

CALIFORNIA COASTAL COMMISSION

SAN DIEGO AREA
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RECORD PACKET COPY

October 27, 2005

Thu 6f

TO: COMMISSIONERS AND INTERESTED PERSONS

FROM: DEBORAH LEE, DEPUTY DIRECTOR
SHERILYN SARB, DISTRICT MANAGER, SAN DIEGO AREA OFFICE
DIANA LILLY, COASTAL ANALYST, SAN DIEGO AREA OFFICE

SUBJECT: STAFF RECOMMENDATION ON CITY OF CORONADO MAJOR
AMENDMENT No. 1-05 (Decal Parking Program)

SYNOPSIS**SUMMARY OF AMENDMENT REQUEST**

The City of Coronado is requesting to amend its certified LCP Implementation Plan (IP) by expanding its existing decal parking permit district to include both sides of the street on I Avenue north to the intersection with First Street. All of the parking in this area is currently either residential decal parking or public parking restricted to 4-hour time limits. The proposed amendment would convert approximately 26 parking spaces on I Avenue from 4-hour parking to permit parking. Approximately 21 parking spaces on First Street abutting Bay View Park (at the end of I Avenue between First Street and San Diego Bay) will remain designated for 4-hour parking.

The City has adopted a resolution and prepared a revised map as part of the decal parking district ordinance to reflect the proposed changes (see Exhibit #1). The City submitted the subject LCP amendment and it was filed as complete on October 7, 2005. Therefore, the date by which the Commission must act on the amendment is December 6, 2005.

SUMMARY OF STAFF RECOMMENDATION

Staff recommends approval of the amendment request, as submitted. Although preferential parking programs are generally discouraged, in this particular case, the location of the decal parking district and the amount of public parking remaining available for recreational use assure that no adverse impacts on public access to the shoreline will occur. The appropriate resolution and motion begin on page 2. The findings for approval of the Implementation Plan Amendment as submitted begin on page 3.

ADDITIONAL INFORMATION

Further information on the City of Coronado LCP Amendment No. 1-05 may be obtained from Diana Lilly, Coastal Planner, at (619) 767-2370.

PART I. OVERVIEW

A. LCP HISTORY

On June 23, 1981, the City of Coronado's Land Use Plan was deemed effectively certified, following the incorporation of modifications suggested in the Coastal Commission's March 13, 1981 action. Those modifications pertained to the Shoreline Access, Recreation and Visitor-Serving Facilities, Visual Resources and Special Communities, Public Works and Locating and Planning New Development components of the City's Land Use Plan. The Implementation Plan was certified with suggested modifications of September 28, 1983. The suggested modifications addressed exemptions from coastal permit requirements, definitions of several terms, procedures for recordation of documents, and minor corrections to the Coastal Permit Ordinance. The ordinances were amended and the City assumed permit authority on January 11, 1984. There have been a number of amendments to the Land Use Plan and Implementing Ordinances since that time.

B. STANDARD OF REVIEW

Pursuant to Section 30513 of the Coastal Act, the Commission may only reject zoning ordinances or other implementing actions, as well as their amendments, on the grounds that they do not conform with, or are inadequate to carry out, the provisions of the certified land use plan. The Commission shall take action by a majority vote of the Commissioners present.

C. PUBLIC PARTICIPATION

The City has held Planning Commission and City Council meetings with regard to the subject amendment request. All of those local hearings were duly noticed to the public. Notice of the subject amendment has been distributed to all known interested parties.

PART II. LOCAL COASTAL PROGRAM SUBMITTAL - RESOLUTIONS

Following a public hearing, staff recommends the Commission adopt the following resolutions and findings. The appropriate motion to introduce the resolution and a staff recommendation are provided just prior to each resolution.

- I. **MOTION:** *I move that the Commission reject the Implementation Program Amendment for the City of Coronado, as submitted.*

STAFF RECOMMENDATION OF CERTIFICATION AS SUBMITTED:

Staff recommends a **NO** vote. Failure of this motion will result in certification of the Implementation Program Amendment as submitted and the adoption of the following resolution and findings. The motion passes only by an affirmative vote of a majority of the Commissioners present.

