

4.13. Recreation

This section describes the environmental and regulatory setting for park and recreational facilities and evaluates potential impacts on those facilities that would result from construction and operation of the proposed Project.

The Project would be constructed in three phases. Four main elements of the Project could result in recreational facility impacts: 1) the wastewater treatment facility, 2) pump stations, 3) wastewater collection and recycled water distribution system pipelines, and 4) percolation ponds and groundwater injection wells. For the purposes of this section, “Project area” refers to the area that encompasses the extents of the four main elements listed above and the area that would be served by these proposed Project facilities. “Project site” refers specifically to those areas that would be disturbed by construction activities associated with the four main elements. The Project would include a Local Coastal Program Amendment and modification of zoning for the wastewater treatment facility to include an Institutional District Overlay.

4.13.1. Environmental Setting

Regulatory Setting

Federal Regulations

There are no applicable federal regulations that are relevant to an analysis of the proposed Project’s recreation impacts.

State Regulations

California Coastal Act

Chapter 3, Article 3 (California Code Sections 30220–30224), of the California Coastal Act describes the resource planning and management policies of the state pertaining to recreation in the coastal areas of California. The law states that coastal areas suited for water-oriented recreational activities that cannot readily be provided at inland water areas shall be protected for such uses.

California Ocean Plan

The California Ocean Plan establishes the water quality control plan for ocean waters in California and seeks to protect, among other things, beneficial uses of ocean waters of the state, including water contact and non-contact recreational uses. The California Ocean Plan establishes various water quality standards and discharge regulations to protect water contact recreation in coastal waters from bacterial or pollutant contamination.

Quimby Act

Government Code Section 66477, more commonly referred to as the Quimby Act, was established by the California legislature in 1965 to provide parks for the growing communities in California. The act authorizes cities to adopt ordinances addressing parkland and/or fees for residential subdivisions for the purpose of providing and preserving open space and recreational facilities and improvements. The act also specifies acceptable uses and expenditures for such funds.

Local Regulations

Los Angeles County, Santa Monica Mountains Local Coastal Program, Land Use Plan

The Santa Monica Mountains Local Coastal Program [Land Use Plan](#) was approved by the California Coastal Commission in April 2014. Chapter IV, the Land Use, serves as the primary guidance document for recreation and open space in those portions of unincorporated Los Angeles County that lie within the Prohibition Area. As described in the Recreation and Trails section of the Conservation Element, the primary recreation goal of the Santa Monica Mountains LCP Land Use Plan is to provide maximum public access and recreational opportunities for all people consistent with public safety needs and the need to protect public rights, rights of private property owners, and natural resources from overuse.

City of Malibu, Local Coastal Program, Local Implementation Plan

The City of Malibu Local Implementation Plan (LIP) was adopted to implement the policies outlined in the LUP of the Local Coastal Program (LCP) by providing detailed guidance regarding development in the Coastal Zone. The policies that are applicable to the proposed Project are listed below.

- **LUP Policy 2.26:** Adequate parking should be provided to serve coastal access and recreation uses to the extent feasible. Existing parking areas serving recreational uses shall not be displaced unless a comparable replacement area is provided.
- **LUP Policy 2.27:** The implementation of restrictions on public parking that would impede or restrict public access to beaches, trails, or parklands (including, but not limited to, the posting of “no parking” signs, red curbing, physical barriers, imposition of maximum parking time periods, and preferential parking programs) shall be prohibited except where such restrictions are needed to protect public safety and where no other feasible alternative exists to provide public safety. Where feasible, an equivalent number of public parking spaces shall be provided nearby as mitigation for impacts on coastal access and recreation.
- **LUP Policy 2.5:** New development shall be sited and designed to minimize impacts on public access and recreation along the shoreline and on trails. If there is no feasible alternative that can eliminate or avoid all access impacts, then the alternative that would result in the least significant adverse impact shall be required. Impacts may be mitigated through dedication of an access or trail easement where a project site encompasses an LCP-mapped access or trail alignment and the City, county, state, or other public agency has identified a trail used by the public or where there is substantial evidence that prescriptive rights exist. Mitigation measures required for impacts on public access and recreational opportunities shall be implemented prior to or concurrent with construction of the approved development.
- **LUP Policy 2.49:** A trail offer of dedication shall be required in new development where the property contains a LCP-mapped trail alignment or where there is substantial evidence that prescriptive rights exist. An existing trail that has historically been used by the public may be relocated as long as the new trail alignment offers equivalent public use. Both the new development and the trail alignment shall be sited and designed to provide maximum privacy for residents and maximum safety for trail users.

