date as the landscaping is replaced. The Village intends that low landscaping be installed along the existing fencelines in order to control pedestrian access to selected intervals. The intention of this control is to minimize trampling of landscaping and to enhance public safety in the parking lot.

As we also discussed, the Village prefers that vehicular access at the northwest corner of the property, adjacent to the north end of The Yard House Restaurant, remain in place. Please advise if the City of Long Beach plans conflict with this preference.

Thank you for all your help.

Sincerely,
INTERSTICES, INC.


Jonathan Glasgow, AIA
Principal

cc: G. Farmer
D. Neal

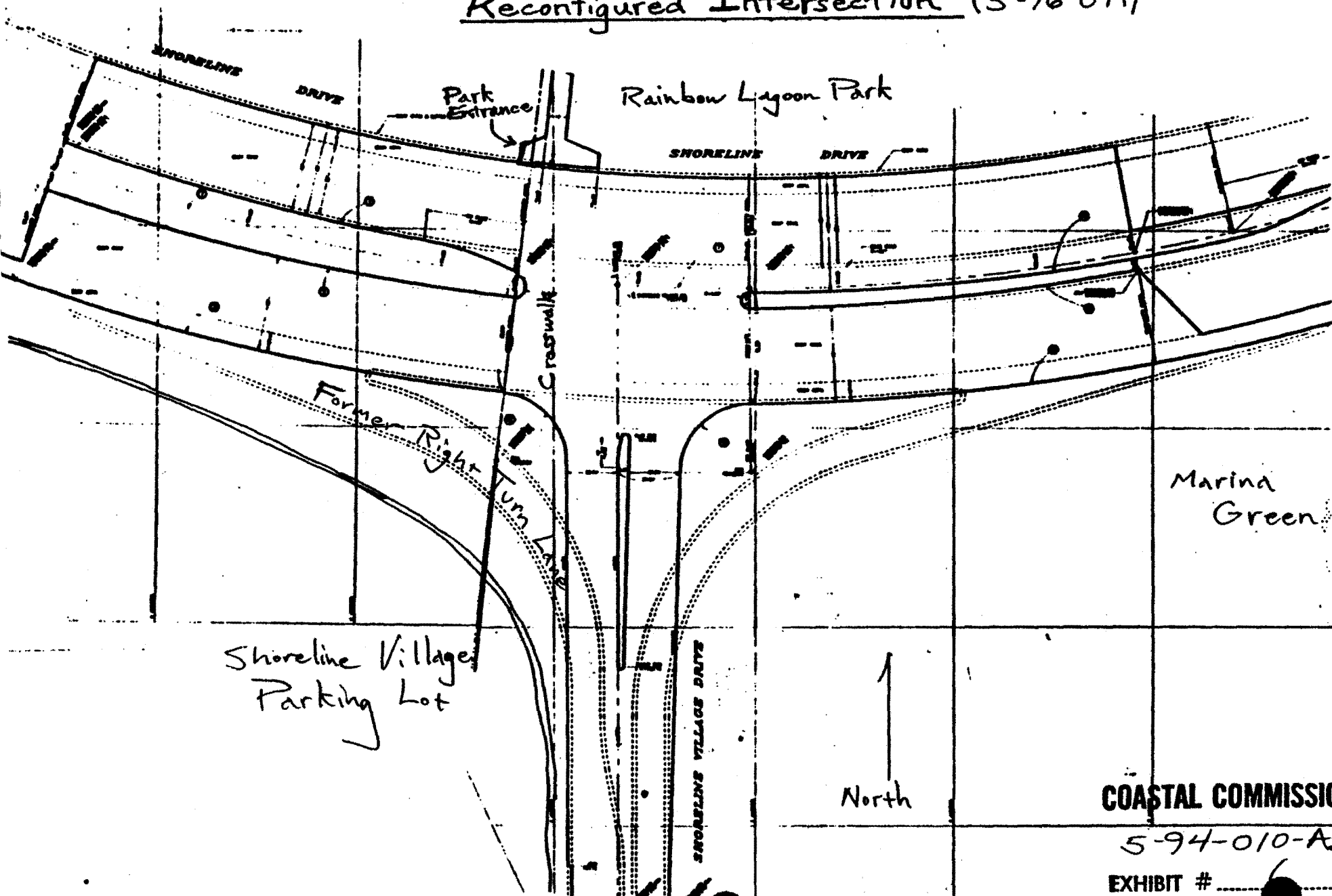
COASTAL COMMISSION

5-94-010-A2

EXHIBIT # 5

PAGE 1 OF 1

Reconfigured Intersection (15-96-071)



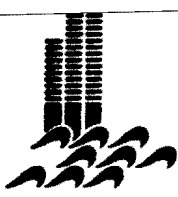
North ↑

COASTAL COMMISSION

5-94-010-A2

EXHIBIT # 6

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CITY OF LONG BEACH

OFFICE OF THE CITY MANAGER

333 WEST OCEAN BOULEVARD

LONG BEACH, CALIFORNIA 90802

(310) 570-6711
FAX (310) 570-6583
TDD (310) 57 6

JAMES C. HANKLA
CITY MANAGER

December 31, 1996

Charles Posner
California Coastal Commission
South Coast District Office
245 West Broadway
Long Beach, CA 90802

RECEIVED

DEC 31 1997

CALIFORNIA
COASTAL COMMISSION
SOUTH COAST DISTRICT

Dear Mr. Posner:

This is in response to your request for additional information regarding the City of Long Beach application for a Coastal Development Permit for the Queensway Bay Parking Structure.

Pat Garrow is forwarding to you the revised notification list to include the Long Beach Aquarium of the Pacific.

