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ALIFORNIA COASTAL COMMISSION

2014 Central Coast Area Office 89 California Street, Second Floor Ventura, CA 93001 (805) 585-1800

RECORD PACKET COPY

STAFF REPORT: REGULAR CALENDAR

APPLICATION NUMBER: 4-01-227

APPLICANT: Los Angeles County Department of Beaches and Harbors

- PROJECT LOCATION: Beach parking lots at Nicholas Canyon, Zuma, Point Dume, and Malibu Lagoon Beach Parks, (33850, 30050 Pacific Coast Highway, 7103 Westward Road, and 23000 Pacific Coast Highway) in the City of Malibu and Topanga Beach Park (18700 Pacific Coast Highway) in County of Los Angeles.
- **PROJECT DESCRIPTION:** Replace "honor drop-boxes" and "bill collectors" at County owned or operated beach parking lots with "pay and display machines and/or electronic parking meters and construct a replacement parking attendant kiosk at the beach entrance at Malibu Lagoon Beach Park.

LOCAL APPROVALS RECEIVED: None required

SUBSTANTIVE FILE DOCUMENTS: CDP # 5-01-470 (Los Angeles County Beach and Harbors), CDP #5-01-167(Los Angeles County)

SUMMARY OF STAFF RECOMMENDATION:

Staff recommends that the Commission approve the proposed project with special conditions requiring the submittal of parking lot user survey documenting the purpose of trip, length of stay, destination, and frequency of visits of visitors using the metered spaces, within two years from the date of Commission action, a condition requiring that any change to the proposed program will require Executive Director review to determine if an amendment to the permit, or a new permit, will be required, and construction debris responsibility. As conditioned, the project can be found consistent with the Coastal Act.



STAFF RECOMMENDATION:

I. MOTION, STAFF RECOMMENDATION AND RESOLUTION FOR 4-01-227

Staff recommends that the Commission make the following motion and adopt the following resolution:

<u>MOTION</u>: I move that the Commission approve Coastal Development **Permit No. 4-01-227** pursuant to the staff recommendation.

STAFF RECOMMENDATION OF APPROVAL:

Staff recommends a **YES** vote. Passage of this motion will result in approval of the permit as conditioned and adoption of the following resolution and findings. The motion passes only by affirmative vote of a majority of the Commissioners present.

RESOLUTION TO APPROVE THE PERMIT:

The Commission hereby approves a permit, subject to the conditions below, for the proposed development and adopts the findings set forth below on grounds that the development as conditioned will be in conformity with the provisions of Chapter 3 of the California Coastal Act and will not prejudice the ability of the local government having jurisdiction over the area to prepare a local coastal program conforming to the provisions of Chapter 3. Approval of the permit complies with the California Environmental Quality Act because either 1) feasible mitigation measures and/ or alternatives have been incorporated to substantially lessen any significant adverse effects of the development on the environment, or 2) there are no further feasible mitigation measures or alternative that would substantially lessen any significant adverse impacts of the development on the environment.

II. STANDARD CONDITIONS:

- 1. <u>Notice of Receipt and Acknowledgment.</u> The permit is not valid and development shall not commence until a copy of the permit, signed by the permittee or authorized agent, acknowledging receipt of the permit and acceptance of the terms and conditions, is returned to the Commission office.
- 2. <u>Expiration.</u> If development has not commenced, the permit will expire two years from the date this permit is reported to the Commission. Development shall be pursued in a diligent manner and completed in a reasonable period of time. Application for extension of the permit must be made prior to the expiration date.
- 3. <u>Interpretation</u>. Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.

4. <u>Assignment.</u> The permit may be assigned to any qualified person, provided assignee files with the Commission an affidavit accepting all terms and conditions of the permit.

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5. <u>Terms and Conditions Run with the Land.</u> These terms and conditions shall be perpetual, and it is the intention of the Commission and the permittee to bind all future owners and possessors of the subject property to the terms and conditions.

III. SPECIAL CONDITIONS

1. Parking Meter User Survey

The County shall submit, for the review and approval of the Executive Director, no later than 24 months from the date of approval of this permit, a parking study documenting parking utilization of the short-term metered spaces located at Zuma Beach Parking lot (see Exhibit No. 14). The parking study shall include at least two non-consecutive summer weekends between June 1 and September 15, but not including Memorial Day and Labor Day. The parking study shall document purpose of trip, length of stay, destination, and frequency of visits.

2. Agreement for any future Changes

With the acceptance of this permit the applicant agrees that any change in the rate charged for parking, the number of short term spaces or method of fee collection will require Executive Director review to determine if an amendment to the permit or a new permit will be required.

3. CONSTRUCTION RESPONSIBILITIES AND DEBRIS REMOVAL

The permittee shall comply with the following construction-related requirements:

A) Any and all debris resulting from construction activities shall be removed from the site within 10 days of completion of construction;

B) PRIOR TO ISSUANCE OF A COASTAL DEVELOPMENT PERMIT, the applicant shall identify in writing, for the review and approval of the Executive Director, the location of the disposal site of the demolition and construction debris resulting from the proposed project. Disposal shall occur at the approved disposal site. If the disposal site is located in the coastal zone, a coastal development permit or an amendment to this permit shall be required before disposal can take place.

IV. FINDINGS AND DECLARATIONS:

The Commission hereby finds and declares:

A. Project Description and Location

The Los Angeles County Department of Beaches and Harbors is proposing parking management changes at five beach parking lots within five separate beaches owned and/or operated by the County, including the beach parking lots at Nicholas Canyon, Zuma, Point Dume, Malibu Lagoon and Topanga Beaches, (see Exhibit No. 5) and construction of a parking attendant kiosk measuring 5'-5" feet wide by 7"-8" long by 7'-6" high, at the entrance of Malibu Lagoon Beach. The "honor drop-boxes" and parking attendants, which are currently being used to collect fees at the beach lots, will be replaced with automated parking revenue collecting devices. The two proposed devices are as follows:

Pay and Display machines---- where a patron pays their fee at the machine in either coins, bills, or by credit/debit card and then takes their receipt back to their vehicle and displays the receipt on their dashboard.

Electronic Parking Meter—these include single, and multiple space meters, where the patron enters the parking space and deposits coins to cover the time period they will be parked.

The Pay and Display machines measure approximately 36 inches high, 24 inches wide, and 18 inches in depth. The machines will be placed on a pedestal providing an overall height of approximately 5.5 to 6 feet (similar in overall dimensions to the existing "honor drop-boxes".

The electronic parking meters will consist of either single or multi-space electronic meter, with the pedestal and head designed as a single unit. The individual units will measure approximately 4.5 feet in height, 10.75 inches in width, and 8 inches in depth.

The County will install one to four Pay and Display machines within all of the lots depending on the size of the lot and/or electronic parking meters. One lot, Zuma, will include two Pay and Display machines plus electronic short-term parking meters for 5 spaces in one lot.

The lots are currently operated with either "honor drop-box", "bill collector" parking fee collection systems. The proposed collection program will replace these as parking fee collectors.

The Pay and Display machines and use of meters provide the public an opportunity to pay a flat fee for all day parking or pay by 15-minute increments for short-term parking for the metered spaces. The length of stay at the metered spaces will be limited to two-hour maximum time limits. The lots operating hours vary from lot to lot depending on location and popularity. The hours are generally from 6:00 a.m. to 10 p.m. or 6:00 a.m. to sunset. The proposed parking management systems will not change the hours of lot operation.