**RESOLUTION TO CERTIFY IMPLEMENTATION PROGRAM AMENDMENT
AS SUBMITTED:**

The Commission hereby certifies the Implementation Program Amendment for the **City of Coronado** as submitted and adopts the findings set forth below on grounds that the Implementation Program Amendment conforms with and is adequate to carry out the provisions of the certified City of Coronado LCP Land Use Plan, and certification of the Implementation Program Amendment will meet the requirements of 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 Implementation Program Amendment on the environment, or 2) there are no further feasible alternatives or mitigation measures that would substantially lessen any significant adverse impacts on the environment that will result from certification of the Implementation Program.

**PART III. FINDINGS FOR APPROVAL OF THE CITY OF CORONADO
IMPLEMENTATION PLAN AMENDMENT, AS SUBMITTED**

A. AMENDMENT DESCRIPTION

The City of Coronado is requesting to amend its certified LCP Implementation Plan (IP) by expanding its existing residential decal parking permit district to include both sides of the street on I Avenue, north to the intersection with First Street.

The existing decal parking district covers the entire northwest corner of the city, including approximately 25 city blocks. The only parking in this approximately ½ square mile area that is not subject to the decal parking district is approximately 26 public parking spaces on the northern terminus of I Avenue where it intersects with First Street, and 21 spaces on First Street abutting Bay View Park, which is located at the end of I Avenue between First Street and San Diego Bay. These 47 public parking spaces are restricted to 4-hour time limits. The proposed amendment would convert the approximately 26 parking spaces on I Avenue from 4-hour parking to permit parking. Approximately 21 spaces on First Street will remain designated for 4-hour parking.

As quoted below, the certified LCP requires that the enlargement of any permit parking zone be reviewed and approved by the Coastal Commission as a local coastal program amendment. The City has adopted a resolution and prepared a revised map as part of the decal parking district ordinance to reflect the proposed changes (see attached Exhibit #2).

B. FINDINGS FOR APPROVAL

The standard of review for LCP implementation submittals or amendments is their consistency with and ability to carry out the provisions of the certified LUP.

a) Purpose and Intent of the Ordinance. The purpose of this ordinance is to establish and implement a decal parking district to address problems City residents experience with non-resident traffic on inland residential streets.

b) Major Provisions of the Ordinance. The ordinance includes an adopted resolution identifying, in narrative form, all affected streets, and is accompanied by a map delineating the district boundaries. The City has also prepared a map reflecting the changes proposed herein.

c) Adequacy of the Ordinance to Implement the Certified LUP. The Coastal Commission first approved a decal parking program for Coronado in 1991, and approved expansions of the program in 1996 and 2001.

The City's existing ordinance has the following policies on residential decal parking:

56.70.020 Definition.

"Residential parking" includes parking for:

- A. Residents at their residence;
- B. Guests of residents; and
- C. Public and commercial services and deliveries being made to a residence.

56.70.030 Designation of zones.

A. By a resolution adopted following a noticed public hearing, the City Council may designate permit parking zones when the City Council finds facts that support each of the following conclusions:

- 1. The proposed zone is designated for residential uses only;
- 2. The proposed zone is being used as an on-street parking site for commercial or commuter purposes;
- 3. The commercial or commuter parking within the proposed zone adversely impacts the residential character and quality of life in the proposed zone;
- 4. The institution of a permit parking zone will not adversely impact any shoreline access or recreation sites, including, but not limited to, existing shoreline access points along First Street, Coronado City Beach and Glorietta Bay;
- 5. The establishment or enlargement of any permit parking zone shall not be final until being reviewed and approved by the Coastal Commission as a local coastal program amendment;

B. The resolution shall designate the geographic boundaries of the zone; and

C. The zone regulation shall be effective following the adoption of the resolution, the placement of signs and a 30-day period for persons to obtain required permits. (Ord. 1779)

The certified LUP supports the concept of preferential parking, so long as it does not interfere with public access. The pertinent language of the LUP states:

“On-street parking may be regulated in a manner to safeguard the residential character of neighborhoods, to assure that a public nuisance is not created, and to preserve the sensitive natural environment of beach and shorelines areas, provided that such regulation does not result in any diminution of existing public parking available at present or future bayfront or oceanfront access points and public recreation areas.”

