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DEVELOPMENT DIVISION  
Room 805

# General Plan

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## Topanga and Will Rogers State Beaches

August, 1986

Prepared By  
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and

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for

State of California—The Resources Agency  
DEPARTMENT OF PARKS AND RECREATION

Commissioner Nishkian questioned the county's intent for the beaches to be totally self-supporting and asked their intent in the future when expenses exceed the gain from these two restaurants. Mr. Reed replied that it is not the intent of the Board of Supervisors that the beaches become self-supportive, but they currently have a \$7 million deficit from the operation of the beaches which they cannot immediately eliminate but are exploring ways to cut down. Commissioner Nishkian asked what other approaches were planned, and Mr. Reed mentioned their beach marketing program and a series of beach improvement programs.

TOPANGA AND WILL  
ROGERS STATE BEACHES  
GP DISCUSSION

Chairman Nesbit asked if revenue was the only reason for the proposed restaurants or if they were considered a recreation need, and Mr. Charness said they were proud to be able to provide service for beach users, but that some of the people use beaches only as a restaurant concession can provide. He feels that the beach is under-utilized in this way and should be utilized by all segments of the public. Mr. Reed added that they were trying to get a balanced representation and make the beach available in all aspects of experience.

Commissioner Nishkian suggested that 75 million people a year on the beach did not appear to be an under-utilization, and Mr. Charness replied that the balance of the time the beaches are literally empty.

Commissioner Mollinedo commented that he had been on the beach when the traffic was so bad that the beach could not be seen. He suggested that the viewshed be increased on the shoreline with all development east of the highway, making the beach an open scenic area. He said he opposed the concession aspects of the General Plan.

Commissioner Hostler remarked that he shared many of the views mentioned and referred to concerns expressed in a letter from Commissioner Hobbs, who could not be there, and suggested a compromise. He moved that the Commission adopt the General Plan subject to certain amendments and read Resolution 51-86 as follows:

RESOLUTION 51-86 ON  
TOPANGA AND WILL  
ROGERS STATE BEACHES  
GENERAL PLAN

WHEREAS, the Director of the Department of Parks and Recreation has presented to this Commission for approval the proposed General Plan for Topanga and Will Rogers State Beaches; and

WHEREAS, this reflects long-range development plans to provide for optimum use and enjoyment of the unit as well as the protection of its quality;

WHEREAS, amendments to the plan submitted to the Commission will (1) provide increased protection of scenic values, (2) assure beach users of adequate parking and recreational opportunities, (3) provide a substitute

restaurant development site at Will Rogers State Beach, referring to the present maintenance facility that could be consolidated with its present use and future use as a restaurant, resulting in reduced visual and traffic impacts\*, (4) eliminate and deny the proposed restaurant site at Topanga State Beach, and (5) ensure that future development is consistent with applicable State coastal land use requirements.

NOW, THEREFORE, BE IT RESOLVED that the State Park and Recreation Commission approves the Department of Parks and Recreation's General Plan, prepared by the County of Los Angeles Department of Beaches and Harbors dated August 1986, subject to the amendments below and such environmental changes as the Director of the Department of Parks and Recreation shall determine advisable and necessary to implement the provisions and objectives of said plan:

Amendments for Approving Topanga and Will Rogers General Plan

1. Commercial construction will not be permitted on sandy areas.
2. Future concessionaire agreements shall ensure
  - (a) parking on a first come, first served basis, and
  - (b) construction of snack bars, restrooms, and patios will occur when restaurants and parking areas are constructed.
3. Site plans shown on figures in the General Plan are conceptual, and final site development plans shall be approved by the State Department of Parks and Recreation after such plans have been found consistent with all requirements of land use control agencies, including the Coastal Commission.
4. The General Plan shall provide for an alternate site for the restaurant and associated public facilities located at the maintenance yard just north of the Temescal Canyon site at Will Rogers State Beach. This site would be in lieu of and in place of the Temescal Canyon site. Building heights may be two stories, and existing buildings at this site will be removed or consolidated, thereby reducing building bulk and visual impacts.
5. Eliminate and deny the proposed restaurant site at Topanga State Beach.
6. Los Angeles County is requested to take actions to improve the standards of repair and rehabilitation, including removing the piles, landscaping, and improving access at Will Rogers and Topanga State.

Beaches, and to improve the standards of cleanliness and visual impact of existing and future restaurants, to work with Caltrans and other public agencies, to proceed promptly with actions to speed traffic flow on Pacific Coast Highway, and to attempt to alleviate the hazards and congestion at beach entrances and the traffic problems posed by the proposed Occidental Petroleum drilling site.

7. The above modifications shall be made to the General Plan prepared by the County, which was approved by the Department of Parks and Recreation Director, and submitted to the Commission for final approval.

\*Commissioner Hostler explained in the third paragraph under (3) that the existing maintenance site is rather a visual blight, and he is suggesting that somehow the equipment be lowered into the ground and a restaurant site be built above that, and to have a new traffic access so it would not further congest the usual traffic.

Commissioner Whitehead seconded the motion.

Commissioner Mollinedo said he still opposed the development of a restaurant at Will Rogers State Beach and would like the Commission to take action for removal of the storage area which could be placed on the east side of the Pacific Coast Highway.

TOPANGA AND WILL  
ROGERS STATE BEACHES  
GP DISCUSSION (cont.)

Commissioner Hedborg asked if Commissioner Hostler was suggesting that the two buildings there now that are not up to the county code be removed, and he replied that they must be serving a useful purpose but should certainly be brought up to code if not removed. Commissioner Whitehead said he understood it was only open at infrequent times, so he suggested removal. Mr. Charness said the green building does need repair work, but they have not had the funds to upgrade it.

Commissioner Whitehead asked for clarification in that no construction could be done until they come back to the Commission with an updated General Plan including the amendments suggested by Commissioner Hostler. Director Briner answered that if the Commission approved the General Plan as Commissioner Hostler read it, it would not be brought back to the Commission. Chairman Nesbit said their authority was to approve or disapprove and not get into the details of construction.

Commissioner Nishkian thought the concessionaire stand and the restrooms should be eliminated and should be combined with the proposed restaurant and maintenance station. Mr. Charness said there may be some confusion because there are two sets of restrooms and concession stands, one by Temescal and one in the maintenance yard. Commissioner Whitehead said they were speaking of the one at the entrance. Mr. Charness said the

restroom is serviceable at this time and is used in the summertime. He said he did not think the health department would allow it to be removed.

TOPANGA AND WILL  
ROGERS STATE BEACHES  
GP DISCUSSION (cont.)

Commissioner Hostler said the snack facility at Temescal was not up to code, and Mr. Charness called on Chris Klinger from his department. Mr. Klinger said the reason the buildings are not up to code is because they would be demolished if the restaurants are built on the proposed sites. He said if the restaurants are not allowed, the concession facility at Will Rogers will become a valuable asset and will be upgraded. Commissioner Hostler verified that it would continue in its present mode as a snack bar and not a restaurant, and Mr. Klinger agreed. He said there would be no problem about bringing it up to code. Mr. Reed suggested that the county withdraw the General Plan.

Commissioner Mollinedo moved that the Will Rogers restaurant also be eliminated from the General Plan, and Commissioner Nishkian seconded the motion. Commissioner Hostler stated this would mean there would be no restaurants constructed, and Commissioner Nishkian withdrew his second. This motion died for lack of a second.

Commissioner Nishkian moved that the General Plan be brought back to the Commission before any action is taken, and Commissioner Mollinedo seconded the motion. The motion failed with Commissioners Hedborg, Hostler, and Chairman Nesbit voting no and Commissioners Nishkian and Whitehead voting yes. Commissioner Mollinedo abstained.

Resolution 51-86, as read by Commissioner Hostler, passed by roll call vote with Commissioners Hedborg, Hostler, Whitehead, and Chairman Nesbit voting yes and Commissioners Mollinedo and Nishkian voting no.

RESOLUTION 51-86  
APPROVED

Mr. Reed stated this has probably become a General Plan for an operation that the county will be unable to accept, but he will address this in the operating contract with the State.

Chairman Nesbit called on Commissioner Whitehead for the public hearing item on the on-premises sale of beer and wine at the snack bar at Morro Bay State Park, who moved that the Commission adopt Resolution 47-86, which he read as follows:

RESOLUTION 47-86 FOR  
MORRO BAY STATE PARK  
ON-PREMISES SALE OF  
BEER AND WINE

WHEREAS, the Department of Parks and Recreation has entered into a five-year contract with Associated Pacific Constructors terminating on August 29, 1990 for the operation of a snack bar facility at Morro Bay State Park, and

WHEREAS, the on-premises sale of beer and wine with meals would enhance the enjoyment of the visitor, and

DEPARTMENT OF PARKS AND RECREATION

## STATE PARK AND RECREATION COMMISSION

P. O. BOX 2390, SACRAMENTO 95811



ACTION SYNOPSIS  
STATE PARK AND RECREATION COMMISSION MEETING  
April 8, 1987

ACTION

1. The Commission adopted Resolution 22-87 as follows:

Cates

BE IT RESOLVED that the State Park and Recreation Commission reaffirms its earlier decision to eliminate and deny the proposed restaurant site at Topanga State Beach after reconsideration of the General Plan for Topanga and Will Rogers State Beaches, prepared by the County of Los Angeles Department of Beaches and Harbors dated August 1986, and approved by the California State Park and Recreation Commission November 14, 1986.

2. Commissioner Hostler, Chairman of the Policy Committee, stated that the Committee will review the Commission Policies over the next several months and that any proposed changes will be presented to the public for consideration at a future public hearing.

Henretty

# DRAFT

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FOR REVIEW PURPOSES ONLY

## GENERAL PLAN

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Topanga and Will Rogers State Beaches

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SUMMARY

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## SUMMARY

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The Southern California Coast along the crescent-shaped indenture of Santa Monica Bay includes some of the area's most scenic features. Portions of this coastline have a distinctly urban character. The State Beach units within this area provide ocean-oriented recreational opportunities for tens of millions of residents and visitors to the greater Los Angeles metropolitan region each year. This General Plan encompasses the County of Los Angeles Department of Beaches and Harbor's proposal for the construction of additional visitor-serving improvements at Topanga and Will Rogers State Beaches to further serve this beach-going public; specifically, a 10,000-square-foot restaurant concession and related smaller concessions at Will Rogers State Beach and a 7,500-square-foot restaurant concession at Topanga State Beach. Additionally, these concessions are necessary to offset some of the County costs of these State Beach units.