As part of the Project, the City is processing an LCP amendment to create an overlay zone and development standards for the Civic Center Wastewater Treatment Facility. A corollary amendment to the Municipal Code is being processed concurrently to ensure consistency between the two codes. Also, on December 10, 2012, the City Council adopted Resolution No. 12-43, approving Local Coastal Program Amendment (LCPA) No. 12-004 to update the LCP Land Use Plan (LUP) public access map. The adopted map reflects the most current inventory of existing vertical and lateral access ways and beach parks in the City since the LCP was certified by the California Coastal Commission (CCC) in 2002. In addition, a draft LCP Parkland and Trails System Map, which depicts existing and future planned park and trail facilities within the City, was adopted by the City Council on April 25, 2011, and is currently pending CCC certification.

City of Malibu General Plan

The City of Malibu General Plan is primarily a policy document that sets goals and policies concerning the community and gives direction to growth and development. In addition, it outlines the programs that were developed to accomplish the goals and policies. California Code Section 65302(e) requires each local government to prepare and adopt an Open Space and Recreation Element as a component of its general plan.

Open Space and Recreation Element

The Open Space and Recreation Element deals with open space and recreational issues, including outdoor recreational facilities and trails. The issues addressed in this element include the different aspects of the natural environment that contribute to ecological balance. Goals and policies that are applicable to the proposed Project are listed below.

- Open Space (OS) Goal 1: An abundance of open space contributing to a rural, natural environment consistent with this open space management plan.
 - OS Policy 1.1.1: The City shall encourage acquisitions and dedication of appropriate land into parks.
 - OS Policy 1.1.2: The City shall pursue all appropriate site acquisitions, maintenance, and program funding opportunities.
 - OS Policy 1.1.3: The City shall preserve, protect, and enhance the character and visual quality of natural open space as a scenic resource of great value and importance to the quality of life of residents and to the enhancement of the scenic experience of visitors.
 - OS Policy 1.2.3: The City shall require development to link and integrate open space visually and link open space to activity centers, other open spaces, and scenic routes through a system of trails.

The Open Space and Recreation Element of the City of Malibu General Plan identifies certain service standards regarding the number, size, and types of parks and recreational facilities required to serve a given community adequately. The numbers provided are based on a study of the National Recreation and Parks Association recommendations, the standards of other Southern California cities, and the needs of the City of Malibu (see Table 4.13-1).

Table 4-13.1. General Plan Standards for Public Parks

Classification	Standard (acres/ thousand people)	Size Range	Population Served	Service Area
Play Lot	N/A	2,500 square feet to 1 acre	500–2,500	Sub-neighborhood
Vest-Pocket Parks	N/A	2,500 square feet to 1 acre	500–2,500	Sub-neighborhood
Neighborhood Parks	2.5	5 to 15 acres	2,000–10,000	0.25–0.5 mile
Community Parks	2.5	15 to 20 acres	10,000–50,000	20-minute drive
Regional Parks	20.0	250+ acres	Serves entire population	1-hour drive

Source: City of Malibu General Plan, Open Space and Recreation Element, 1995.