The County either owns each of the six beaches proposed for development or operates it through agreements with the State or local governments.

B. <u>Previous Permit</u>

In June 2001, the Commission approved a permit for a six-month pilot parking management change at three separate beach parking lots in southern Los Angeles County. The Pilot program included the use of three types of automated parking revenue collecting devices at: 1) 62nd Avenue Lot, at the northern end of Pacific Avenue (Playa Del Rey area); 2) Hyperion Lot, along Vista Del Mar (El Segundo area) and; 3) Grand Avenue Lot, along Vista Del Mar (El Segundo area). The three collection devices included the following:

Pay-by-Space machines—where a patron records their parking space number at the machine and then pays their fee in coins, bills, or by credit/debit card.

Pay and Display machines---- where a patron pays their fee at the machine in either coins, bills, or by credit/debit card and then takes their receipt back to their vehicle and displays the receipt on their dashboard.

Electronic Parking Meter—these include single, and multiple space meters, where the patron enters the parking space and deposits coins to cover the time period they will be parked.

The County proposed the pilot program to determine the best collection system to improve and replace their existing deteriorating collection boxes. The County selected the Pay and Display machines and/or electronic meters to replace the honor drop-box or parking attendant, and will replace lots with exiting meters with new electronic meters. In December 2001, the County submitted a permit application for the continued operation of the parking management system at the three pilot program beach lots, and included 21 additional beach lots to change or upgrade the existing parking management system at those lots.

The County has also submitted a separate permit application to the South Coast District office for similar parking management system changes for lots located from Will Rogers to White Point/Royal Palms Beaches.

C. Public Access

Section 30210 of the Coastal Act states, in pertinent part:

...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:

Lower cost visitor and recreational facilities shall be protected, encouraged, and, where feasible, provided

The Commission, in reviewing proposals to change methods of regulating parking at public beaches has been concerned with two issues: whether the change in methods of collecting fees will be accompanied by significant changes in hourly rates, and whether a change form a long-term all day parking system could result in the displacement of beach visitors by customers of restaurants and other commercial establishments,

The County is proposing to change the public beach parking lot collection fee system at five beach lots (see Exhibit No. 5). The proposed beach areas extend from Nicholas Canyon to Topanga Beaches (see Exhibit No. 1 - 4).

The five lots vary in size from 90 to 1917 spaces (see Exhibit Nos. 6 - 12 for lot size and layout). The current parking rates within the lots during unstaffed periods during the summer and winter is \$2.00. For staffed periods the rate ranges from \$5.00 to 6.00 during the weekday, and \$6.00 to \$6.75 during the weekend. Existing meter rates are \$0.25 per 15 minutes. With the proposed parking fee collection system the flat rate will be consistent with the current maximum summer rate of \$5.00 to \$6.75, and the meter rate will remain the same as the current rate.

Although the winter rate will increase from \$2.00 to the rate the proposed flat rates will not increase over the maximum summer rates of \$5.00 to 6.75 that is currently charged at the lots. There will be 5 metered spaces at the 1917 space Zuma Beach lot. The County is providing short-term parking spaces within this parking lot in response to public demand for parking options for people, such as, joggers, surfers, and people on lunch-breaks, who regularly come to the beach for one to two hours and do not want to continuously pay the flat rate. The County believes that five metered spaces will be adequate to meet the current demand for short-term spaces.

Theoretically, people parking at the metered spaces could pay a higher rate of \$12.00 to \$14.00 for all day parking based on the metered rate of \$0.25 per 15 minutes, however, according to the County, for the Dockweiler 62nd St. lot, due to the lot's small size and location away from the main beach access corridor (Culver Boulevard and Vista Del Mar),

the lot is not heavily used and is generally used only for short-term parking by fisherman, sightseers, and strollers. Therefore, the County states that short-term parking is the most appropriate option for the Zuma lot. Moreover, people looking for long-term parking in the area can park along nearby Pacific Coast Highway, which provides free on street parking. Furthermore, according to the County, during the pilot program, people continued to use the lot and the meters were favorably received.

The parking management program at the other four lots will change from a collection device in which the patron inserted money into a drop-box to inserting money into an electronic machine and receiving a ticket to display on the automobile's windshield. The new collection device will not significantly change the current operating system. Therefore, for the five lots, the method of fee collection will remain basically the same and will not adversely impact access since the rates will not increase over the rate currently charged during the summer. Although the winter rate will increase from \$2.00 to \$5.00 to 6.75, the cost is consistent with rates currently charged at beach lots and during the winter, public use of lots is not heavy, so the rate increase will not significantly impact access.

However, one lot will change from drop-box machines to Pay and Display machines and convert five spaces to metered spaces to provide the public the option of short-term parking within the lots. Converting spaces that were available as long-term spaces to short-term metered spaces could have a beneficial effect on public access by increasing the user turnover of the spaces by providing beach goers that only plan on staying a couple of hours an alternative to paying the higher flat rate., whereby increasing the number cars/people using the spaces throughout the day. However, short-term spaces within parking public beach parking lots could be usurped by patrons of nearby commercial development, precluding use of the spaces for coastal access if the lots are located in commercial areas. In the case of the one lot proposed to provide meters at Zuma Beach, the lot is located in an area that are not substantially commercial development.

However, at this time, the County has not conducted any surveys to demonstrate that the short-term spaces will be used by the public and will not, through a lack of use, in effect, reduce the number of spaces within the lot. However, because of the small number of spaces that are being converted to metered, the potential impact is not significant, however, the applicant should conduct a survey to monitor the metered spaces to collect information as to their use to determine if there is a demand for metered spaces so that any future changes to these lots or future changes to other County lots can be supported by empirical information. Therefore, special condition no. 1 requires the applicant to conduct a user survey, to determine the duration of use, purpose, and frequency of use. The survey should be conducted during the peak user period, which is during a summer weekend (between June 1 and September 15), and should include at least two non-consecutive weekends. The survey shall be required to be submitted to the Executive Director within two years from the date of Commission approval of this permit.

Special condition number two places the applicant on notice that any change to the proposed pilot program, including changes in the number of short term spaces will need to be reported to the Executive Director to determine if an amendment to this permit is necessary or whether a new permit will be required. Therefore, the Commission finds that, as conditioned, the proposed development will be consistent with Section 30210 and 30213 of the Coastal Act.

D. <u>Coastal Views</u>

Section 30251 of the Coastal Act states in part that:

The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural landforms, to be visually compatible with the character surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas.

The proposed project locations for the parking management machines are within existing public beach parking lots that are located along sandy beaches. Coastal views of the beaches and coastline are generally available from or across the parking lots. Development within the parking lots could interfere with these views. However, the proposed parking management devices are small in scale (see Exhibit Nos. 13 and 14) and smaller than the existing devices (see Exhibit No. 15). The Pay and Display machines will stand approximately 5.5 to 6 feet in high, 18 inches in width. Furthermore, the new Pay and Display machines will replace old dilapidated and rusted drop-boxes that are ugly. The new meters are approximately 4.5 feet in height and will be multi-space meters, whereby taking up less area than single meters. Moreover, the small size of the meters within a parking lot will not be significantly obtrusive and interfere with coastal views.