No expansion of the concession sites onto the sandy beaches or other natural resource areas is contemplated as a part of this plan. And, there will be an improvement in accessibility to beach parking areas and a net gain in paved parking spaces (Topanga 177 spaces, Will Rogers 73 spaces) for beach patrons as a result of the implementation of the proposals of this General Plan. Regional location maps, vicinity maps and aerial site photos are shown in Figures 1 through 6.

Topanga State Beach has been under operational authority of the Department of Beaches and Harbors since 1973. Recently completed facilities at this unit replace obsolete facilities. They include a permanent lifeguard tower/comfort station and a paved parking area. Improvements are proposed to provide additional paved public parking and to replace the former La Mer restaurant at this site (west end). Under the control of State Parks and Recreation, the Jetty's restaurant, destroyed by fire, at the east end will be rebuilt.

The Temescal Canyon site is part of Will Rogers State Beach, a state-owned/County of Los Angeles-operated public beach. Along its 3.2 miles of beach frontage, the Department of Beaches and Harbors provides lifeguard and maintenance services along with parking for 1,897 cars. Additionally, Gladstones-4-Fish, a beach concession, is located about one mile north of the project site.

On the beach itself there are restrooms, showers, snack bars and playground and volleyball facilities. An extension of the South Bay Bicycle Trail that runs from Torrance to Santa Monica has been constructed by the City of Los Angeles. It connects the project site with the Santa Monica City line on the south.

This planning effort is based on previous studies which proposed new facilities compatible with the dual objectives of improving recreational and visitor serving uses and creating additional revenue sources. Meetings with potentially affected jurisdictions, organizations and with the County of Los Angeles Beach Advisory Committee (COLABAC) were held. Economic analyses were performed. Preliminary Environmental Assessments/Resource Elements were prepared to evaluate the potential impacts to the environment, and further detailed planning analyses summarized the results and incorporated the conclusions drawn from the preceding studies, investigations, meetings, and reports. (Beach Properties Improvement Program: Phase 2 Report, Gruen Associates in association with Keyser Marston Assoc., Inc.)

The General Plan emphasizes the provision of quality coastal recreation opportunities to the greater Los Angeles area, in conjunction with the protection of any valuable natural and cultural resources present at these State Beach units. A Summary Chart on the following page provides a broad overview of the units' natural environment, geophysical characteristics, existing recreation facilities and current development proposals.

SUMMARY CHART

STATE BEACH:		TOPANGA	WILL ROGERS
PHYSICAL CHARACTERISTICS	Size (hectares/acres)	12.6/31.2	35.2/87.0
	Adjacent Urbanized Areas	●	●
	Cliffs/Bluffs	●	●
	Rocky Shoreline	small portion	small portion
	Sandy Beach(meters/ sq.ft.)	30,648/ 331,000	205,963/ 2,224,000
	Archaeological Resources	-	-
	Paleontological Resources	-	-
	Historical Resources	-	●
SIGNIFICANT PLANT COMMUNITIES	Vegetation Removed	●	●
	Coastal Sage Scrub	-	-
	Coastal Sage/Strand Transition	-	-
	Coastal Strand	-	-
	Introduced Exotic Species	●	●
RARE OR ENDANGERED SPECIES	No rare or endangered plant or animal species are known to inhabit any of the units.		
EXISTING FACILITIES	Concessions	-	3
	Parking Lots--Improved	95 spaces	1897 spaces
	Parking Lots--Unimproved	+75 spaces	-
	Lifeguard Towers	3	15
	Comfort Stations	1	5
PROPOSED FACILITIES	Concessions	1	1
	Parking--Improved	177 spaces	73 spaces

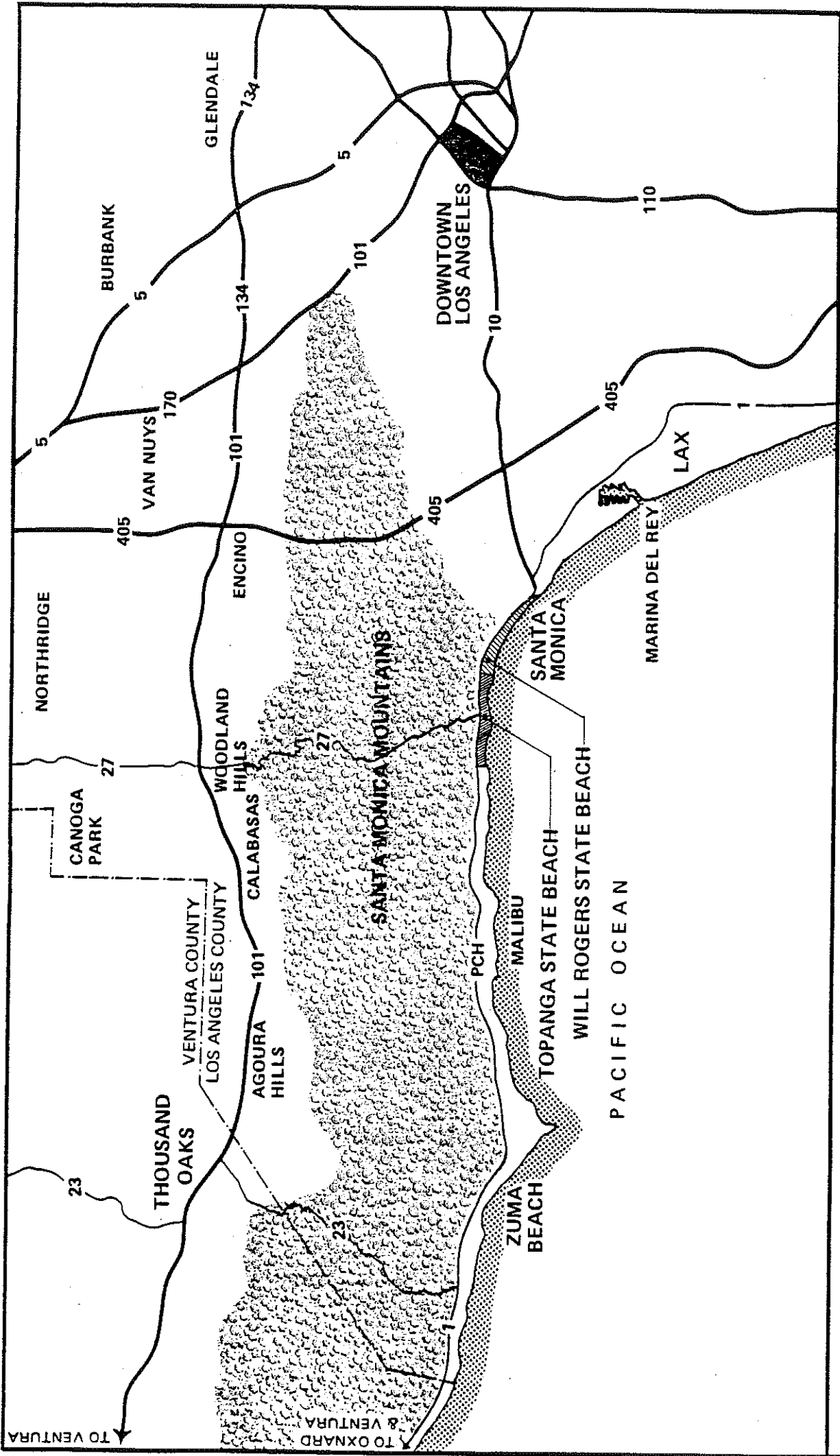
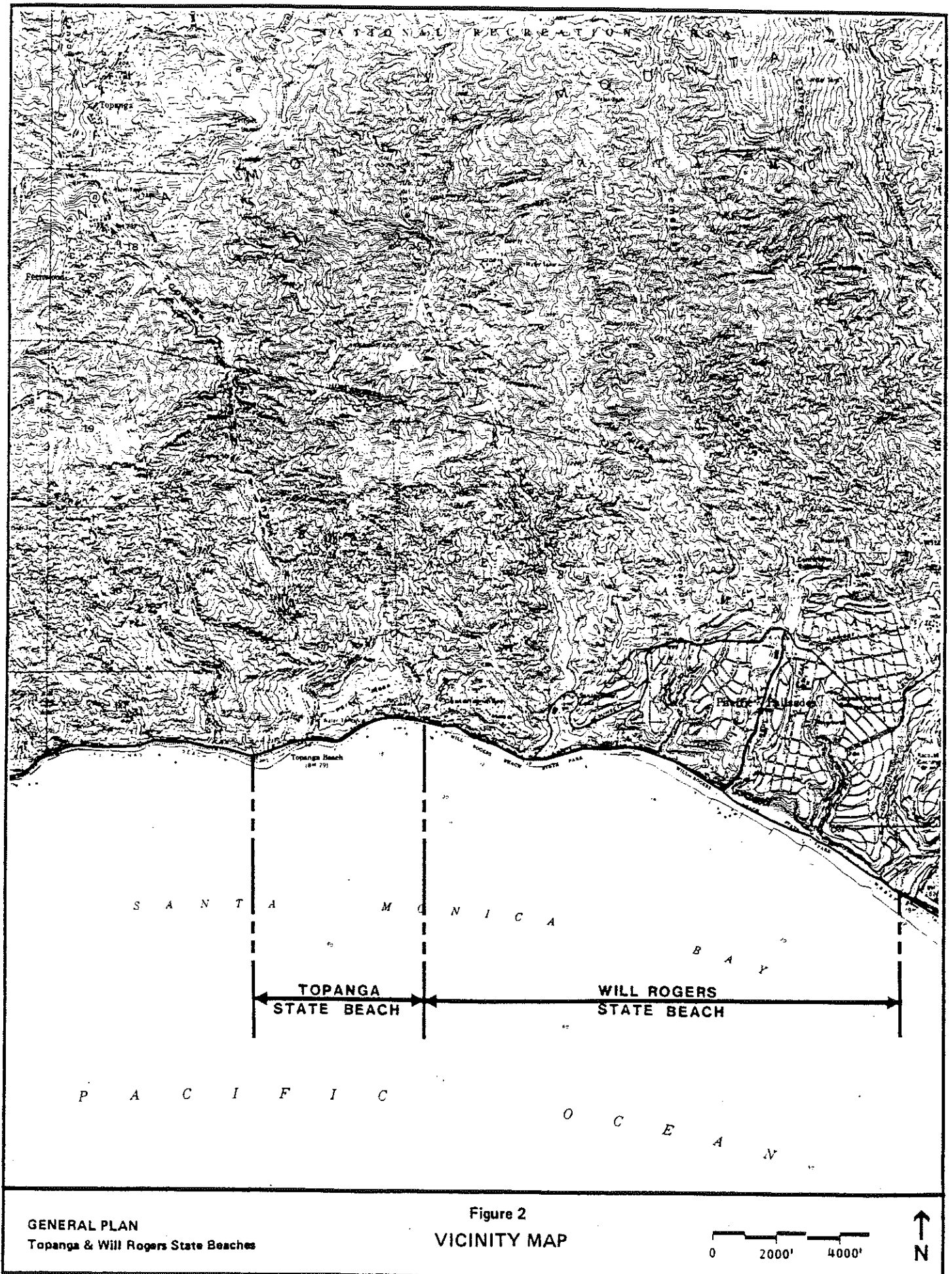