Existing Conditions

The City owns and manages several parks in the vicinity of the proposed Project, including Legacy Park and Malibu Bluffs Park. The City is responsible for managing the Malibu Creek Equestrian Center, located at 6225 Merritt Drive, through a lease from the Santa Monica-Malibu Unified School District. The City also manages and owns the Michael Landon Community Center and the sports fields at Malibu Bluffs Park. Additional parks and beaches in the City are owned and operated by state, county, and federal agencies.

The City completed a Parks and Recreation Master Plan in 2012 (adopted by the City Council in May 2013) which addressed issues related to a study area that includes both incorporated City lands and unincorporated areas within the City's sphere of influence. The City lies completely within the Santa Monica Mountains National Recreation Area (SMMNRA), which is administered by the National Park Service. Because of the City's location, residents have immediate access to seven large national and state parks. Although the City is within the SMMNRA boundaries, the City owns only a small portion of the recreational land available to the residents of the City and surrounding areas. Other recreational facilities within the City are owned and/or operated by Los Angeles County. These recreational facilities include Nicholas Canyon Beach and Zuma County Beach. The county also operates Dan Blocker State Beach, Las Tunas State Beach, and Westward Beach (part of Point Dume State Beach). The City has no jurisdiction at any of the beaches within Malibu city limits.

The California Department of Parks and Recreation owns and manages Malibu Lagoon State Park, Malibu Pier, Malibu Creek State Park, Point Dume State Preserve, and Robert H. Meyer Memorial State Beach. The County and the Mountains Recreation and Conservation Authority maintain more than 15 public vertical accessways to the beach throughout the City.

The City of Malibu's draft LCP -Parkland and Trails System Map -(City of Malibu 2011) outlines plans for future trail access across the City.¹ The draft Parkland and Trails System Map shows the projected Malibu Pacific Trail running along Malibu Canyon Road and Civic Center Way. The Malibu Creek Trail, which is depicted as an "Unofficial/Proposed Trail" and also runs along Malibu Canyon Road, would connect with the Malibu Pacific Trail, thereby linking with the rest of the trail network within the City and the Santa Monica Mountains. The Malibu Pacific Trail is not currently developed.

¹ [This plan is currently pending certification by the California Coastal Commission.](#)

Existing parks, open space, beaches, and other recreational facilities within 1 mile of the Project site are listed in Table 4.13-2 and shown in Figure 4.13-1.

Table 4.13-2. Public and Private Park and Recreational Facilities within 1 mile of the Project Site

Map I.D. Number	Facility Name	Address	Public/Private	Distance to Project
1	Malibu Bluffs Park	24250 Pacific Coast Highway, Malibu, CA	Public	900 ft.
2	Malibu Lagoon State Beach	23200 Pacific Coast Highway, Malibu, CA	Public	5,700 ft.
3	Historic Adamson House	23200 Pacific Coast Highway, Malibu, CA	Public	6,000 ft.
4	Malibu Surfrider Beach	23050 Pacific Coast Highway, Malibu, CA	Public	6,700 ft.
5	Malibu Pier	23000 Pacific Coast Highway, Malibu, CA	Public	6,300 ft.
6	Santa Monica Mountains National Recreation Area	26876 Mulholland Highway, Calabasas, CA	Public	7,400 ft.
7	Malibu Creek State Park	1925 Las Virgenes Road, Calabasas, CA	Public	8,400 ft.
8	Malibu Bluffs Open Space	24250 Pacific Coast Highway, Malibu, CA	Public	2,600 ft.
9	Alumni Park (private – Pepperdine)	24255 Pacific Coast Highway, Malibu, CA	Private	11,700 ft.
10	Legacy Park	23500 Civic Center Way, Malibu, CA	Public	2,500 ft.
11	Malibu Pacific Trail (planned)	Cross Creek Road and Pacific Coast Highway, Malibu, CA	Public	900 ft.
12	Malibu Creek Trail (planned)	Las Virgenes Road and Mulholland Highway, Malibu, CA	Public	1,100 ft.
13	Corral Canyon Park	25623 Pacific Coast Highway, Malibu, CA	Public	7,700 ft.
14	Perenchio Golf Course (private)	23545 Malibu Road, Malibu, CA	Private	2,700 ft.