The proposed replacement kiosk at Malibu Lagoon Beach will measure approximately 5'-5" feet wide by 7"-8" long by 7'-6" high and will be located at the top of the bluff top entrance to beach (Exhibits 16 – 19). The bluff top is currently developed with a parking lot with restrooms located below the bluff on the beach. Because of the small size of the kiosk, the kiosk will not have a significant impact on coastal views from along the bluff top. Furthermore, although multiple structures of this size could have a negative impact cumulatively, there is no reason to anticipate that the County will request permission to install any additional structures, as one serves the intended purpose.

The Commission, therefore, finds that the proposed project will be consistent with Section 30251 of the Coastal Act.

E. Control of Polluted Runoff

Section 30231 states:

The biological productivity and the quality of coastal waters, streams, wetlands, estuaries, and lakes appropriate to maintain optimum populations of marine organisms and for the protection of human health shall be maintained and, where feasible, restored through, among other means, minimizing adverse effects of waste water discharges and entrainment, controlling runoff, preventing depletion of ground water supplies and substantial interference with surface water flow, encouraging waste water reclamation, maintaining natural vegetation buffer areas that protect riparian habitats, and minimizing alteration of natural streams.

The proposed project will be sited within existing paved parking lots. However installation of the parking management devices will generate debris that, if not properly disposed of, could adversely impact water quality by contaminating surface runoff. Therefore, to ensure that all construction debris is adequately disposed of Special Condition # 3 is necessary requiring the removal and proper disposal of all construction debris. The Commission, therefore, finds that the proposed development is consistent with Section 30231 of the Coastal Act.

F. Local Coastal Program

Section 30604(a) of the Coastal Act states that:

Prior to certification of the Local Coastal Program, a Coastal Development Permit shall be issued if the issuing agency, or the Commission on appeal, finds that the proposed development is in conformity with the provisions of Chapter 3 (commencing with Section 30200) of this division and that the permitted development will not prejudice the ability of the local government to prepare a Local Coastal Program that is in conformity with the provisions of Chapter 3 (commencing with Section 30200).

The proposed project site is located in two separate planning areas within two local government jurisdictions, the City of Malibu and the County of Los Angeles. None of these beach areas proposed for development by this permit application have a Local Coastal Plan.

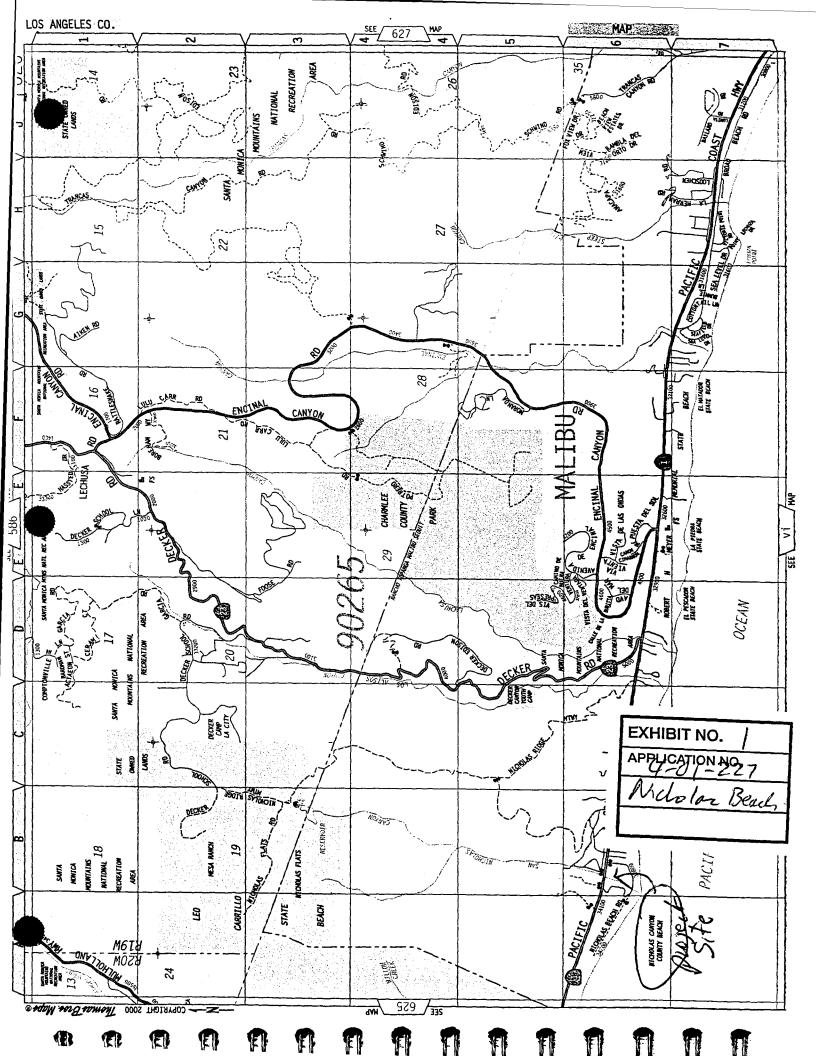
As proposed the project will not adversely impact coastal resources or access. The Commission, therefore, finds that the proposed project, as conditioned, will be consistent with the Chapter 3 policies of the Coastal Act and will not prejudice the ability of the Cities to prepare Local Coastal Programs consistent with the policies of Chapter 3 of the Coastal Act, as required by Section 30604(a).