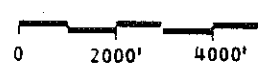
Figure 1  
REGIONAL LOCATION

GENERAL PLAN  
Topanga & Will Rogers State Beaches

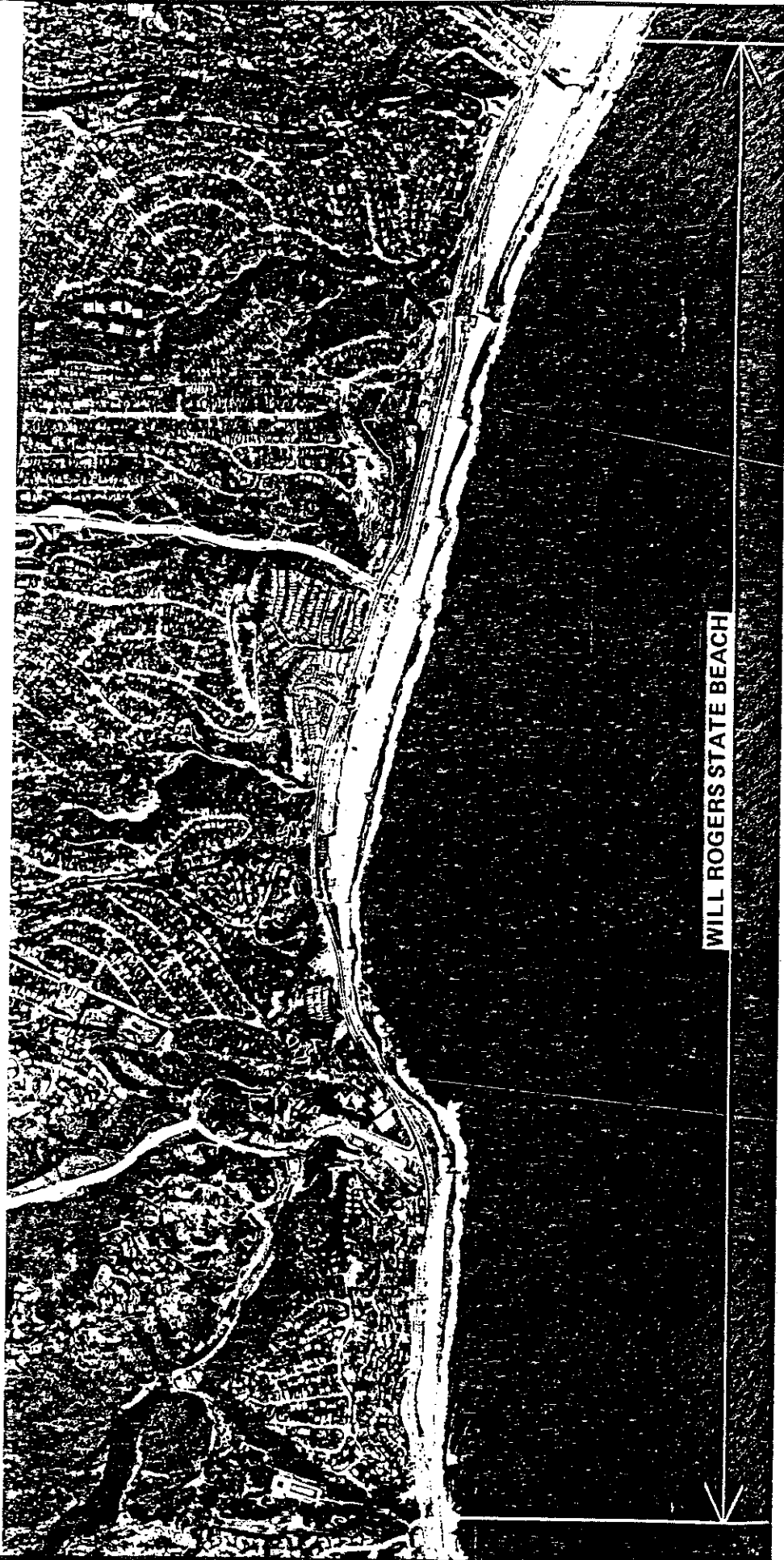


GENERAL PLAN  
Topanga & Will Rogers State Beaches

Figure 2  
VICINITY MAP





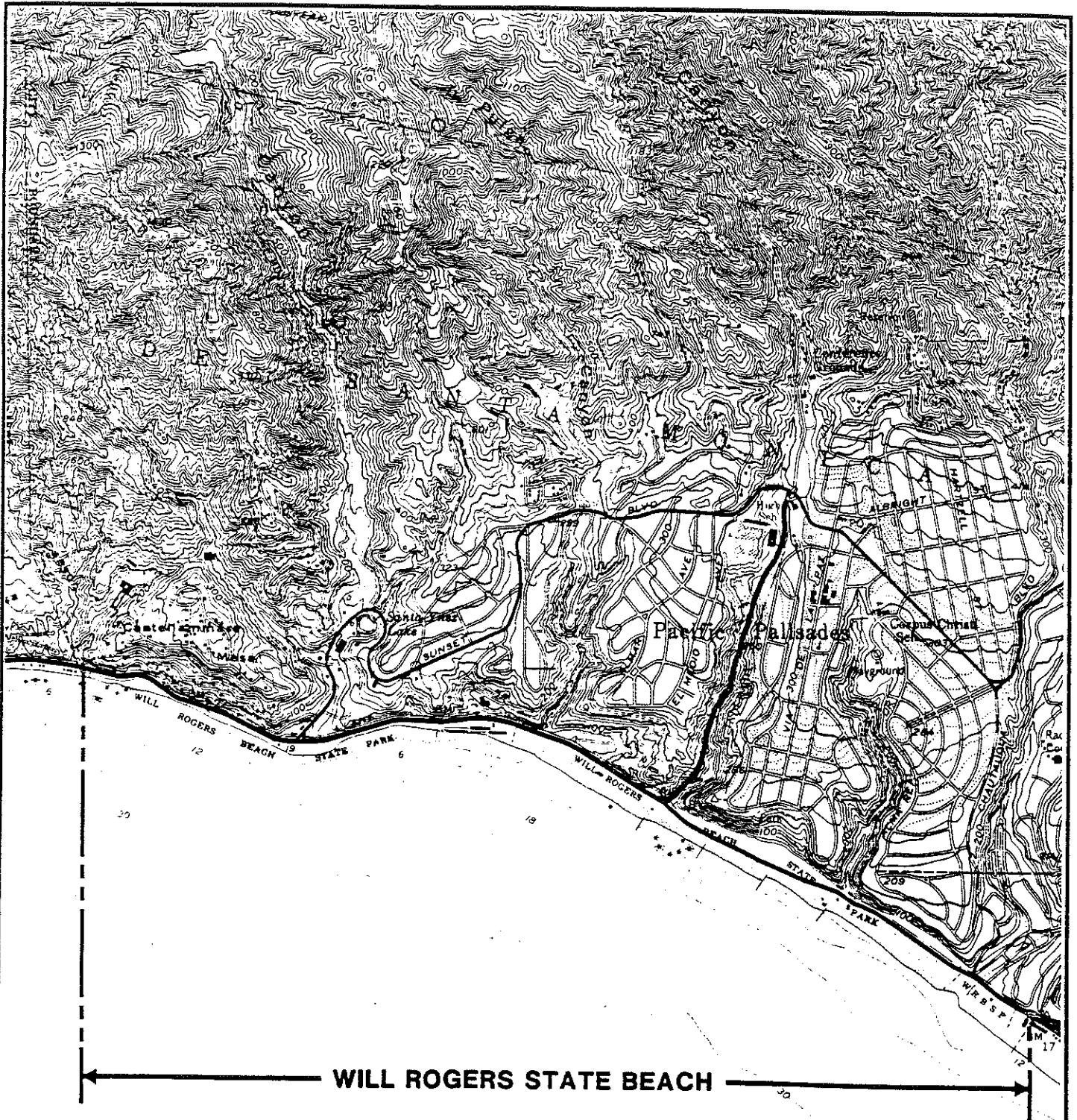


GENERAL PLAN  
Topanga & Will Rogers State Beaches

Figure 3  
WILL ROGERS STATE BEACH  
AERIAL PHOTO



NO SCALE



GENERAL PLAN  
 Topanga & Will Rogers State Beaches

Figure 4  
 WILL ROGERS STATE BEACH  
 REGIONAL SETTING





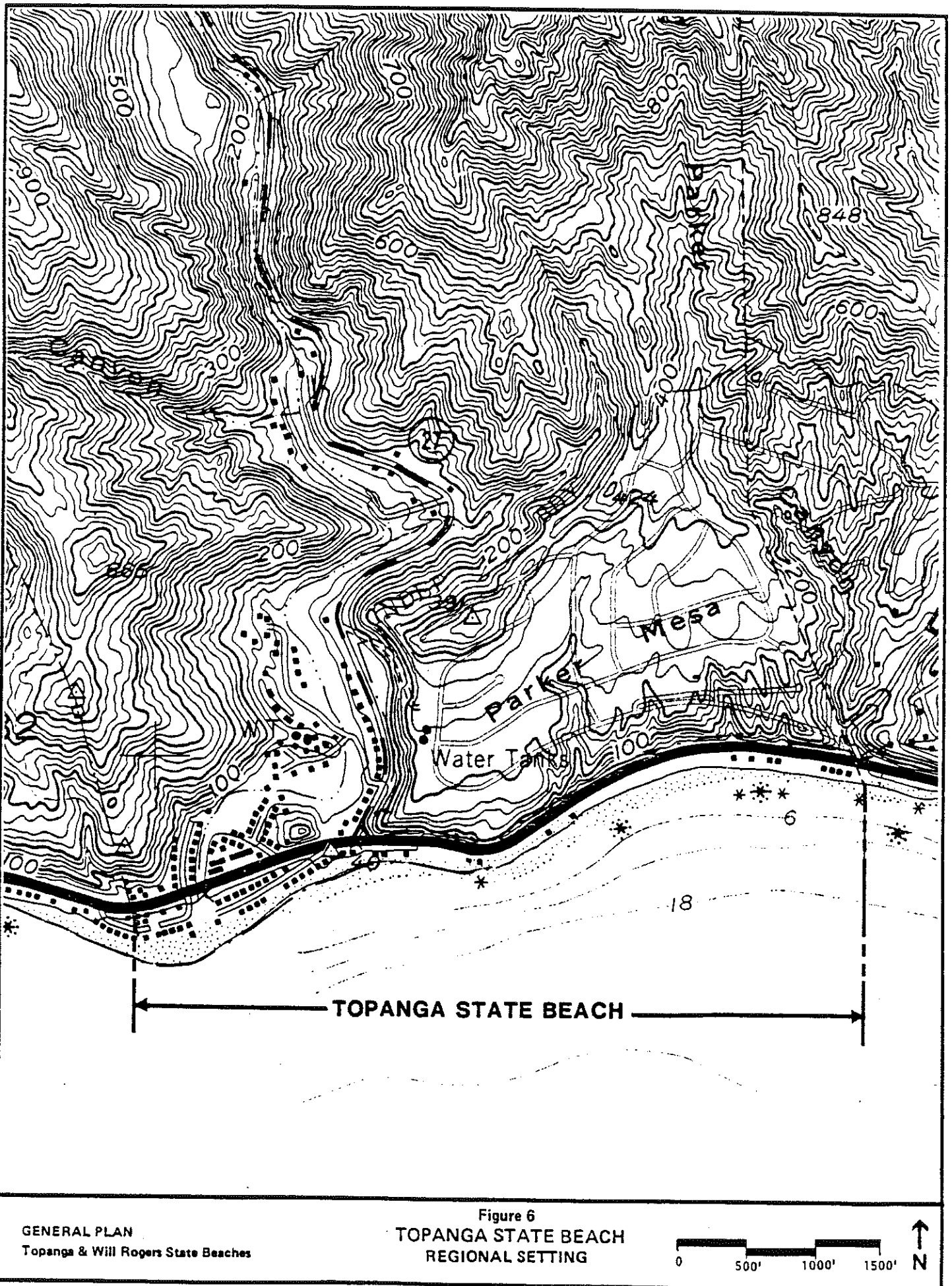
TOPANGA STATE BEACH

GENERAL PLAN

Topanga & Will Rogers State Beaches

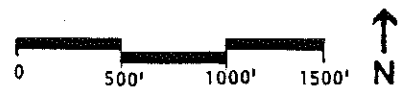
Figure 5  
TOPANGA STATE BEACH  
AERIAL PHOTO

↑  
NO SCALE N



GENERAL PLAN  
Topanga & Will Rogers State Beaches

Figure 6  
TOPANGA STATE BEACH  
REGIONAL SETTING



RESOURCE ELEMENT

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## RESOURCE ELEMENT

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### Introduction

This Resource Element was prepared pursuant to the requirements set forth in Section 5002.2, Subsection (b) of Division 5, Chapter 1 of the Public Resources Code and Chapter 1, Section 4332 of Title 14 of the California Administrative Code.

In compliance with this section of the Public Resources Code, the Resource Element defines the prime resources in the two contiguous State Beach units under consideration. It establishes guidelines for public use of the resources and sets forth long range management objectives and policies for their perpetuation.

The resource evaluations contained in this element are based on data collected in the preparation of the Resource Inventory as well as some subsequent research. Additional site-specific research and analysis may be necessary to fully assess the constraints and sensitivities that may limit or affect the proposed developments and land uses of this General Plan. Similar work may also be necessary to prepare resource management strategies in order to properly manage and protect specific natural and cultural resources which may not as yet be identified.

### Unit Identification

Topanga and Will Rogers State Beaches are contiguous units located in Los Angeles County within the Coastal Strip Landscape Province. They are bounded by the Santa Monica Mountains to the north and the Pacific Ocean to the south. Urban residential, undeveloped lands, and/or commercial development occur adjacent to each of the units. All of the units are immediately adjacent to the Pacific Coast Highway (PCH) which is the main transportation route providing access from most of Los Angeles County. Several winding canyon roads terminate at PCH north of the units and provide access to the Santa Monica Mountains and the San Fernando Valley to the north.

## SUMMARY AND EVALUATION OF RESOURCES

### NATURAL RESOURCES

#### Topography

The State beaches of Los Angeles County are in the Coastal Strip Landscape Province as described by Mason (1970) (California Department of Parks and Recreation, 1986). Coastal Los Angeles County's topography is broken into three major physiographic land provinces which border Santa Monica Bay: the Santa Monica Mountains, the Los Angeles Coastal Plain, and the Palos Verdes Peninsula to the south (U.S. Army Corps of Engineers, 1974).

The units included within this inventory are adjacent to the Santa Monica Mountains' physiographic province. The slopes of the Santa Monica Mountains, where they meet the bay, are steep and in places form nearly vertical sea cliffs. The coast along these units is irregular, being cut by numerous canyons, and is quite rocky, particularly north of Santa Monica Canyon (U.S. Army Corps of Engineers, 1974). Coastal canyons which intersect these units include, from west to east, Topanga Canyon, Parker Canyon, Santa Ynez Canyon, Pulga Canyon, Temescal Canyon, Potrero Canyon, and Santa Monica Canyon.

#### Topanga State Beach

Topanga State Beach consists of approximately 31 acres and 5,726 feet of ocean frontage. The unit is divided into two sections by a rock riprap promontory in the middle of the park site (Charthouse Point). (California Department of Parks and Recreation, 1976).

Topanga Creek intersects the unit just east of its western limits, where it forms a low, broad rounded point that marks the delta and small intermittent lagoonal system of Topanga Creek.

The eastern portion of the unit includes a long narrow cliff top terrace, an eroded ocean facing cliff, and a sand and cobblestone beach bounded on the east by a subtle point, and extending west to "Charthouse Point" (California Department of Parks and Recreation, 1976). The terrace elevation is approximately 20 feet.