The proposed project would expand the City’s resident preferential parking district to include all of the parking spaces on the northern end of I Avenue, where it terminates at the intersection with First Street. There is a very small public park on the bay side of this intersection, known as Bay View Park. Currently, approximately 26 parking spaces on the northern half of I Avenue, and approximately 21 spaces located on First Street on either side of the park are restricted to 4-hour periods to accommodate access to park visitors. In total, approximately 47 parking spaces are reserved for 4-hour public parking.

City residents have long been concerned over the large number of vehicles belonging to military and civilian personnel from Naval Air Station, North Island (NASNI) using City streets instead of parking on the base. NASNI occupies the northwestern portion of Coronado and is adjacent to the subject decal parking district. Although there is accommodation for vehicle parking on the military base, many cars cannot enter because they do not have the proper insurance or identification, or the vehicle is not maintained to the standard required. Thus, many base workers park within the nearby residential areas of Coronado and walk or carpool onto the base.

The cars also occupy street space that could otherwise be used for the residents’ guests, or to park additional cars for the residents themselves. Many of the homes in Coronado were built when automobile use was less prevalent than today, and only one off-street parking space is available on many lots.

However, this is not itself a conclusive argument for the establishment of preferential parking under the certified LUP. If residential parking were usurping street spaces otherwise required for public coastal access and recreation, this argument would be in direct conflict with the above-cited LUP policy.

In May 1991, the Commission approved the City’s original resident preferential parking program covering several blocks on the northwest corner of the City, near Gate 2 of NASNI (LCPA #1-91). At that time, the City was proposing to include the area around the Bay View Park in the decal parking program. The Commission found that prohibiting public parking around Bay View Park would adversely impact the public’s ability to access the shoreline, and required that public parking with a 4-hour time limit be established on the half block around the park on First Street and I Avenue. The intent

of this policy was to allow sufficient time to accommodate public recreational visits, but prevent all-day parking by non-visitors (residents or NASNI personnel).

The City's current proposal would convert approximately 28 of the 4-hour parking spaces on I Avenue to resident decal parking. The City began conducting use surveys in February of this year continuing through the middle of July. The surveys took place on Saturdays, and counted both the number of cars parked in the 4-hour zone, and the number of people in the park. The surveys found that there was an average of 11 cars parked in the 4-hour spaces over the survey time. On eight occasions, between 20 and 30 cars were observed. Park usage was observed to be minimal. The average number of people in the park was two, with a statistical upper control limit of expected variation of eight people. On two occasions, between 9 and 14 people were observed in the park. The days with peak parking use did not correspond with peak park usage, suggesting that perhaps people are parking in 4-hour parking to visit adjacent residents, not to use the park. The summary results are attached as Exhibit #3.

Bay View Park is a small shoreline park situated between single-family residences to the north and south. Public improvements are limited to several benches, walkways and landscaping. The park is not connected to any other public access or recreational destination by paths other than the public sidewalk along First Street. There is not likely to be a shoreline path developed in this area, given that the shoreline is currently developed with residences down to the water. The park has spectacular views of downtown San Diego and is occasionally used as a backdrop for wedding photos, but as demonstrated by the City's surveys, is not widely or frequently used by the general public. There is a 66-space public parking lot near the Ferry Landing that is a little less than ½ mile from the park.

Nevertheless, First Street is the first public roadway along the shoreline, and the parking spaces around the park are the only spaces for 4-5 blocks in any direction that are not restricted to resident parking. Public access is at a premium in this area, not just for park visitors, but also for people who simply want to stroll or jog around Coronado's scenic and historic coastal neighborhoods. As population rises, competition for shoreline access is expected to increase. Parking needs change over time, and in the future, the impact of NASNI on surrounding neighborhoods might lessen. Thus, even though very few people were observed using the park itself during the survey period, it is still important to preserve some parking for visitors.