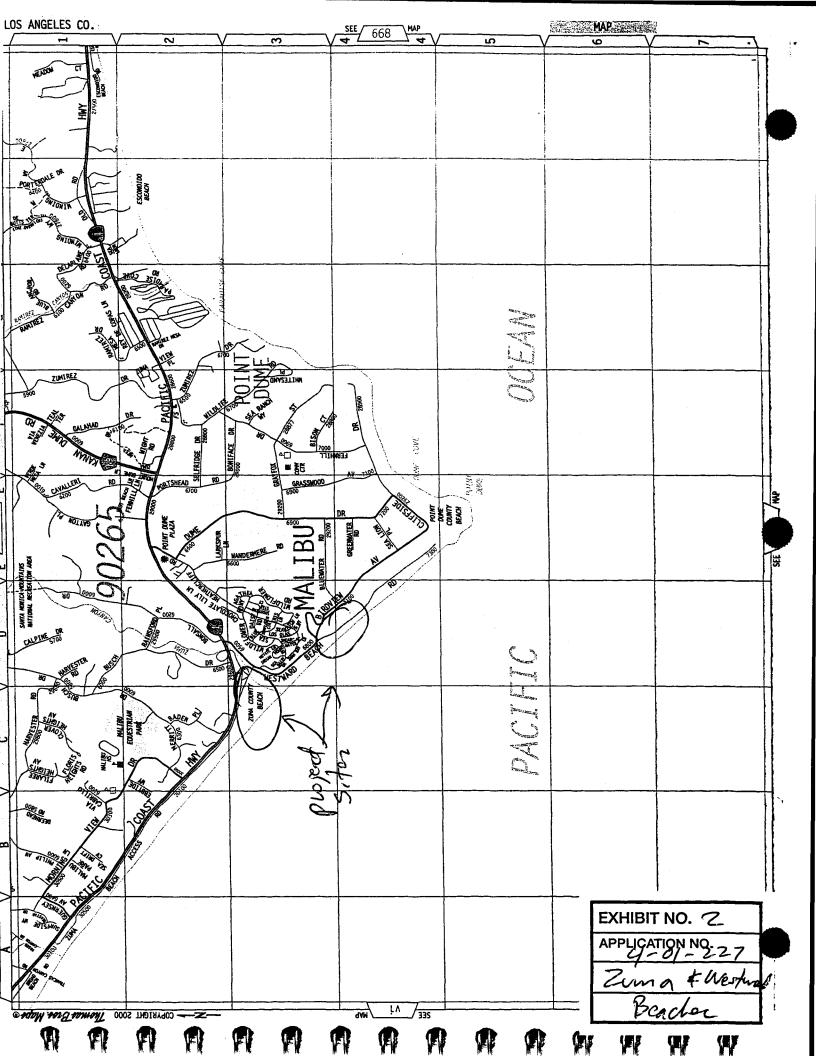
G. California Environmental Quality Act

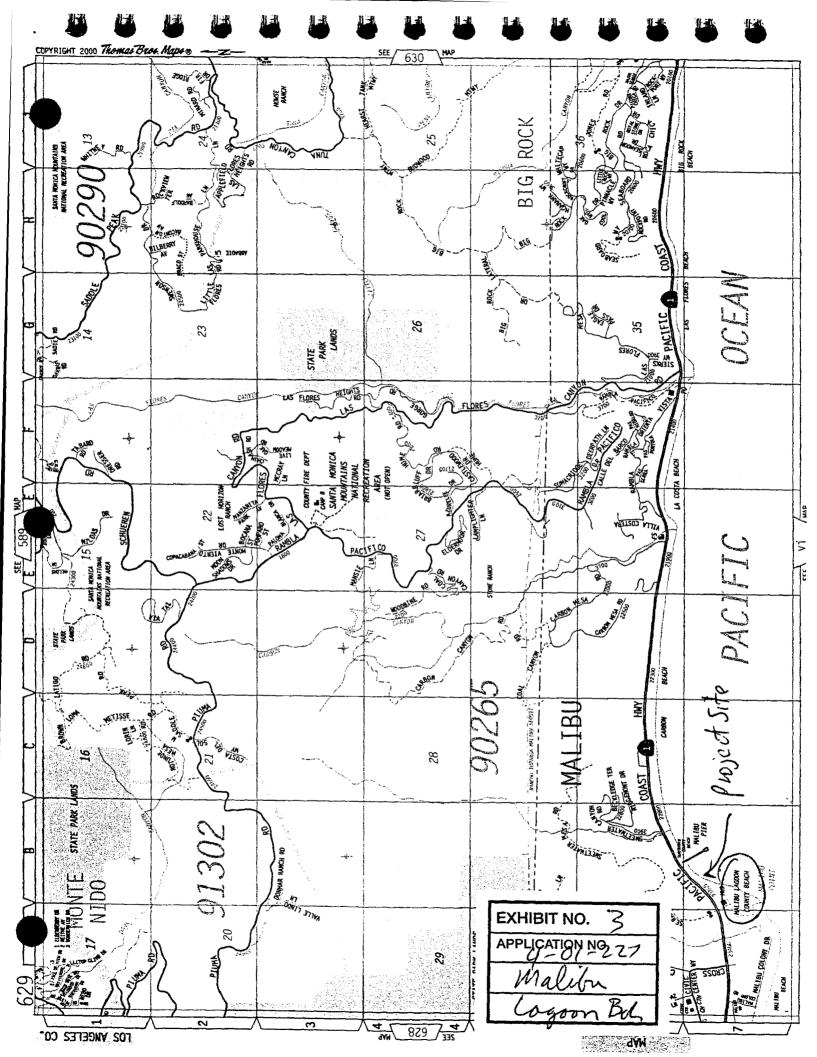
Section 13096 of the California Code of Regulations requires Commission approval of a CDP application to be supported by a finding showing the application, as conditioned by any conditions of approval, to be consistent with any applicable requirements of the California Environmental Quality Act (CEQA). Section 21080.5(d)(2)(A) 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 effect that the activity may have on the environment.

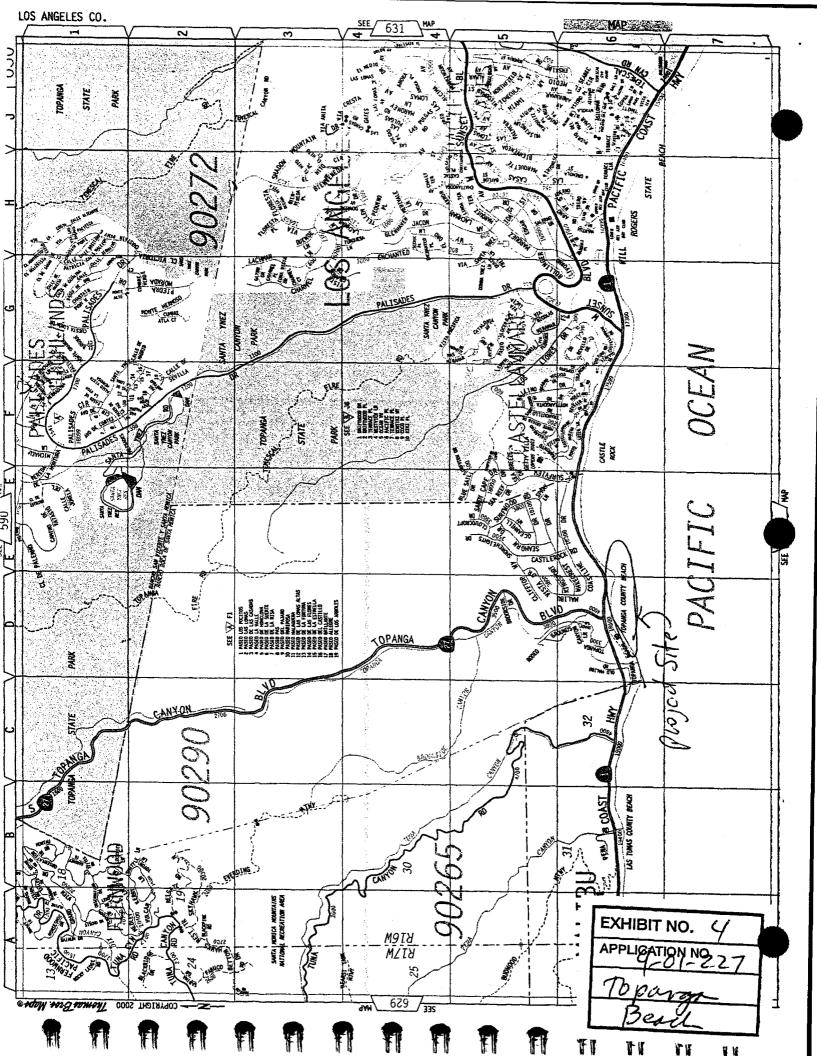
The proposed project, as conditioned, has been found to be consistent with the public access policies of the Coastal Act. There are no negative impacts caused by the proposed development which have not been adequately mitigated. Therefore, the Commission finds that the proposed project, as conditioned, can be found consistent with the requirements of the Coastal Act to conform to CEQA.