The western portion of the unit also includes a long narrow clifftop terrace which increases in width towards the western boundary, a lower, triangular-shaped blufftop, an eroded ocean facing cliff, and a sandy beach with a cobblestone area at the mouth of Topanga Creek.

The north side of PCH is bounded by steep sea cliffs which rise up to a height of approximately 200 feet except at the mouth of Topanga Canyon. The terrace elevation of the upper bluff is approximately 20 feet and the lower bluff is approximately 10 feet except at Topanga Creek mouth, where no terrace exists. The unit is bounded on the west by a steel jetty 200 feet west of Topanga Creek outlet (California Department of Parks and Recreation, 1976).

The beach is widest at the point where Topanga Creek enters the ocean. A large intertidal cobble bed is located at the mouth of the creek and extends for several hundred meters both upcoast and downcoast from the creek mouth. The beach is relatively narrow, especially during winter (California Department of Parks and Recreation, 1976).

Oceanside residential developments border this unit on the west, while Will Rogers State Beach borders this unit on the east. Commercial developments are on the landward side of the Pacific Coast Highway at the intersection of Topanga Canyon Boulevard, adjacent to the west end of the park site.

#### Will Rogers State Beach

Will Rogers State Beach consists of approximately 87 acres and includes 16,896 feet of ocean frontage which runs along the Santa Monica Mountains Palisades. A terrace top of varying width, steepness and elevation parallels the beach and separates it from the Pacific Coast Highway (PCH) to the north which follows the sometimes nearly vertical, eroded, ocean facing cliff face along the length of this unit.

Within this State Beach unit, the cliffs north of PCH are intersected from west to east by Santa Ynez Canyon, Pulga Canyon, Temescal Canyon, Potrero Canyon and by Rustic/Santa Monica Canyons. Three major streets form intersections with PCH at the mouths of the larger of these canyons at approximate one-mile intervals: Sunset Boulevard at Santa Ynez Canyon, Temescal Canyon Road at Temescal Canyon and Chautauqua Boulevard near Rustic-Santa Monica Canyons.

The areas immediately adjacent to Will Rogers State Beach are distinctly urban in character. The broader terrace tops have been improved to provide public parking for approximately 1,700 cars and a Gladstones-4-Fish restaurant located approximately one mile west of Temescal Canyon. Aside from restroom, shower and recreational facilities, there are several snack bars located in the parking lots.



North of Pacific Coast Highway, miscellaneous commercial establishments are located at or adjacent to major street intersections. Single-family homes have been built into the less steep slope faces along the length of the unit. Additionally, lower bluff tops which overlook the ocean, such as Castellammare Mesa, have been developed in residential subdivisions or Mobile Home Parks such as Tahitian Terrace Mobile Home Park near Temescal Canyon. Atop the bluffs, extending nearly the full length of this unit are single-family subdivisions of the community of Pacific Palisades. At the eastern limits of this unit, high-rise residential structures are visible from the beach.

Aside from the portion of the unit adjacent to Santa Ynez Canyon, the beaches within this unit are generally broad and sandy becoming widest toward the eastern limits of this unit where it is intersected by Santa Monica Creek.

### Meteorology

The climate of the area is marine mediterranean, typical of Southern California, which tends to be warm and mild. The prevailing winds and weather are tempered by the Pacific Ocean, with the result that summers are cool and winters are warm relative to other places along the same general latitude. Most precipitation occurs between late October and early April, while the rest of the year is relatively free of precipitation (National Climatic Center, 1984). Annual precipitation is approximately 35.6 cm (14 inches) (California Department of Parks and Recreation, 1976).

The prevailing winds are westerly during the daytime, but night and early morning breezes are usually light and from the east and northeast. During the fall, winter and spring, gusty dry north-easterly Santa Ana winds blow over Southern California mountains and through the passes to the coast (National Climatic Center, 1984).

The mean maximum temperature at nearby Santa Monica is 18.3 degrees Celsius (65 degrees Fahrenheit), and the minimum is 9.4 degrees Celsius (49 degrees Fahrenheit) (California Department of Parks and Recreation, 1976).