The City's proposal to convert approximately 26 4-hour spaces to permit parking, and leave 21 spaces closest to the park for 4-hour parking, will balance the needs of residences with the need to preserve some public access in this portion of the City. No impacts to beach goers would result from the expansion of decal parking, and park users and visitors will have adequate remaining parking. Thus, incorporating all of I Avenue into the decal parking district is fully consistent with the LUP, and will not impact public access or recreation.

Spillover effects on public access are difficult to identify and quantify, and any further expansion of the decal parking district is strongly discouraged. However, should the City

ever contemplate expansion of the decal parking district, intensive summertime surveys of any proposed expansion areas should occur for at least two summers before such an LCP amendment is requested. With this understanding concerning any future expansions, the Commission finds the proposed retention and expansion of the decal parking program conforms with, and is adequate to carry out, the provisions of the certified LUP.

PART IV. CONSISTENCY WITH THE CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

Section 21080.9 of the California Public Resources Code – within the California Environmental Quality Act (CEQA) – exempts local government from the requirement of preparing an environmental impact report (EIR) in connection with its activities and approvals necessary for the preparation and adoption of a local coastal program. Instead, the CEQA responsibilities are assigned to the Coastal Commission and the Commission's LCP review and approval program has been found by the Resources Agency to be functionally equivalent to the EIR process. Thus, under CEQA Section 21080.5, the Commission is relieved of the responsibility to prepare an EIR for each LCP.

Nevertheless, the Commission is required, in approving an IP submittal or, as in this case, an IP amendment submittal, to find that the approval of the proposed IP, or IP, as amended, does conform with CEQA provisions, including the requirement in CEQA section 21080.5(d)(2)(A) that the amended IP will not be approved or adopted as proposed if there are feasible alternative or feasible mitigation measures available which would substantially lessen any significant adverse impact which the activity may have on the environment. 14 C.C.R. §§ 13542(a), 13540(f), and 13555(b). Although CEQA does not directly address parking, it does address social and economic impacts of development, which would include the ability of the public to access public recreational sites. As discussed above, the amendment can be found fully consistent with the visitor-serving policies of the Coastal Act. No impacts to coastal resources are anticipated. There are no feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse effect which certification of the LCP, as modified, may have on the environment.

RECEIVED

SEP 16 2005

RESOLUTION NO. 8094

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF
CORONADO, CALIFORNIA, TO AMEND THE LOCAL COASTAL
PROGRAM DECAL PARKING PERMIT DISTRICT BOUNDARIES**

CALIFORNIA
COASTAL COMMISSION
SAN DIEGO COAST DISTRICT

WHEREAS, the City of Coronado has adopted a General Plan and a Local Coastal Program (LCP);

WHEREAS, the City of Coronado has a Decal Parking Permit District that is a portion of the City's LCP;

WHEREAS, in establishing the District in 1991, an area around Bay View Park (at the end of "T" Avenue between First Street and the bay) was maintained for park use by being designated "four-hour parking" and not for Decal usage;

WHEREAS, the City of Coronado City Council has received a petition request to extend the Parking District's boundary to include a portion of this "four-hour parking" island that is surrounded by the Decal District;

WHEREAS, the City of Coronado City Council has solicited and considered public input as to whether the Parking District's boundary should be amended per this request;

WHEREAS, the Coronado City Council and Planning Commission have determined in public hearings that the amendment under review is consistent with the policies and goals of the Coronado Local Coastal Program and the Coronado General Plan;

WHEREAS, in said hearings, the Coronado City Council and Planning Commission have determined that the characteristics of the area into which the District is proposed to be expanded would support each of the following required four conclusions of Municipal Code Subsection 56.70.030(A):

1. The proposed zone is designated for residential uses only;
2. The proposed zone is being used as an on-street parking site for commercial or commuter purposes;
3. The commercial or commuter parking within the proposed zone adversely impacts the residential character and quality of life in the proposed zone;
4. The institution of a permit parking zone will not adversely impact any shoreline access or recreation sites, including, but not limited to, existing shoreline access points along First Street, Coronado City Beach and Glorietta Bay;

Exhibit #1
Resolution of Approval
Coronado LCPA #1-05 Decal Parking

WHEREAS, the Coronado City Council and Planning Commission have acknowledged in public hearings [per Municipal Code Subsection 56.70.030 (A5)] that the establishment or enlargement of any permit parking zone shall not be final until being reviewed and approved by the Coastal Commission as a local coastal program amendment; and

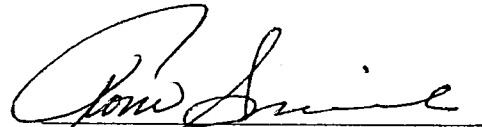
WHEREAS, said public hearings were duly noticed as required by law and all persons desiring to be heard were heard at said hearings.