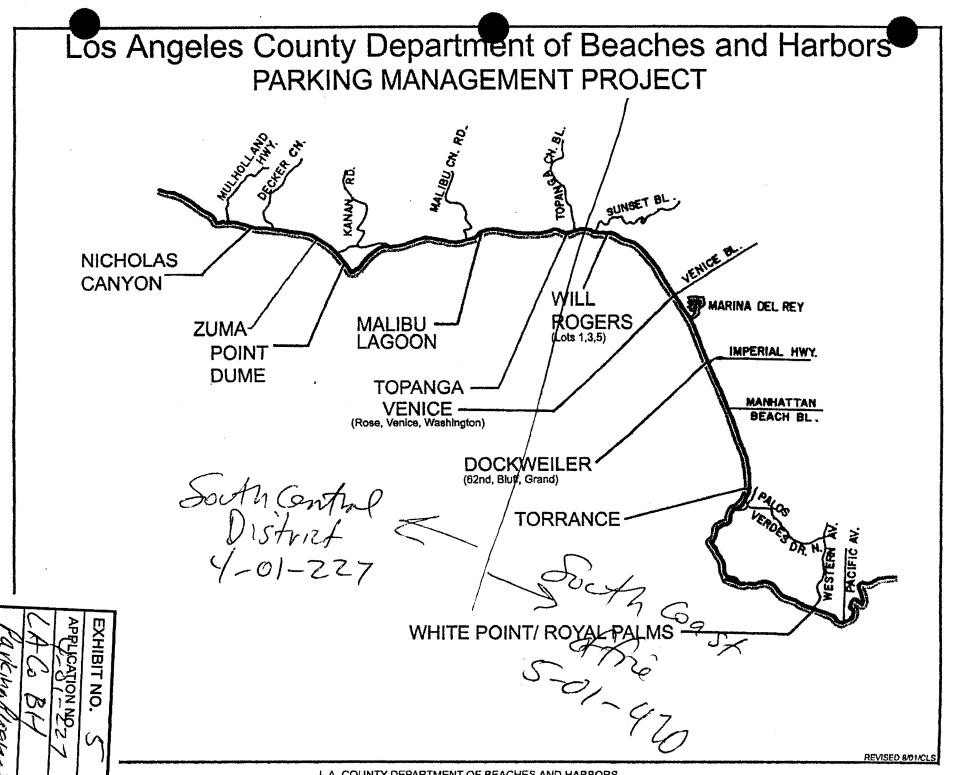
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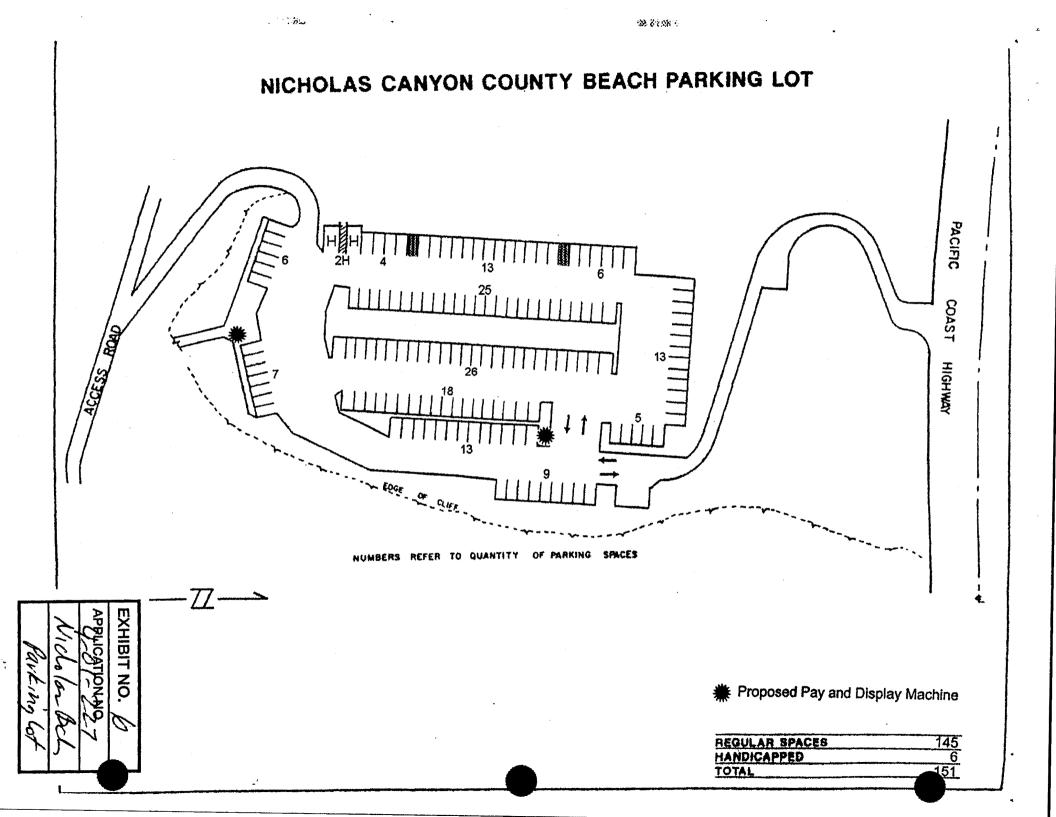