Source: ICF, 2013.

Malibu Bluffs Park

Malibu Bluffs Park is a 6-acre City-owned community park at the intersection of Pacific Coast Highway and Malibu Canyon Road, in an area that overlooks the Pacific Ocean. The park consists of two baseball diamonds, a soccer/multipurpose field, playground suitable for ages 2 to 12, jogging path, whale watching station, picnic tables, parking lot, and the Michael Landon Community Center. Malibu Bluffs Park hosts a variety of community classes, special events, and sports leagues for tiny tots, youths, and adults.

Malibu Creek State Park

This park has more than 7,000 acres of natural parkland, with 15 miles of streamside trails in the hills north of the Civic Center area.

Malibu Bluffs Open Space

Malibu Bluffs Open Space, which is owned by the Santa Monica Mountains Conservancy, provides 83 acres of open land adjacent to and west of Malibu Bluffs Park, with approximately 2.3 miles of

hiking trails that traverse the park. Trails provide linkages from the northern access point at Malibu Canyon Road and Pacific Coast Highway to the southern access point at Malibu Road where vertical easements provide public access to the beach.

Alumni Park

Alumni Park, located on the Pepperdine campus at Malibu Canyon Road and Pacific Coast Highway, is a 30-acre university-owned park with lawns, rolling hills, ponds, and mature trees.

Legacy Park

Legacy Park, located in the Civic Center area, is a 17-acre environmental and educational public park with open space and walking paths. The City-owned park exhibits five local habitats and connects to the City's stormwater treatment facility to improve water quality in Malibu Creek, Malibu Lagoon, and at Malibu Lagoon State Beach. A linear park and landscaped area extends from Legacy Park on the opposite side of Civic Center Way down to Cross Creek Road.

Beaches

Several of the parks and beaches located within Malibu city limits are owned by Los Angeles County, the California Department of Parks and Recreation, the National Park Service, and/or the Santa Monica Mountains Conservancy or Mountains Recreation and Conservation Authority. Beaches within 1 mile of the proposed Project include Malibu Lagoon State Beach and Surfrider Beach.

Malibu Lagoon State Beach (also known as Surfrider Beach)

This state park, located at the estuary where Malibu Creek meets the Pacific Ocean, includes a nature area, hiking and nature trails, and picnic tables. It also has fee and street parking, restrooms, drinking water, and disabled access. The park includes the Adamson House, a national historic site.

Malibu Pier

Malibu Pier is a 720-foot-long historical landmark and part of Malibu Lagoon State Beach. The pier is used for fishing but also has 4,000 square feet of retail uses, a restaurant, access to a 30-foot sport fishing boat, and 96 parking spaces at the east end of Malibu Lagoon State Beach.

National Park Service Facilities

The National Park Service is responsible for the SMMNRA. The City comprises a major portion of the coastal section of the SMMNRA, which offers an extensive system of trails for hikers, equestrians, and mountain bikers as well as beaches for swimming and surfing. Camping, fishing, birding, and whale watching opportunities are also present throughout the SMMNRA.