NOW THEREFORE, BE IT RESOLVED by the City Council of the City of Coronado, California, that the City of Coronado LCP is amended to expand the Decal Parking District boundary to include all of the on-street "four-hour" designated parking located between First Street and Second Street on "T" Avenue.

BE IT FURTHER RESOLVED by the City Council of the City of Coronado, California, that the City hereby requests California Coastal Commission Certification of this said amendment.

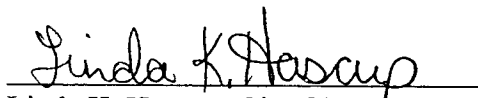
PASSED AND ADOPTED on this 6th day of September 2005 by the City Council of the City of Coronado by the following vote, to wit:

AYES: DOWNEY, MONROE, TANAKA, TIERNEY AND SMISEK
NAYS: NONE
ABSTAIN: NONE
ABSENT: NONE

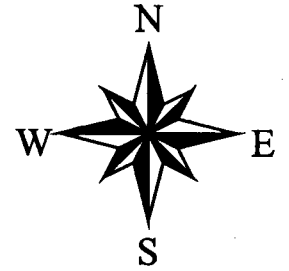


Tom Smisek, Mayor
City of Coronado, CA

ATTEST:


Linda K. Hascup, City Clerk

CITY OF CORONADO PERMIT PARKING BOUNDARIES



Bay View Park

COLORADO

EXCHANGE

NASNI

PALM

01ST

02ND

03RD

04TH

05TH

06TH

COUNTRY CLUB
ALAMEDA

ORANGE

5TH
ORANGE

ALLEY

ALLEY

POMONA

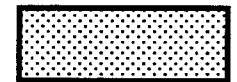
Exhibit #2
Proposed Decal Parking
Area Boundaries
Coronado LCPA #1-05



Existing 4 hour Parking
to become
Decal Parking Zone



Existing 4 hour Parking
to remain
4 hour Parking



Existing Decal
Parking Zone

10-6-2005

ATTACHMENT E

FIGURES DEPICTING SURVEY FINDINGS

(One count made each day around 1 or 2 p.m. by police personnel)

First St. Parking Survey: This figure presents the number of cars parked in the four-hour parking area, the number of people counted in the park, and the total number of spaces existing in the four-hour parking area. This figure depicts that when three unusual spikes occurred in number of cars parked, there was not an increase in park users. The conclusion is that on these occasions the cars mostly belonged to persons visiting the residents in the area. The second conclusion is that there are many unused parking spaces in the four hour parking zone.

Total Cars Parked (Special Cases Removed From Calculations): This figure shows the cars parked in all of the four-hour spaces. The statistical analysis shows an average of eleven cars parked during the period of the survey, but more importantly an upper control limit of the expected variation of about twenty-two cars. On the two days where the number of parked cars spiked above the upper control limit on consecutive Saturdays there was not a corresponding increase of people observed in the park. The conclusion is that most of the cars belonged to residents, or people visiting residents in the area on these two days.

People Observed in the Park: This figure depicts the number of people observed in the park each day, and as a reference, the total number of hour-hour parkings spaces. This figure shows the average number of people observed in the park during the survey period was two persons, with an upper control limit of expected variation of eight people. The two occasions when eight persons in the park was exceeded (fourteen on May 21 for a wedding party taking photos and nine on June 15) there was not a corresponding spike in the number of cars parked in the area.