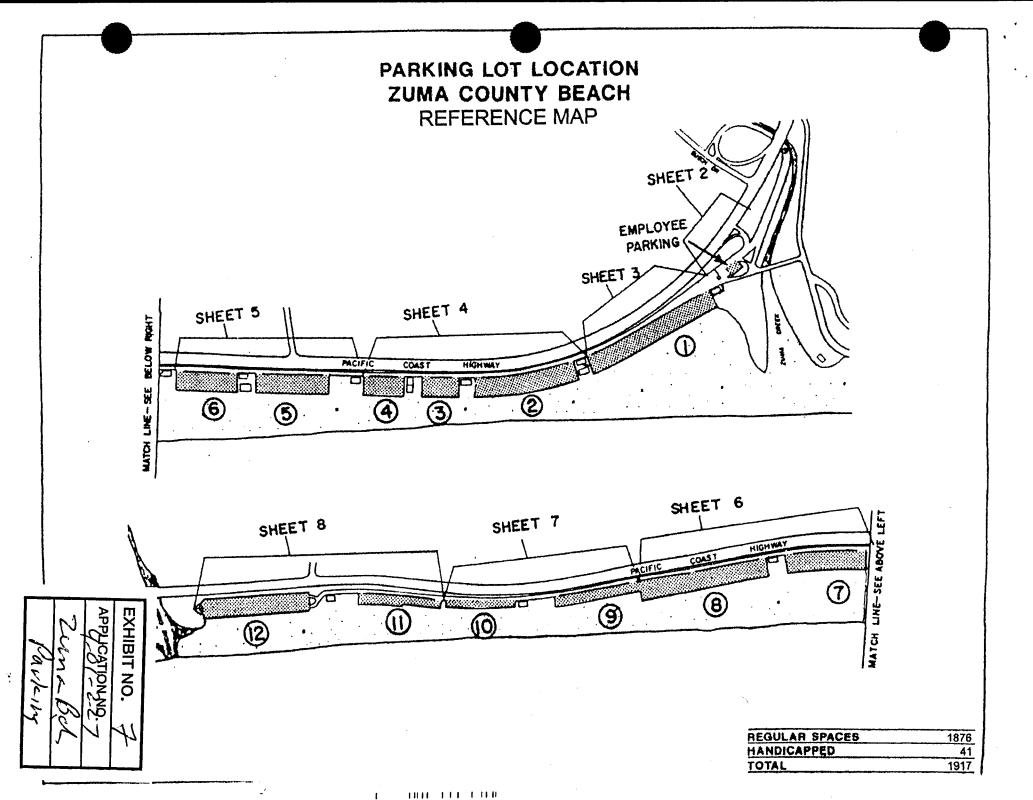


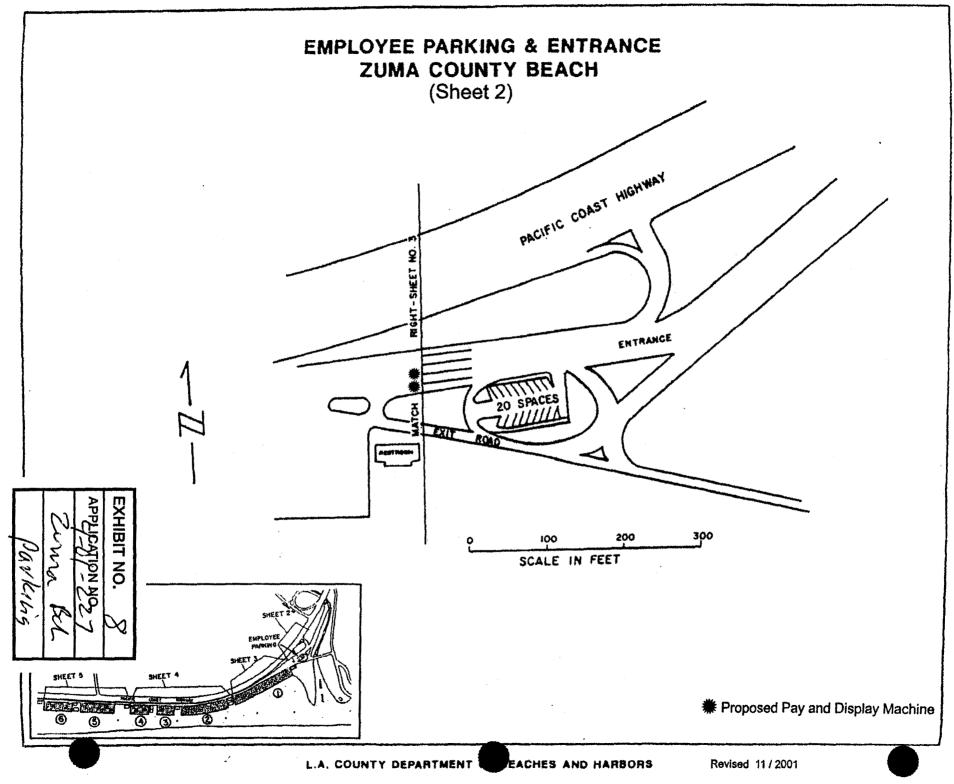


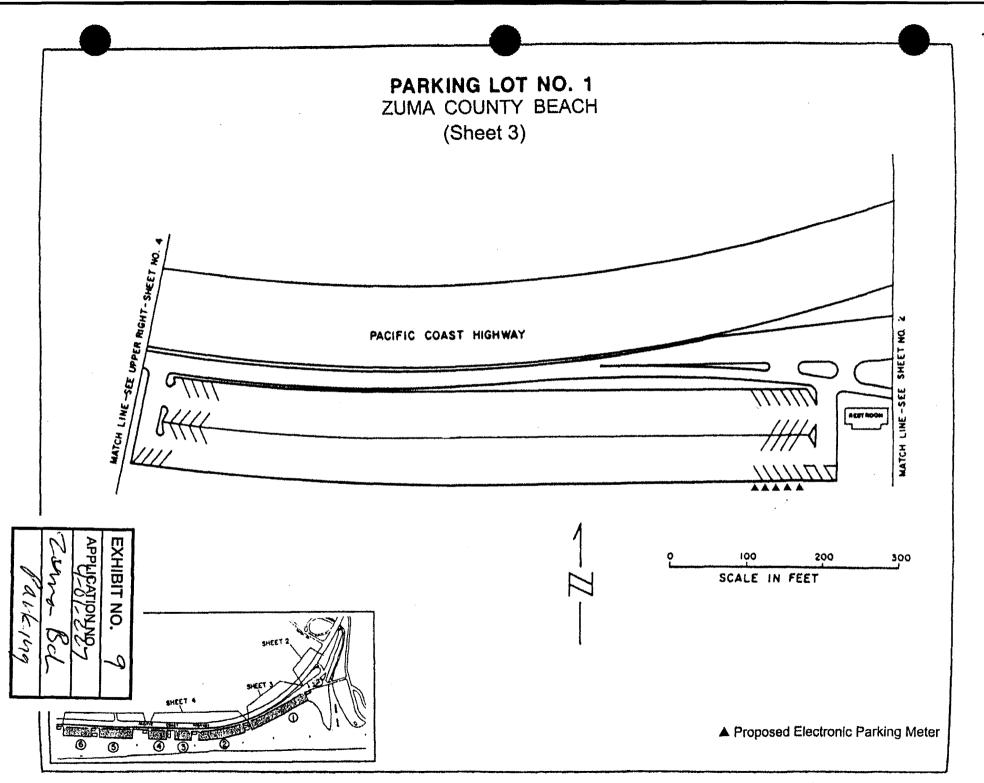