Santa Monica Mountains Conservancy Facilities

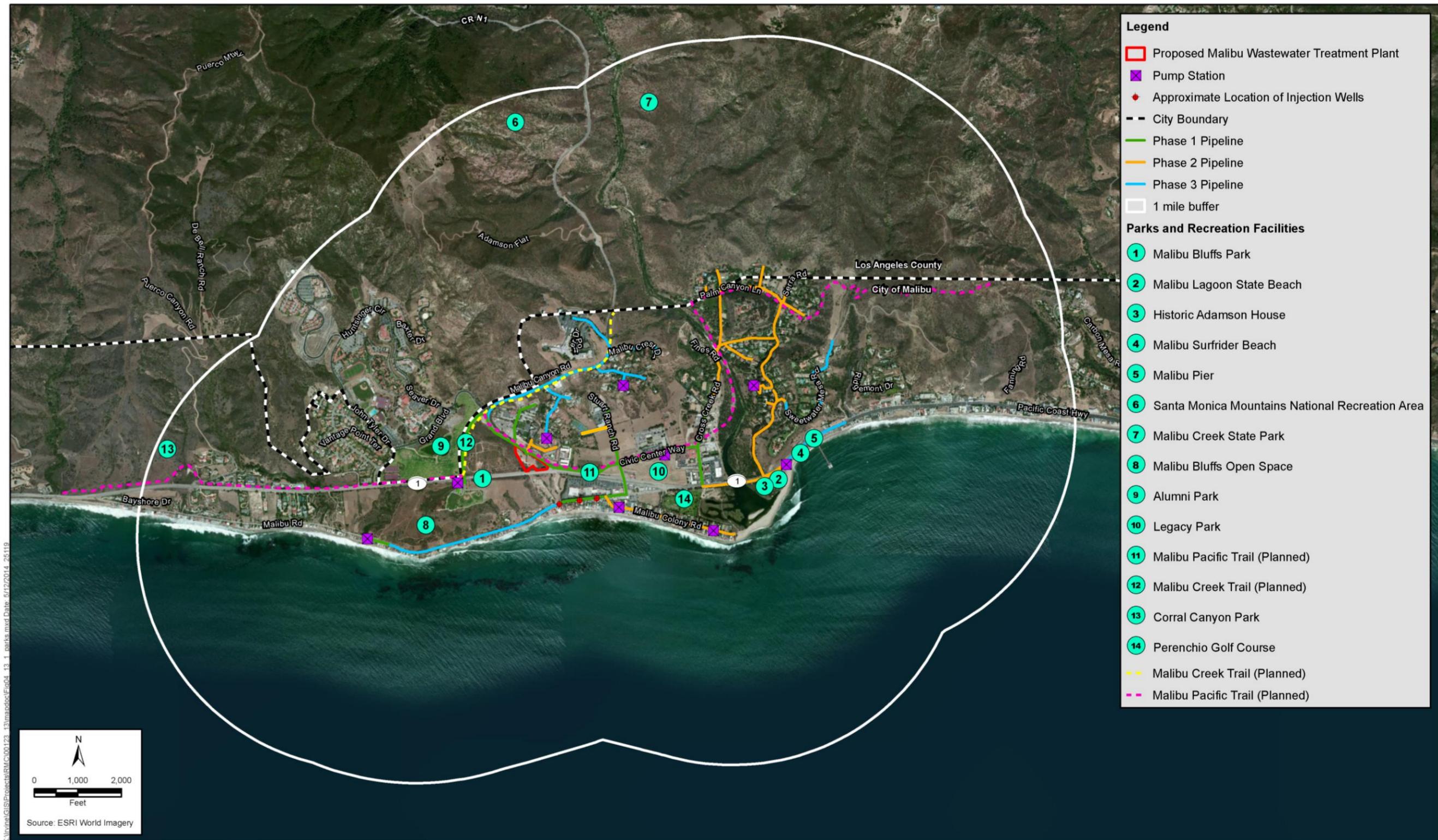
Corral Canyon Park

Corral Canyon Park is located west of the Project area off Pacific Coast Highway, between Puerco Canyon and Corral Canyon. The park provides hiking and equestrian opportunities.

Private Parks and Recreational Facilities

Private parks and recreational facilities include clubs that require membership or residence. Boating, tennis, riding, and beach clubs are available in the City. These private clubs include the Malibu Racquet Club, the Malibu Golf Club, the Perenchio Golf Course, and the Malibu Riding and Tennis Club. The Pepperdine University campus includes tennis and athletic facilities on site for students, faculty, staff, and guests. There are also a number of privately owned camps in the City that offer hiking, camping, picnicking, and other outdoor recreational opportunities.