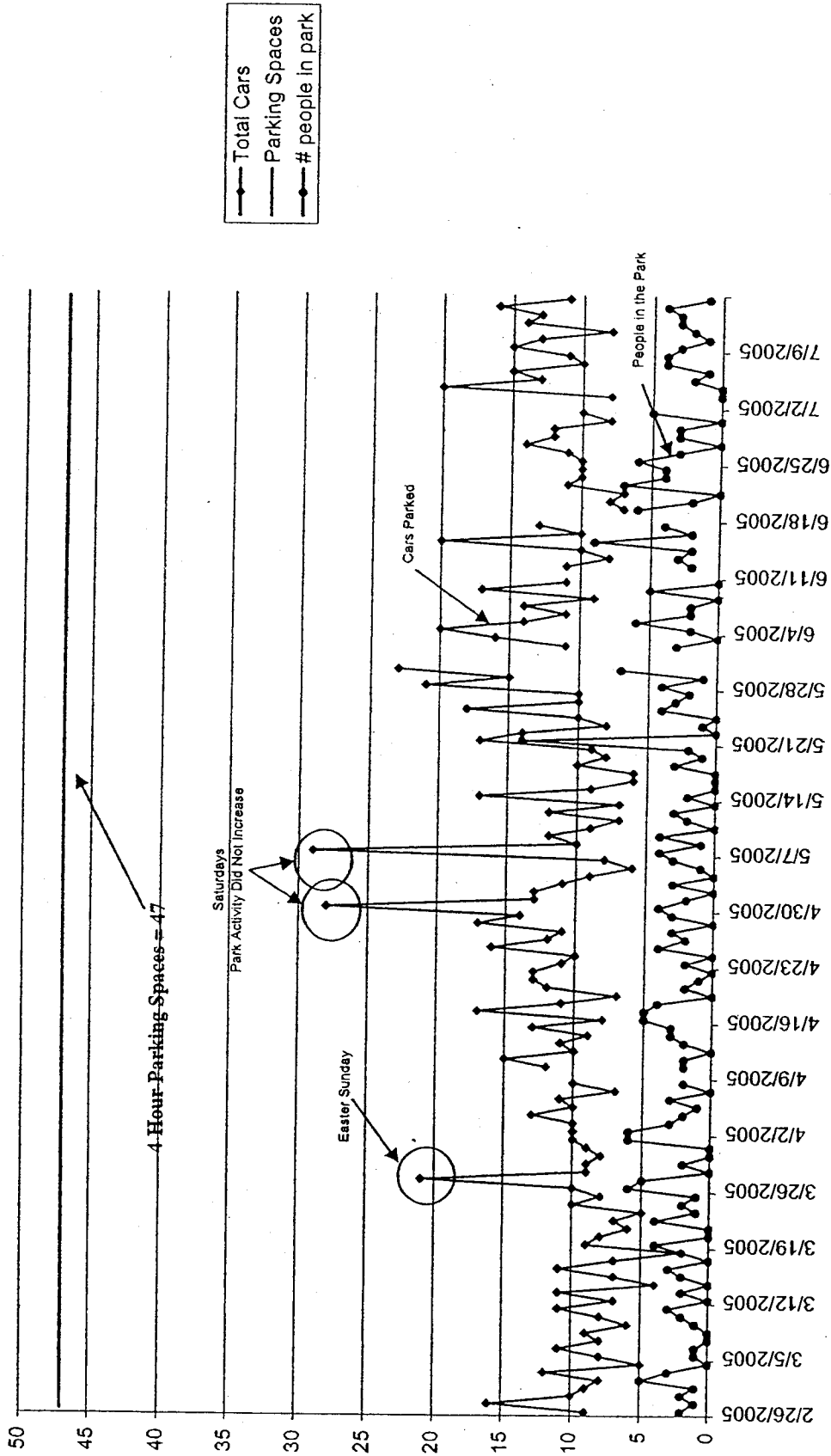
General Conclusions

While on rare occasions more than eight persons may be observed in the park it is considered an unusual event. Using eight persons as the outside limit of expected variation per the analysis, if each person drove separately and wished to park in the area, a maximum of eight parking spaces would be required to fulfill the normal requirements of park users. Therefore, twenty-one parking spaces reserved on First Street for four-hour parking is deemed sufficient to meet the user requirements of the park. The City of Coronado recommends all of the remaining "Four-Hour Parking" spaces on "I" Avenue be designated for "Decal Parking".