### Hydrology

Storm runoff flowing through the state beach units originates from within the units as well as from adjacent watersheds.

Soil compaction, paving and other constructed improvements in the area have greatly increased surface runoff necessitating storm drain structures to accommodate the flows. Deterioration of some of these structures has resulted in accelerated erosion, landslides, and flooding in some locations, which has created potential losses of aesthetic, recreational, and other natural resources.

At Will Rogers State Beach adjacent to the Santa Monica Canyon outlet, there are currently warnings posted indicating the possibility of high levels of bacteria in ocean waters within 25 yards of the existing storm drain. The Department of Beaches and Harbors will continue to work with County Flood Control and Health Departments to mitigate this temporary circumstance and is continuing to monitor the situation there closely.

The Topanga Creek outlet dissects the marine terrace of this State Beach unit near its western limits. A small lagoon develops after rainfall occurs, eventually draining when the berm is breached. A lobe or small delta of sand is then deposited on the rocky intertidal area in front of the river mouth. As the flow of water diminishes, the longshore current begins to build a new dam of sand, forming a sand pit which closes off the river mouth. The deposited lobe of sand is transported downcurrent by the longshore current, eventually losing its form (Leneman, 1976). Periodically the small intermittent lagoon is breached artificially to control stagnation and mosquito populations.

### Geology

The State Beach units lie along part of the shoreline of Santa Monica Bay, a crescent-shaped indenture of the Southern California coast with three major land provinces forming its boundaries. These physiographic provinces are the Santa Monica Mountains to the north, the Los Angeles Coastal Plain to the east, and the Palos Verdes Peninsula to the south.

The Santa Monica Mountains vary in elevation from 1,200 feet in the east to more than 3,000 feet at their western end. The rocks in the mountains range in age from Mesozoic to Recent and the sedimentary sequences total more than 26,000 feet in thickness. Many varieties of rock occur including slate, schist, quartz diorite, basalt andesite flows, tuffs, breccias, basaltic breccia, rhyolite, trachyte, sandstones, shales, and conglomerates (Hoots, 1931; Durrell, 1954; and Bailey, 1954).

The major submarine topographic features in Santa Monica Bay are the shelf, Redondo and Santa Monica Canyons, the Basin Slope and Santa Monica Basin. Santa Monica Canyon starts at a depth of approximately 180 feet about 3.5 miles offshore. It has a

sinuous course, starting in a northeast-southwest direction, turning slightly northwest, and then south at the outer end. Santa Monica Canyon is symmetrical and has only small and few tributaries. The average gradient along the axis of the canyon is 3 percent.

Topanga and Will Rogers State Beaches occur within a zone which merits a high hazard rating according to the site analyses presented in Living With the California Coast.

Unstable abandoned seacliffs, prone to frequent landslides and broken by short, steep canyon mouths, can introduce much coarse debris to the shore. Development on both sides of the highway, as well as the highway itself, is frequently threatened by mass movement as well as debris torrents from canyon mouths. Although the coast generally faces south and is spared the full force of winter swells from the west, the landslides and flood dangers justify a high hazard rating for this coast. Waves are capable of rendering further damage, especially during high tides.

Under rainy conditions, the cliffs behind the Pacific Coast Highway are prone to rockfall and slumping, endangering life and livelihood along the highway. A recent example is the Las Tunas Landslide located approximately 1.1 miles west of Topanga Canyon Boulevard along Pacific Coast Highway. It is a large ancient coastal landslide that has been reactivated since the spring of 1980, following the heavy winter rains of 1979 and 1980. The current landslide represents reactivation of an ancient landslide along the southerly facing Malibu coastline. For this reason, despite a broad beach along Will Rogers State Beach Park, this zone merits a high hazard rating.

Earthquakes, with magnitudes ranging from 4.5 to 4.9 on the Richter scale, have occurred in recent years along the Newport-Inglewood and the Charnock fault zones, about 11 miles and 13 miles, respectively, east of the site. An earthquake of 5.9 magnitude occurred on February 21, 1973, offshore from Point Mugu, about 26 miles west of the site. An earthquake of 5.2 magnitude occurred on August 30, 1930, in Santa Monica Bay, about 20 miles south of the site. An earthquake of 6.4 magnitude occurred on February 6, 1971, near San Fernando about 32 miles northeast of the site. Other earthquakes of lesser magnitude have occurred in the referenced areas. The sites fall within the seismically active area assigned to Zone 3, Seismic Risk Map of the United States (1969).

#### Topanga State Beach

The bedrock within the park is largely overlain by surficial deposits except for three small exposures, one at the point 1,000

feet east of Topanga Canyon and at two locations near the eastern boundary of the park.

Beach sand is the dominant surficial deposit in the park. The relative width of the beach is greatest at the mouth of Topanga Creek and eastward to the midpoint of the park site; beyond, it becomes narrowest, but enlarges again at the eastern boundary of the park. Although the width of the beach changes markedly at different places and at different times of the year, it normally ranges from about 300 feet to a few tens of feet in width.

On the beach directly west of Topanga Creek occur small sand dunes. An arcuate-shaped area formed below a bluff composed largely of artificial fill has created a place for wind blown sand to accumulate and small hummocky dunes have formed. These features are relatively stable because a sparse vegetation cover has been established on them.

A bluff from a few to 25 feet high marks the northern boundary of the beach deposits. The materials that comprise the bluff are various and nearly everywhere are capped by artificial fill--mainly that which was placed during the construction of the Pacific Coast Highway.

#### Will Rogers State Beach

The 8-mile long Santa Monica coast between Santa Ynez Canyon and Marina del Rey is really a transitional unit between the foothills of the Santa Monica Mountains and the extensive Los Angeles Basin, at whose western edge it lies. This coast is readily divided into 2 parts: a 5-mile stretch of unstable cliffs behind a broad, nourished beach between Santa Ynez Canyon and Santa Monica Pier (the beach along this area falls within the Will Rogers State Beach Park), and a further 3-mile stretch along the barrier beach forming the western margin of the former Ballona wetlands.

In the north the cliffs of Pacific Palisades at first appear in deformed and fractured shales, which give rise to steep, irregular slopes prone to mass movement. Near Temescal Canyon, south of Malibu Coast Fault, these rocks are replaced by sandstones and conglomerates. Over thousands of years, wave action has been able to cut back significantly into these deposits, thereby creating a vertical cliff face that descends from a 230-foot height at its northern end to disappear south of Santa Monica Pier. When the highway and then residential and recreational facilities were developed along the cliff base, this cliff was protected from wave action but continued to experience mass movements. Rockfalls are common, and massive slumps are both spectacular and disastrous.

Farther south, the cliffs stand vertical, and rockfalls are frequent. The beach along this stretch of coast falls within the Will Rogers Beach State Park, where a groin system helps to maintain a partly nourished beach.

### Soils

The soil types at the State Beach units can be divided into three categories: (1) a narrow strip of mainly surficial rocks comprised of landslide debris, stream deposits, cliff talus and artificial fill, in large part capped by the Pacific Coast Highway; (2) the terrace soils; and (3) coastal beach sand.

Coastal beach sand, which is the dominant surficial deposit common to all three of the state beach units, is easily erodable, highly permeable, low in shrink-swell potential, and slow in runoff rate. Structural development on beach sand is severely limited. The remaining soil types and use limitations are anticipated to vary at each of the units.

### Plant Life

The flora of the state beach units can be generally characterized as having little diversity and a high level of disturbance.

No rare and endangered plants were found at any of the three units during field studies conducted in conjunction with the Resource Inventory.

#### Topanga State Beach

This unit consists partially of beach frontage with little or no terrestrial vegetation and an area around the mouth of Topanga Creek of sandy bluffs with some native vegetation as well as introduced ornamentals. Because of the highly disturbed nature of creek banks and adjacent parking areas, no significant plant community can be ascertained. Almost all of the area south of the creek consists of introduced ornamental shrubs and trees. Carpobrotus covers some of the sandy embankments that one passes over to get to the shore. Elements of a coastal sage community are present at very low concentrations but not enough so to designate a distinct zone.

#### Will Rogers State Beach

This unit consists primarily of beach frontage with little or no terrestrial vegetation with the exception of occasional patches of Carpobrotus in the strand zone. All shrubs and trees are introduced ornamentals. No significant native plant communities exist here.

## Animal Life

The State Beaches under present study can only marginally be termed part of the "California Wildlife Region", as significant terrestrial habitats are lacking.

The only significant wildlife communities are the beaches and adjacent intertidal and subtidal areas. These vary from sandy to rocky, and are all disturbed to varying degrees. Disturbance comes from direct human presence as well as indirect results of past and current beach management and flood control practices (which affect sediment deposition, sand flux, substrate, and water quality). Apart from remnant patches of coastal sage scrub at Topanga State Beach, terrestrial vegetation is limited to weedy and exotic species and thus forms no significant wildlife habitat.

### Amphibians and Reptiles

Lack of native woodland, high salt levels, and open, southward exposure combine to render the study sites free of significant amphibian habitat. The Pacific Tree Frog (Hyla regilla) occurs along Topanga Creek, and may occasionally enter the small lagoon formed near the creek mouth, under the Pacific Coast Highway bridge.

Two widespread lizards of disturbed areas (Western Fence Lizard Sceloporus occidentalis, Side-Blotched Lizard Uta stansburiana) were observed at the study sites (Topanga State Beach). While other widespread lizard species might be expected to occur, there is little available cover. No snakes were observed during field visits.

### Birds

A number of bird species have been observed at the three beaches in question, or on adjacent marine waters (within 0.5 km of shore).

Expected shorebirds would include those typical of sandy and rocky coastlines, though depauperate through disturbance and lack of extensive habitat (there is very little high-tide refuging area for shorebirds). Offshore rocks and iron groins (with associated invertebrate and fish fauna) are attractive to certain diving birds (scoters, loons, grebes, mergansers).

Freshwater sources at beaches (such as the Topanga Creek mouth lagoon) constitute important bathing and loafing areas for certain sea and shore birds, notably gulls. Some typical landbirds of urban habitats are found at Topanga State Beach.

At Will Rogers State Beach, the avifauna would be expected to be dominated by sandy shoreline species, lacking those which cannot tolerate the disturbance generated by heavy human visitation. Large pre-roosting aggregations of gulls, primarily California Gulls, are commonplace here. Offshore diving species, such as loons and grebes, are present offshore.