Figure 4.13.1. Parks and Recreation Facilities within 1 mile of the Project Site



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4.13.2. Environmental Impact Analysis

Thresholds of Significance

For the purposes of this EIR and in accordance with Appendix G of the 2013 State CEQA Guidelines, the proposed Project would have a significant impact on the environment if it would:

- Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facilities would occur or be accelerated.
- Include recreational facilities or require the construction or expansion of recreational facilities, which might have a substantial adverse physical effect on the environment.

Impacts

Impact REC-1: Would the Project Increase the Use of Existing Neighborhood and Regional Parks or Other Recreational Facilities such that Substantial Physical Deterioration of the Facilities Would Occur or Be Accelerated?

Construction

On average, it is expected that all Phase 1 facilities would require 30 to 35 workers on the Project site at any one time. Given the small number of workers and their limited opportunities to use nearby recreational facilities during their break times, it is not expected that local park and recreational facilities would experience a substantial increase in use or physical deterioration as a result of the Project during the approximate 18-month construction period.

Operation

The Project would employ a total of ~~two~~ up to three full-time employees. The proposed Project does not include a residential or commercial development component and, consequently, would not directly result in a substantial increase in residential or employee populations in the Project area. Therefore, the proposed Project would not directly result in a significant increase in the use of local parks or substantial physical deterioration of park facilities. Development of the proposed wastewater treatment facility and collection and distribution system would, however, accommodate planned future growth because property owners would not have to rely on septic systems for their wastewater needs, which currently may limit the property owners' ability to develop their properties because of the septic discharge prohibition in the LARWQCB's Basin Plan amendment. Growth that would indirectly occur under the proposed Project would be consistent with the City of Malibu General Plan, LCP and the density limitations of the City Zoning Code.

It should also be noted that the Project is intended to end septic tank usage discharge and improve local drainage and water quality in the City of Malibu through development of a centralized wastewater treatment system, which would serve the Civic Center area. The Project aims to maximize reuse of recycled water and minimize saltwater intrusion into the groundwater basin with injection of highly treated effluent to support basin plan designation. Generally, these improvements are anticipated to improve water quality in Malibu Lagoon and along surrounding beaches, thereby improving the recreational experience for beach users. Development of a centralized wastewater treatment facility in the Civic Center area of the City would reduce adverse water quality impacts on Malibu Creek, Malibu Lagoon, and along nearby beaches and result in a potentially beneficial impact on local recreational areas associated with these water bodies.

REC 2: Would the Project Include Recreational Facilities or Require the Construction or Expansion of Recreational Facilities, which Might Have a Substantial Adverse Physical Effect on the Environment?

Construction

The Project would develop a wastewater treatment facility, a collection system to convey wastewater to the facility, and a distribution system to distribute treated effluent (recycled water) to various land uses for reuse purposes. In addition, groundwater injection wells would be used to protect the groundwater basin against seawater intrusion. The proposed Project would not include the development of park or recreational facilities. However, Phase 1 of the Project would include pump stations, which would be located in two City parks, Legacy Park and Malibu Bluffs Park. Construction at each park facility would take place over approximately 6 months. The pump stations would occupy a relatively small footprint (see [Section 3.3.2 of Chapter 3](#) for a description and site plan for the proposed pump stations and features) and would be located mostly belowground. At Malibu Bluffs Park, the proposed pump station vent would be located on the north side of the parking lot, with the associated generator, electrical panel, transformer, and meter located nearby on land that is not actively used for recreation or habitat. Construction of these facilities would not disrupt recreational activities at the park or otherwise require replacement or expansion of new recreational facilities. At Legacy Park, the pump station facilities would be located on a strip of landscaped land adjacent to the Civic Center Way parking stalls, across the street from the library. Construction of these facilities would result in a disruption to existing parking but would not adversely conflict with recreational activities at the park. There is ample parking available for both park facilities, and the temporary disruption to parking in both cases would not require new or expanded parking facilities to serve park users adequately. Access to these park and recreational facilities could be affected by Project construction due to temporary lane closures and construction-related traffic delays. However, a traffic control plan would be required and implemented to ensure that traffic flow in both directions would be maintained at all times during construction. The City would provide notice of construction activities that would affect access to park and recreational facilities. Any disruptions in access would be temporary and short term. Consequently, no significant park and recreational facility impacts are anticipated as a result of the proposed Project during construction.