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Exhibit #3
Parking Survey Results
Coronado LCPA #1-05 Decal Parking

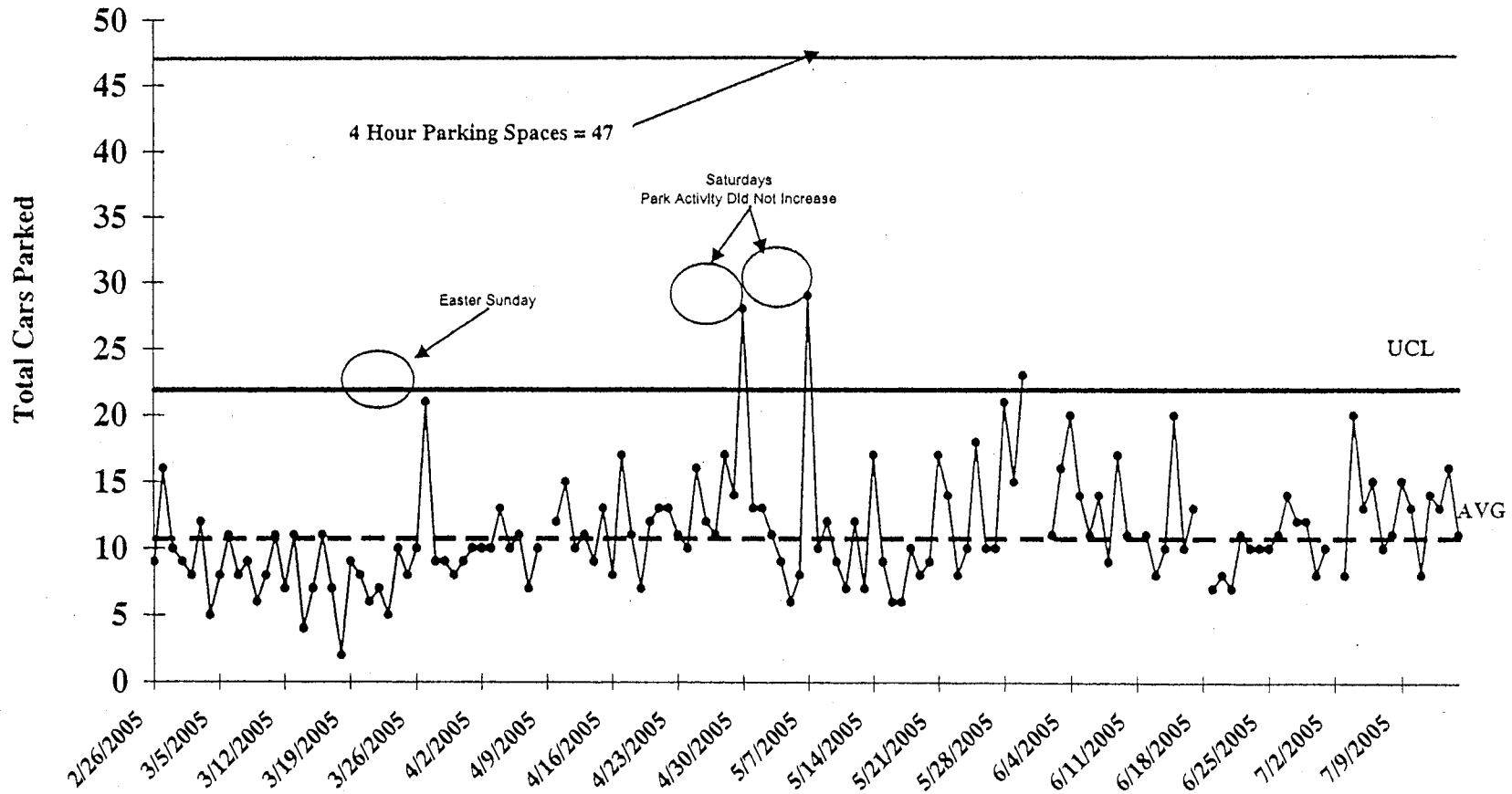
First St. Parking Survey