#### Mammals

Terrestrial mammals, other than humans, were not observed during the field visits. Because the study sites lack significant terrestrial wildlife habitat and because they are isolated from the Santa Monica Mountains by the busy Pacific Coast Highway (except for the "underpass" formed by Topanga Creek), a significant mammal fauna is lacking. The major expected species is the California (Beechey) Ground Squirrel, Spermophilus Beecheyi; evidence of burrowing was noted at Topanga State Beach. The Old World murid rodents (House Mouse, Mus musculus, and rats, Rattus) may also occur.

Marine mammals are frequently observed from the coast in the vicinity of the beaches under study. Especially frequent are:

Common Dolphin, *Delphinus delphis*\*  
Bottle-nosed Dolphin, *Tursiops gillii*\*  
Pacific White-sided Dolphin, *Lagenorhynchus obliquidens*  
California Gray Whale, *Eschrichtius robustus*  
California Sea Lion, *Zalophus californianus*  
Harbor Seal, *Phoca vitulina*\*

Species marked with (\*) were observed on the study sites.

#### Pristine Fauna

The Pacific Coast Highway and intensive beach use by humans have formed serious disturbance factors to the wildlife of Topanga and Will Rogers State Beaches for several decades; it is therefore difficult to reconstruct beach faunas from more pristine eras. It is known that undisturbed sandy beaches and coves are utilized for resting and rearing of young in pinnipeds (seals and sea lions), though such sites are now generally lacking on the southern California mainland. Snowy Plovers formerly nested on undisturbed sandy beaches in the Santa Monica/Malibu area, but now the species occurs only as a non-breeding visitor. Apart from such clear cut cases, it would be unwarranted to speculate as to the composition of the fauna of these beaches under undisturbed and non-polluted conditions.

## Rare and Endangered Species

Federally and State listed bird species observed on the study sites are:

California Brown Pelican (observed off all three beaches; forages where schooling fish are found, sometimes within 20m of shore; does not nest on study sites and rarely rests on land on these beaches).

California Least Tern (observed in small numbers in late summer, representing post-breeding dispersal; the nearest nesting colony is at Venice Beach).

Snowy Plover (this is a "Species of Special Concern" in California [California Department of Fish and Game]; it may have nested formerly on the beaches of the study area, but no longer does so. Winter flocks occur at Malibu Lagoon and Corral Beach; wintering individuals are occasionally noted at Topanga State Beach and Will Rogers State Beach).

## Marine Life

### Marine Flora:

Three phyla of algae (Chlorophyta, Phaeophyta and Rhodophyta), as well as two genera of flowering plants (of the phylum Anthophyta) occurred at Topanga and Will Rogers beaches. Most plants are firmly attached to exposed or buried rocks. Algae in the mid to low intertidal regions rarely exceeded a few centimeters in height and frequently provided a substrate for hydroids, bryzoans and juvenile mussels. The eel grass, Zostera marina anchored in pure sand or mud, and the surf grass, Phyllospadix scouleri, occurs in the rocky intertidal. In the subtidal regions, large algal species included Macrocystis pyifera (giant kelp), Egregia menziesii (feathered boa kelp) and Eisenia arborea (sea palm).

### Marine Fauna:

At Topanga State Beach, algae and eel grass are found in the low intertidal areas, and kelp in the subtidal regions, on all sections of the beach, covering scattered low-relief rocks and broken flat reefs. Mussels, barnacles, tube worms and numerous species of sea stars are abundant in the lower tide zones and shallow water. Whelk, moon and auger snails, limpets, barnacles, anemones and lobster are common. Spider, cancer and grapsoid crabs, nudibranchs and urchins were also noted. During the



winter rainy season, the Topanga Creek drainage contributed to an intertidal freshwater influx at the mouth of the creek. This appeared to contribute to a reduced upper and mid intertidal macrofauna and algal flora in this area. The eurytopic green alga Enteromorpha was common here.

At Will Rogers State Beach, marine life is less diverse over sandy bottoms. Commonly seen species on the inshore rocks included seastars and anemones. Subtidally the sand bottom sustains sea pens, sand dollars, sea pansies and tube worms; jellyfish, nudibranchs, sponges and lobster have been occasionally reported. However, since visibility on the bottom rarely exceeds five feet, accurate inventory of marine invertebrates is difficult and more mobile species such as shrimps, crabs and fishes may detect divers beyond the visible range and escape observation.

### Ecology

Primary production on the three units is not high. The amount of human disturbance has served to limit species diversity and individual abundance.

The beach units are located within the Coastal Strip Province. This province extends the length of the California coastline. Because of the tremendous amount of development pressure which has been exerted on this zone, examples of pristine environments are few and far between. These three State Beach units represent a somewhat typical, highly disturbed portion of the coastal zone.

Of more importance to the project areas is the land between the project sites and the offshore environment. This consists of the intertidal zone and its immediate environs. This zone is more productive than the upland portions. The rocky outcrop offshore and the sandy bottom along most of the intertidal area provides a fairly diverse habitat and a diverse community. Part of that community, though, has been displaced by human use of the beach. Shorebirds and marine mammals, who would use the area for feeding and resting, will move away at any level of human or feral dog or cat use. If there were no significant development in the vicinity of the sites, it might be worthwhile to preserve the area, based on its use by the intertidal community. However, the present level of substantial urban development adjacent to all of the State Beach units, particularly Topanga and Will Rogers State Beaches, and public use of the beach areas stops these species from firmly establishing themselves.

## CULTURAL RESOURCES

### Archaeological Resources

The Santa Monica Mountain region is the focus of one of the most important concentrations of archaeological sites in southern California.

A records search by the Institute of Archaeology indicates four archaeological sites located within 1,000 feet of Topanga and Will Rogers State Beach units. These are all located north of the Pacific Coast Highway and are not on State Beach property. The beach areas east of Sunset Boulevard have not been extensively surveyed. Therefore, unrecorded sites could exist there. However, if such sites have not been destroyed by the significant human presence in the immediate vicinity, it is anticipated that they also would be located north of the Pacific Coast Highway.

Archaeological survey inspections on foot were conducted on both State Beach units by the Department of Parks and Recreation. No archaeological sites were discovered.

### Paleontological Resources

A records search of the Vertebrate Paleontology files of the Natural History Museum of Los Angeles County indicates no localities plotted within the boundaries of the State Beach units.

### Historical Resources

A records search lists only one historic resource at Will Rogers State Beach: the site of "Port of Los Angeles" Long Wharf, 15100 West Pacific Coast Highway. The site is the former location of the longest wooden pier in the world. In 1893, the Southern Pacific Railroad Company completed its 4,720-foot wharf which served as a deep water port for the Los Angeles area. After San Pedro became Los Angeles' official harbor in 1897, shipping activity at Port Los Angeles declined. The structure was ultimately abandoned and dismantled. On July 18, 1976, the site was dedicated as California Historical Landmark No. 881; a bronze plaque mounted on a large boulder was placed by the State Department of Parks and Recreation in cooperation with the Palisades Historical Society.

The records search also located a historic map surveyed 1853-1895 which indicates "Mexican's House" in the vicinity of Topanga State Beach. The site is located north of the Pacific Coast Highway and is not on State Beach property.

#### AESTHETIC RESOURCES

The dominant scenic features at each of the units are the open expanses of the Pacific Ocean, the sandy beaches, breaking waves and the coastal terrace system. Panoramic views of the Pacific Ocean and the adjacent land features are available from the terraces at each site. The Santa Monica Mountains which parallel the coast in the area of these units provide a scenic background. The headlands at Point Dume and Palos Verdes, as well as Catalina Island can be viewed from these units during clear weather.

Animal life such as gliding and diving birds and the shorebirds at water's edge provide additional scenic attractions. Gray whales often come close to shore during fall and spring migrations and schools of dolphins can be seen just beyond the breaking waves. Topanga Creek outlet is a scenic feature which attracts numerous birds particularly in winter. Additionally, at low tide, the offshore rocks and the intertidal life found there provide another positive aesthetic feature.

Additional positive aesthetic experiences are provided by the sounds of breaking surf and various shorebirds. These sounds tend to mask the negative sounds from adjacent urban encroachments.

Negative scenic features common to the units exist as a result of the presence of human made development on or adjacent to the units. Examples include overhead power poles and telephone transmission lines, unscreened parked cars, highways and the noise associated with them and a wide variety of urban encroachments at Topanga and Will Rogers State Beaches.

#### RECREATION RESOURCES

Topanga and Will Rogers State Beaches provide opportunities for a wide variety of ocean and beach oriented recreational activities. The substantial demand for such opportunities is evidenced by an annual visitation at these units during fiscal year 1984-1985 of 8,127,350.

Recreational activities occur all year, although the majority of use occurs during the summer when the coastal environment provides relief from the typically hot inland weather; the ocean is warmer and fishing is better. Activities such as wildlife observation and meditation on the beach are most available during the winter.

Typical recreation activities occurring along the shoreline and in the waters immediately offshore at the three state beach units include sunbathing, picnicking, beachcombing, sightseeing, contemplation, windsurfing, boating, surfing, swimming, wading, surf fishing, skin and scuba diving, jogging, volleyball, beach play, bicycling and nature study.

The units have excellent access from the Pacific Coast Highway and restroom facilities as well as lifeguard towers. Topanga and Will Rogers State Beaches, which are located in distinctly urban settings include improved parking areas, restaurants, concessions, exterior showers and walkways.

Additional recreational activities such as nature study and interpretation of intertidal vertebrates and flora is possible at Topanga State Beach. Topanga State Beach also provides opportunities to study and interpret geological and biological processes of the dynamic creek outlet and intermittent lagoonal system.

### RESOURCE POLICY FORMATION

#### Classification

Topanga State Beach opened for operation by the County of Los Angeles as a State Beach on September 1, 1973. Prior to that, it was owned by the Los Angeles Athletic Club which granted leases to individuals for the construction of houses. Los Angeles County began operations at Will Rogers State Beach on June 1, 1975.

The Public Resources Code defines a state beach as a type of state recreation unit as follows:

501.56. State Recreation Units. State recreation units consist of areas selected, developed, and operated to provide outdoor recreational opportunities. Such units shall be designated by the Commission by naming, in accordance with the provisions of Article 1 (commencing with Section 5001) and this Article relating to classification.

In the planning of improvements to be undertaken within State Recreation Units, consideration shall be given to compatibility of design with the surrounding scenic and environmental characteristics.