Operation

As discussed above, the pump station facilities would be located within the Malibu Bluffs Park parking lot and within a landscaped area along the northern edge of Legacy Park. Beyond some minor visual changes at both park locations, these facilities would not disrupt recreational activities at these parks. Parking would not be permanently displaced at either facility as a result of the proposed pump stations. Accordingly, construction and operation of the Project would not require the replacement of any park or recreational facilities. Furthermore, the pump stations and collection and distribution pipelines that would be sited in Malibu Bluffs Park and Legacy Park would be consistent with the LCP and park zoning after approval of the LCP amendment and zoning text amendment, which will include these facilities as conditionally allowed under the LCP. The Project would employ a total of ~~two~~ up to three full-time employees. It does not include residential or commercial development components. Therefore, the proposed Project would not directly increase the demand for park and recreational facilities in the Project area and, consequently, would not require the construction or expansion of recreational facilities to meet increased demand.

Additionally, as previously described (and as described in Section 3.3.4 of Chapter 3), three injection wells would be located along Malibu Road and used as part of Project operations. Based on current well design, the injection wells would not impact parking along Malibu Road. However, should bump outs be required as part of the injection well design, approximately four to six parking spaces would be removed. This would not disrupt parking for any coastal recreational uses because there are hundreds of parking spaces in the vicinity (on street and at parks) and because no public accessways or parks are located within a walking distance of approximately ½ mile. Therefore, no significant impact to parking for coastal access would occur.

As discussed above, development of the proposed wastewater treatment facility and collection and distribution system would **allow for** removal of existing septic systems. However, any growth that would indirectly occur under the proposed Project would be consistent with the City of Malibu General Plan and the density limitations of the City Zoning Code. Consequently, the proposed Project would not indirectly increase the demand for park and recreational facilities in the Project area. Therefore, no significant park and recreational facility impacts are anticipated as a result of the proposed Project.

4.13.3. Mitigation Measures

No significant impacts on parks or recreational facilities would occur as a result of the Project. Therefore, no mitigation measures are required.

4.13.4. Unavoidable Significant Adverse Impacts

The Project would not result in unavoidable significant impacts on parks and recreational facilities.

4.13.5. Cumulative Impacts

The study area for cumulative recreation impacts consists of the general Project area. The related projects identified in Chapter 3 of this EIR include several planned and proposed housing and commercial development projects (such as the Rancho Malibu Hotel). This development would increase the residential and employee populations in the Project area, which, in turn, could increase use of and demand for park facilities. It could also result in the physical deterioration of existing park and recreational facilities. Because the proposed Project would not directly increase the use of existing park facilities or increase the demand for additional new or expanded facilities, it would not directly contribute to any cumulative recreational facility impacts. In addition, the City requires payment of park impact fees from new development to help offset these sorts of cumulative effects on parklands. Any growth that would indirectly occur under the planned or proposed cumulative developments in the study area would be consistent with the City of Malibu General Plan and the density limitations of the City Zoning Code. Consequently, the proposed Project would not result in adverse effects on existing park and recreational facilities, and the construction of new or expanded facilities to meet the cumulative demand would not result in adverse impacts on the environment.