◆ Total Cars
 — Parking Spaces
 ■ # people in park

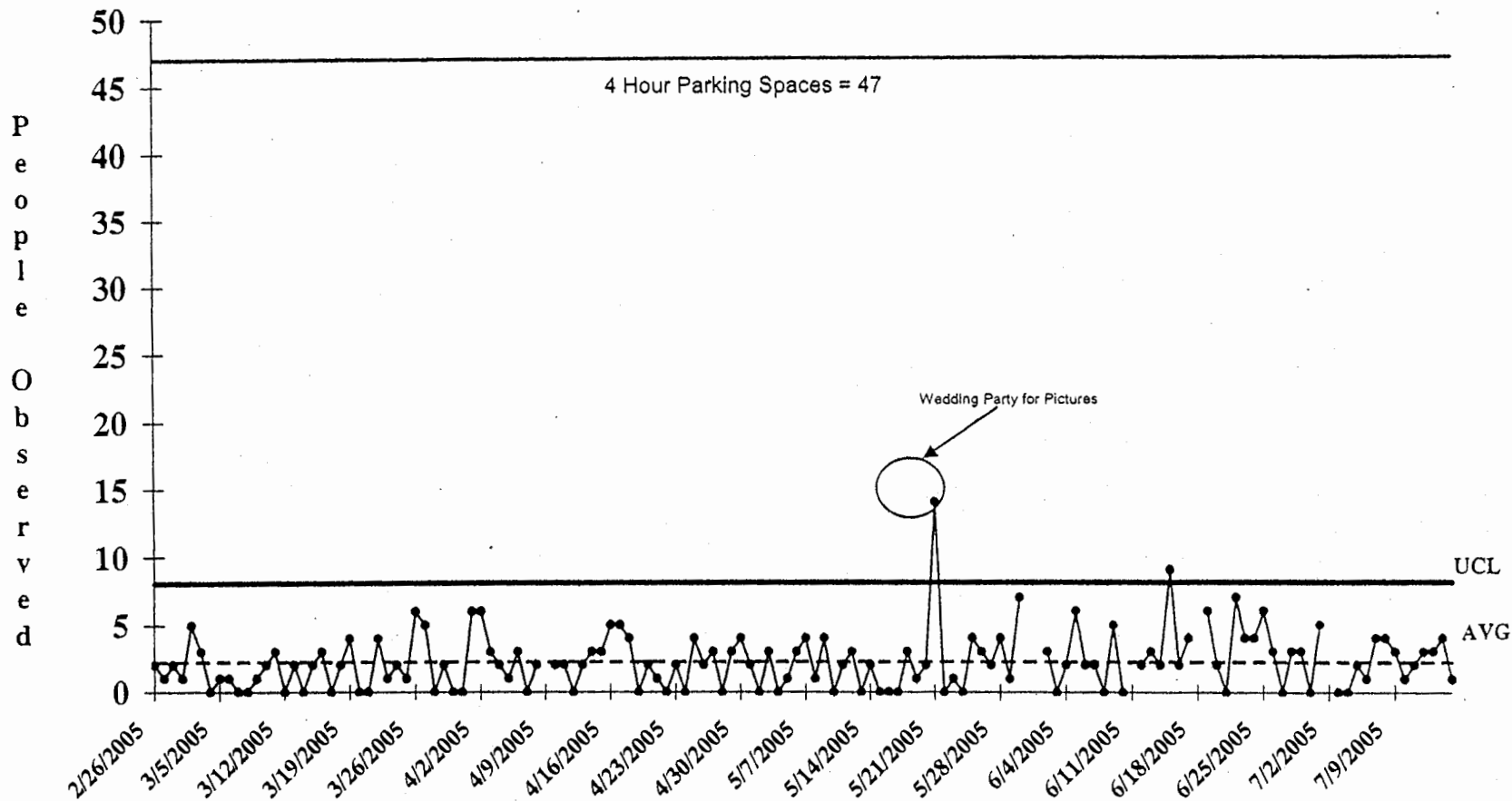
Total Cars Parked

(Special Cases Removed From Calculations)



881000

People Observed in the Park



000139