State recreation units may be established in the terrestrial or underwater environments of the state and shall be further classified as one of the following types:

(d) State Beaches consist of areas with frontages on the ocean or bays designed to provide swimming, boating, fishing and other beach-oriented recreational activities. Coastal areas containing ecological, geological, scenic, or cultural resources of significant value shall be preserved within state wilderness, state reserves, state parks or natural or cultural preserves.

#### DECLARATION OF PURPOSE

The purpose of Topanga and Will Rogers State Beaches is to provide opportunities for the public to see, use, and enjoy for recreational purposes the sandy beaches, intertidal rocky shorelines, and the associated terrace areas. All beach recreational activities which are consistent with the perpetuation of the beaches and related natural and cultural resources are appropriate for these State Beaches.

The implementation of management policies and the location of construction improvements shall be accomplished in a manner which enhances public opportunities for ocean beach-oriented recreation in a high quality environment, provides a visual compatibility with the scenic qualities of the units, and preserves natural and/or cultural resources present.

#### RESOURCE MANAGEMENT POLICIES

Planning, operational and resource management activities shall be carried out in accordance with the Resource Management policies of the State Parks System. Resource Management policies which pertain to the two State Beach units are as follows:

##### Hydrology

Storm runoff culverts which have significantly deteriorated and are resulting in accelerated erosion, landslides, and flooding, thereby creating potential losses of aesthetic, recreational and other resources shall be repaired or replaced.

##### Geology/Soils

Protect the public from hazardous geologic features such as landslides and active faults;

Protect and enhance all areas that have been disturbed by past development or human use so erosion will not deteriorate the resources;

Refrain from developing erosion areas or areas upslope from eroded areas until the areas have been studied by geotechnical experts and appropriate recommendations and designs have been developed;

Maintain existing native, drought tolerant vegetation for landscaping and erosion control;

Restrict development of trails, roads, and public use areas to the flattest grades possible and design and manage them so human-caused erosion will be minimized;

Protect the sea cliffs from excessive erosion. New development should be designed so runoff will not cause erosion. Access down and across the cliff face will be designed to minimize erosion potential and will be located away from ecologically fragile areas;

Manage the units so the stability of the land forms present, such as the sea cliffs, is not reduced by public use.

#### Plant Life/Animal Life/Marine Life/Ecology

Protect any rare, endangered, or unique plant or animal species, or their habitats, found in the project area;

Manage public use of the units to protect and preserve the intertidal and subtidal marine life found adjacent to the project area;

Use native plant species or other species indigenous to a similar climate zone if landscaping and screening are needed in development areas.

#### Cultural Resources

Protect Native American and other prehistoric and historic resources within the project sites.

#### Aesthetic Resources

Preserve the scenic quality of the land between the Pacific Coast Highway and the ocean by integrating development into the environment through the use of appropriate siting techniques, scale, materials and colors.

#### Recreation Resources

Prohibit fires within the units. Fire presuppression activities may be performed to minimize the potential for wildfires.

## RECOMMENDATIONS FOR CARRYING OUT THE RESOURCE MANAGEMENT POLICIES

Development on any of the units should be designed to minimize any adverse impacts on the adjacent urban and/or natural surroundings. Improvements should be sited to enhance the visual character of the area.

Physical improvements should be constructed to have the least possible effect on erosion or geologic instability. Ground disturbance should be kept at a minimum and should be limited to that which is necessary for construction of proposed improvements and clearing vegetation for path, vista point, and parking area construction. If stairs or other structural improvements are developed on the sites, the locations and designs should be reviewed and approved by appropriate engineering and architectural experts.

Trails from parking areas to vista points or down the cliffs to the beach should be planned and appropriately marked for use so as not to result in further land instability. Volunteer trails shall be blocked off, or their use discouraged by some other method.

Improvements shall be constructed to have the least possible effect on storm weather runoff from those areas. Any runoff from these facilities and adjacent roads should be collected and run on or in a structure to safe locations in order to minimize erosion of the cliffs. Trails from parking areas to and down the cliff edge shall be designed and constructed to drain without increasing the potential for erosion; this may include switchbacks to minimize runoff velocities or properly designed runoff collectors. The areas adjacent to trails should be vegetated in order to maximize percolation and minimize slippage or other forms of erosion. All trails should be designed to follow the natural contours of the land in order to minimize the need for cutting or filling slopes.

The plant life at both units is a combination of native and non-native species. In some cases non-native species predominate. It would be unwise to completely clear the parcels of the non-native vegetation if the vegetation is healthy and contributing to habitat and soil stability. However, a long term effort to eliminate exotic vegetation is encouraged, and in cases where dead vegetation exists (whether native or adventitious), it should be removed. Where new vegetation is required, for example, for cliff stabilization purposes, native, drought tolerant species or other such species indigenous to a similar climate zone should be introduced. Plants requiring significant irrigation should be removed from the parcels in order to minimize water runoff and groundwater discharge.

Native American resources, if any, present at the units shall not be disturbed. Trails, overlooks, and other use facilities shall be located away from the cultural resource location. Procedures such as landscaping shall be implemented in order to minimize erosion and human interference within the sensitive area.

#### ALLOWABLE USE INTENSITY

For both State Beach units, use intensity on the sandy beach areas can be high, as long as there are adequate provisions for clean-up after use.

Use along the terrace edges and the rocky intertidal areas should be limited to light intensity to assure stability and protect the flora and fauna. Trails for access to the beach or for observation and interpretation should be the only development in these areas.

On the upland portions of the terraces, use intensity should be moderate to heavy only on the very flattest portions. Public access improvements from parking areas to the beach must be planned carefully to avoid establishment of volunteer trails down the bluffs, assure geologic stability of the units, and protect any sensitive resources present at the units. Use intensity in and immediately adjacent to the parking areas can be high; the small size of the units will limit the amount of parking available.

In any area where it appears that human use will cause significant erosion or other damage to the natural environment, use should be light or restricted.



LAND USE AND FACILITIES ELEMENT

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## LAND USE AND FACILITIES ELEMENT

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### LAND USE ANALYSIS

#### Existing Land Use:

Topanga and Will Rogers State Beaches are contiguous units located along an urbanized portion of the coastal strip which parallels the crescent-shaped indenture of Santa Monica Bay. To the south, the units are bounded by the Pacific Ocean, and to the north by the Pacific Coast Highway (PCH) and steep bluffs of the Santa Monica Mountains beyond. Both State Beach units are served by RTD routes along PCH. Several winding canyon roads terminate at PCH and, along with the Santa Monica Freeway which terminates at PCH 1.5 miles east of Will Rogers State Beach, provide access for the millions of residents and visitors who use the existing recreational facilities at these State Beaches each year.

In the proposed General Plan areas, all sovereign tide and submerged lands waterward of the last natural ordinary high water mark (OHWM) out to the three-mile limit are under the jurisdiction of the State Lands Commission, except for two parcels within Will Rogers State Beach that were transferred to the State Department of Recreation and Parks pursuant to Government Code Section 13110 in 1951 and 1964. There is no fixed boundary line between the proprietary uplands and the State's sovereign lands. State Lands Commission issued permits for the several groin structures and drainage pipelines, as well as a permit for a relocated portion of the Pacific Coast Highway. There are presently no leases or permits (other than the above transfer parcels) for any park use of lands waterward of the last OHWM.

Land uses adjacent to the proposed improvement sites and photos of the proposed sites are shown on Figures 7 through 9. Existing land uses and facilities within each of the units are shown on the State Beach Facilities Maps, Figures 10 through 13.

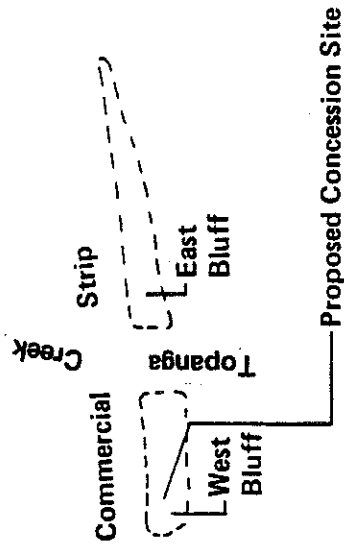
#### Topanga State Beach:

Topanga State Beach extends for approximately 1.1 miles along the Pacific Coast Highway between the communities of Pacific Palisades on the southeast and Malibu on the northwest. Along the inland side of the Pacific Coast Highway, single-story commercial establishments have developed in an irregular pattern, interspersed with older residential structures. Included in this development are service stations, a garage, a market, bait shop, restaurant, real estate office and boutique. On the ocean side of PCH, the Chart House Restaurant is located at the eastern end of the sandy beach about  $\frac{1}{4}$  mile from the intersection of PCH and

View of the west bluff. Trees remaining from when the area was in residential land use partially obscure views of Santa Monica Bay but at the same time provide a buffer between proposed concession and existing recreational uses.