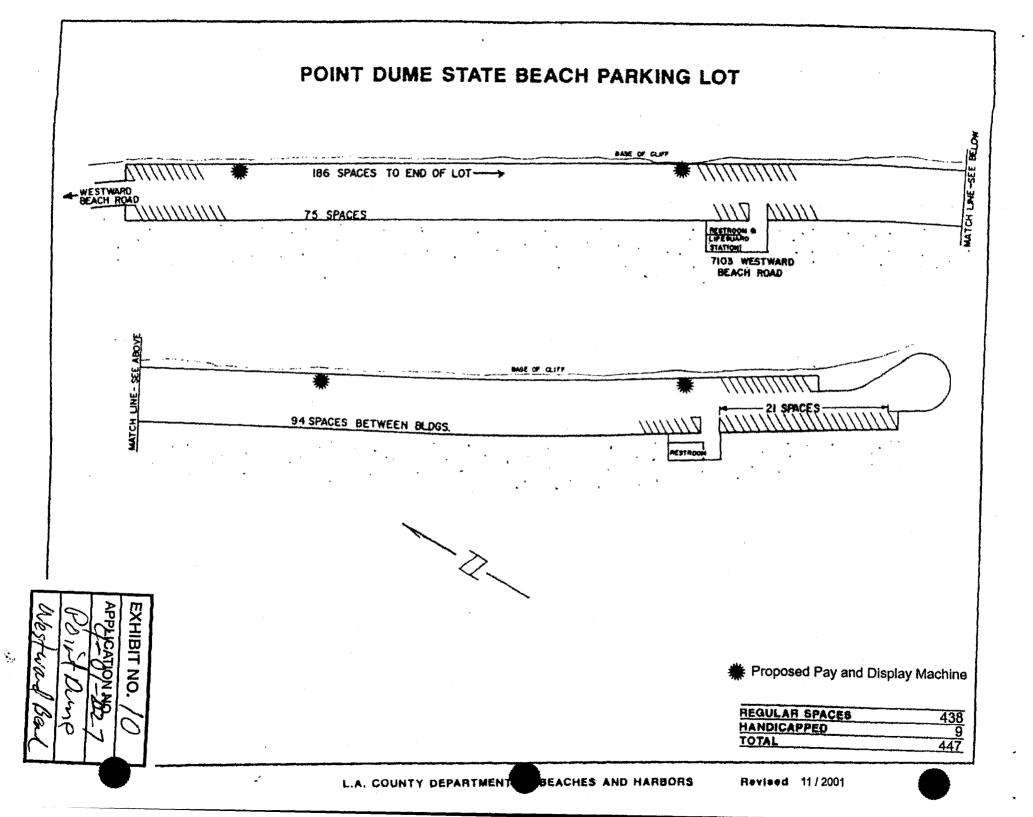
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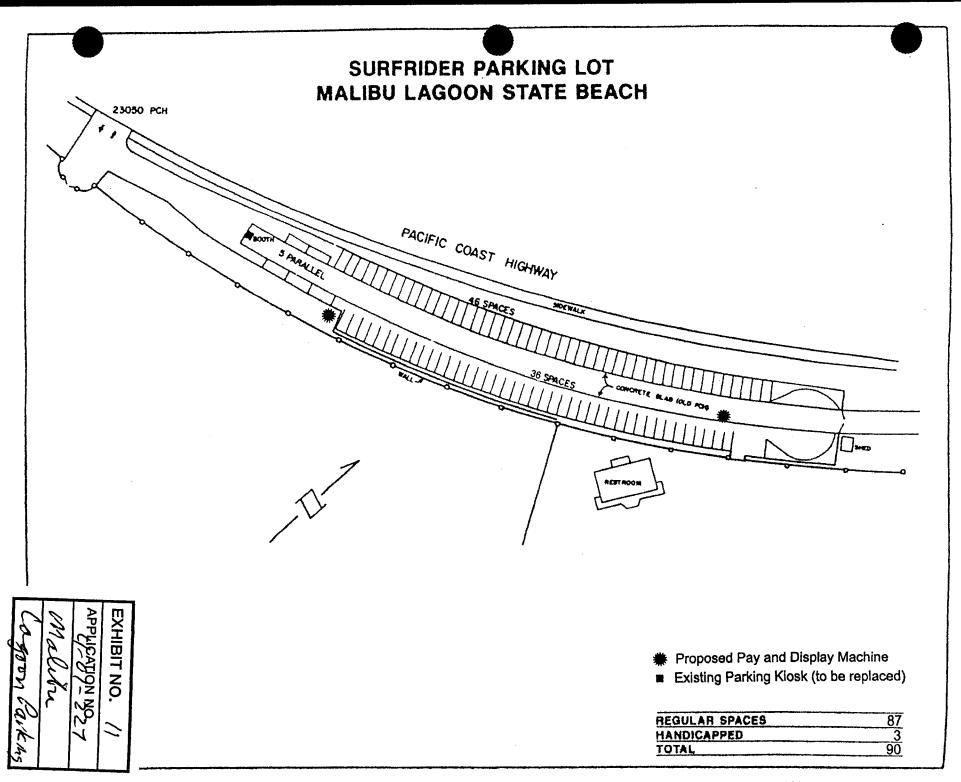