The attached drawing locates the area identification sign at the southeast corner of the intersection of Shoreline Drive and the Queensway Bay ramp (at the northwest corner of the parking structure). A similar sign is to be located on Shoreline Drive at Shoreline Village Drive as indicated by Shoreline Village (in place of the identification sign which they submitted).

The parking structure will be open to the general public on a first-come first-serve basis. No parking spaces will be reserved for specific users. Although parking rates have not yet been established, the rates assumed in our revenue and expense projections are \$1.00 for each 30 minutes, with a daily maximum of \$6.00. We expect to have a validation program for fishing boats, dinner cruise boats and participating merchants, with a daily maximum rate of \$3.00 with validation. You should be aware that we plan to have metered parking on Shoreline Drive for short-term parking (probably a 90-minute limit). The metered parking rates will not exceed those for the parking structure, and may even be less.

Our recent agreement with the Trustees of the California State University for their new headquarters building contains the following provision:

University will participate in a traffic and parking management association for Queensway Bay when and if such an association is formed by the City. Costs associated with University's participation in such an association shall not exceed \$5,000 annually.

COASTAL COMMISSION

5-94-010-A2

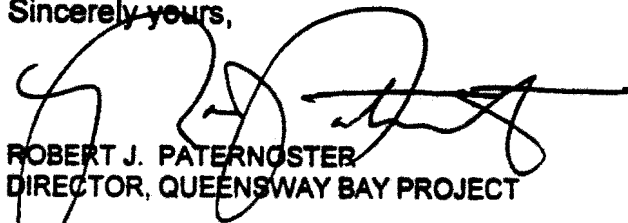
EXHIBIT # 7

PAGE 1 OF 2

Charles Posner
December 31, 1996
Page 2

Please call if you need additional information. We look forward to this application being acted upon by the California Coastal Commission at its February meeting in San Diego.

Sincerely yours,



ROBERT J. PATERNOSTER
DIRECTOR, QUEENSWAY BAY PROJECT

RJP:dm
attachment

cc: Pat Garrow, Long Range Planning

Letters\la:permit.pkg

COASTAL COMMISSION

EXHIBIT # 7
PAGE 2 OF 2