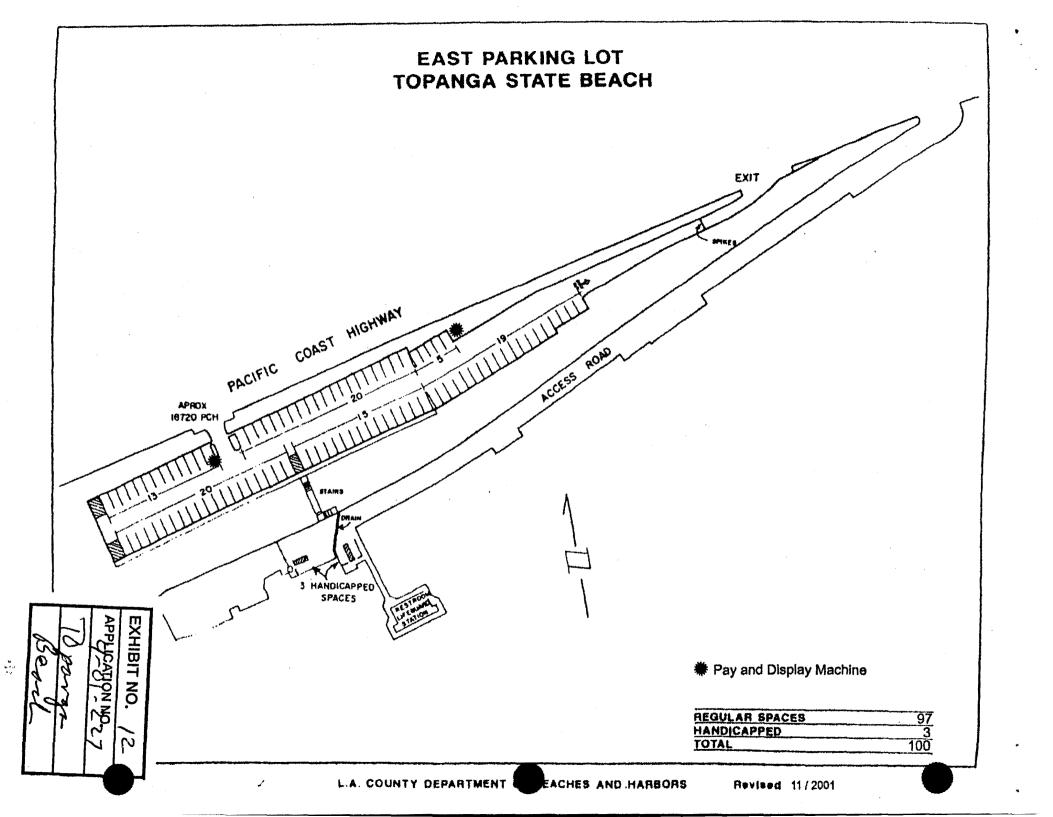








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Pay and Display Machine

Multi-Space Parking Systems Smart solutions with a sophisticated image





EXHIBIT NO. APPLICATION NO. 2 ne

Electronic Parking Meter

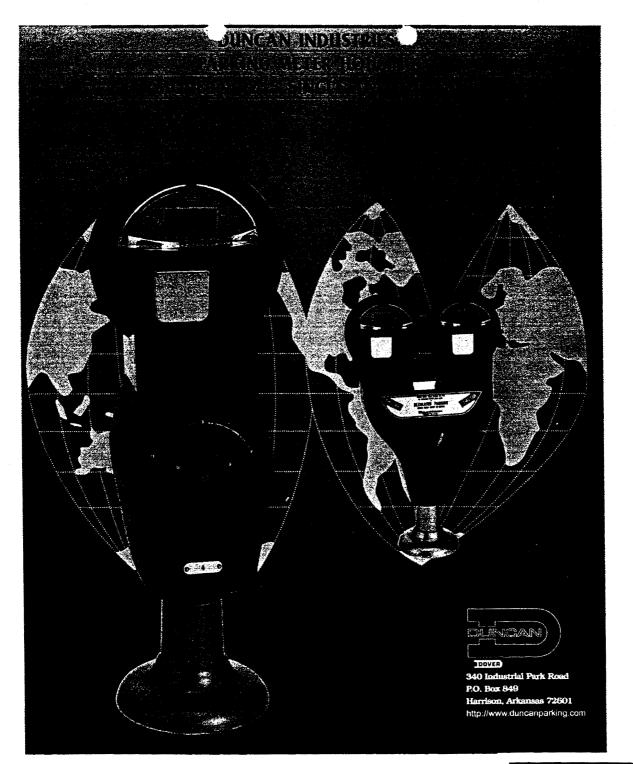
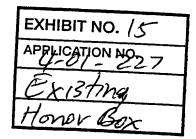


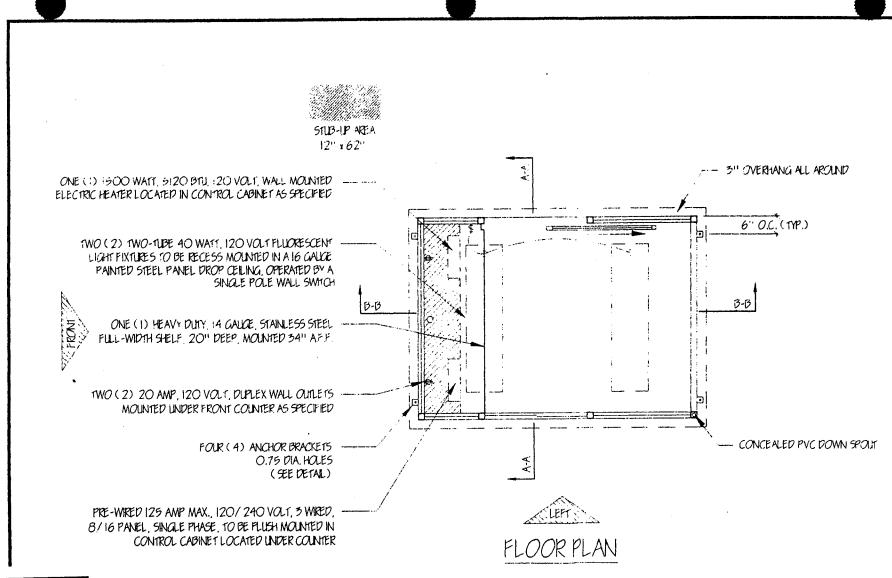
EXHIBIT NO. / (/ APPLICATION NO 227 Parking Meter

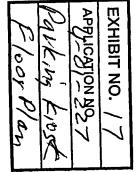
Example of an Existing Honor Box





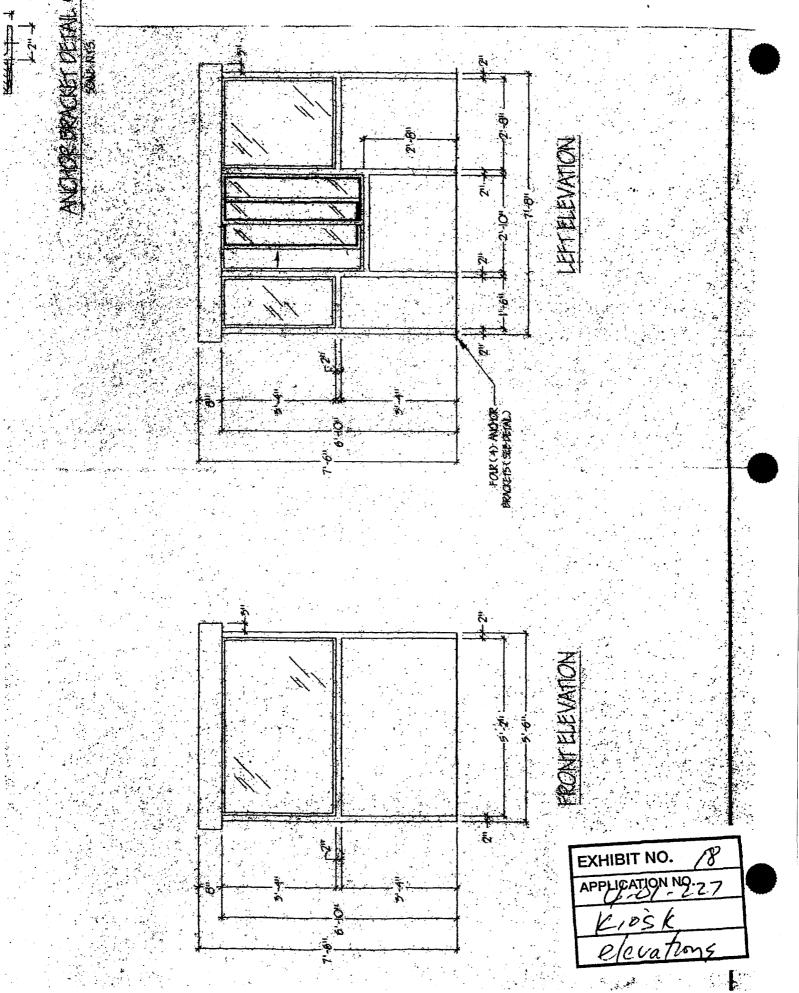
Example of an Existing Parking Kiosk and Bill Collector Machine Malis- Lagor Person Bcach Only ____1 **C** Ò 1921 - 14 I I I I EXHIBIT NO. 16 APPLICATION NO





INTERIOR WALL -.

Parking Kiosk



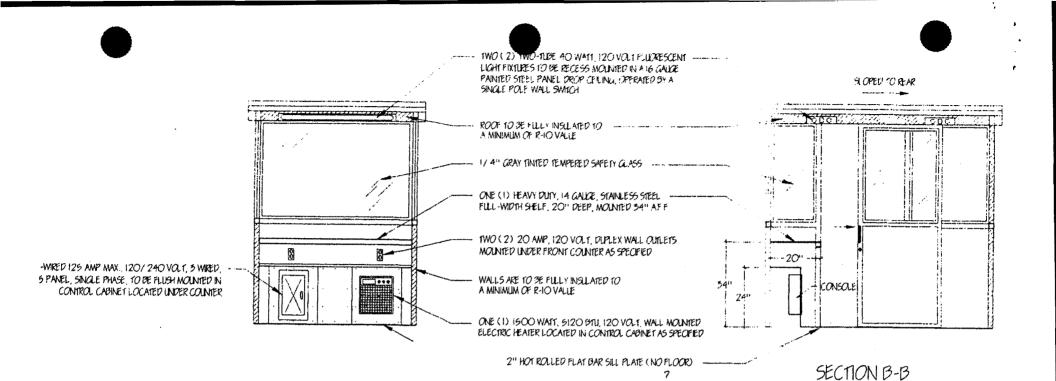


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