Pacific Coast Highway

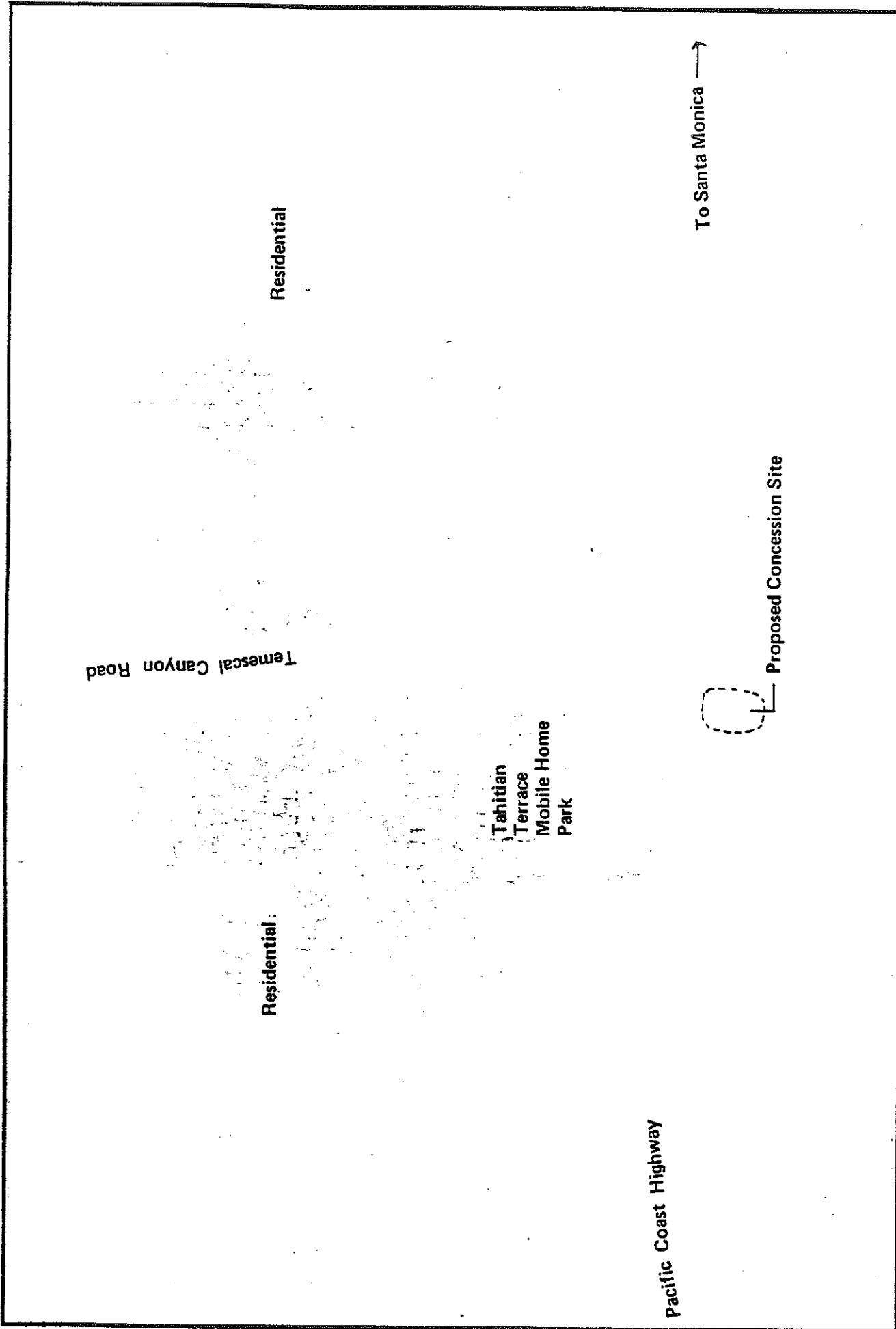


Topanga Canyon Blvd.

Pacific Palisades

Existing Restaurant (Chart House)

Proposed Concession Site

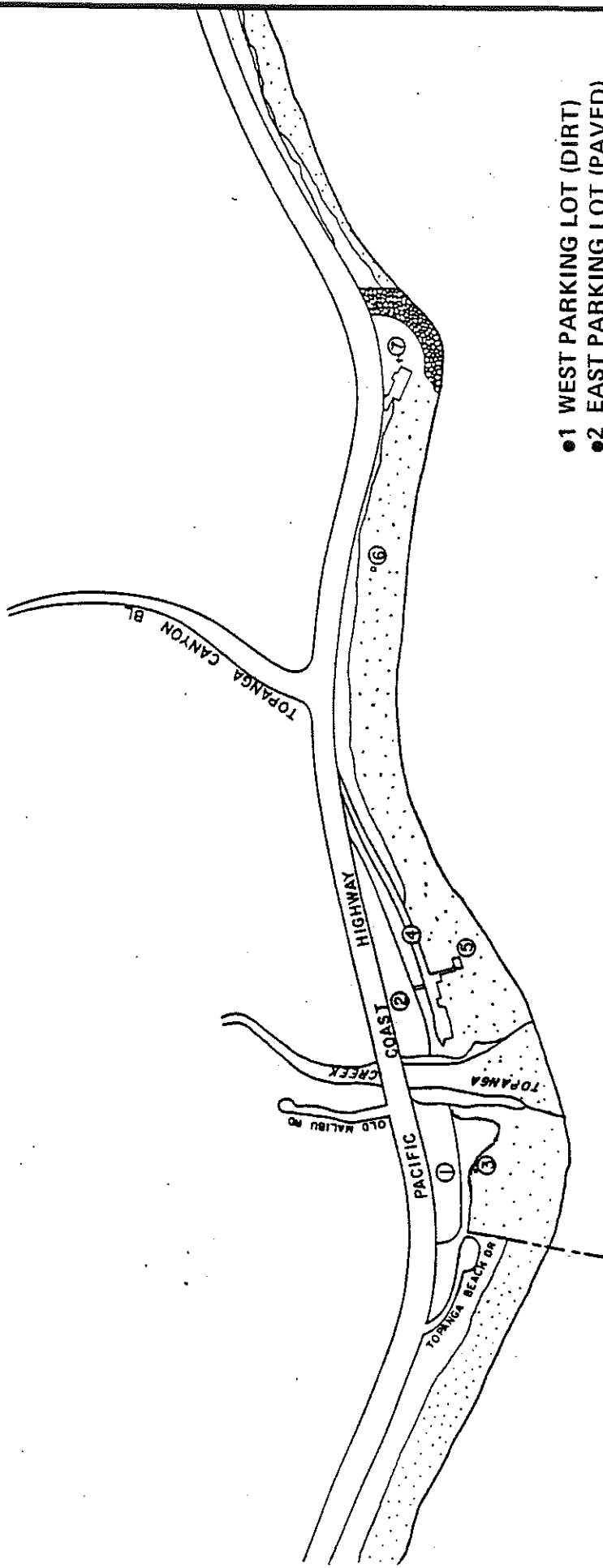


**GENERAL PLAN**  
 Topanga & Will Rogers State Beaches

**Figure 8**  
**WILL ROGERS STATE BEACH**  
**EXISTING DEVELOPMENT PATTERN**



0 500  
 Scale in feet



- 1 WEST PARKING LOT (DIRT)
- 2 EAST PARKING LOT (PAVED)
- 3 PORTABLE RESTROOMS
- 4 ACCESS ROAD
- 5 LIFEGUARD STATION/RESTROOM
- 6 LIFEGUARD TOWER
- 7 CHARTHOUSE RESTAURANT

PACIFIC OCEAN

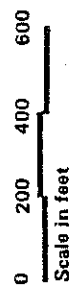


Figure 10  
TOPANGA STATE BEACH  
EXISTING FACILITIES

GENERAL PLAN  
Topanga & Will Rogers State Beaches

REGULAR SPACES	92
HANDICAPPED	3
TOTAL	95

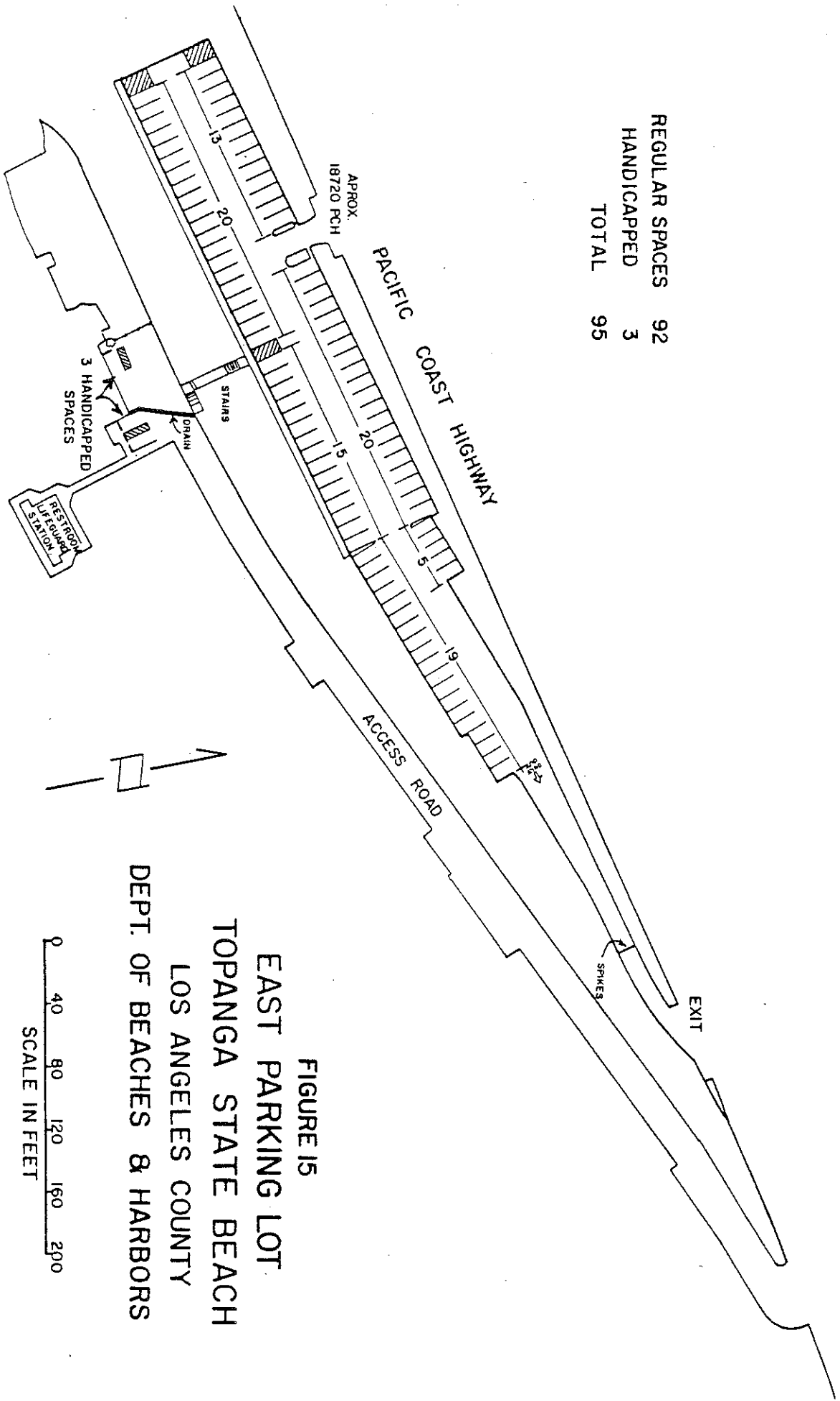


FIGURE 15  
 EAST PARKING LOT  
 TOPANGA STATE BEACH  
 LOS ANGELES COUNTY  
 DEPT. OF BEACHES & HARBORS

0 40 80 120 160 200  
 SCALE IN FEET

DRAWN BY STEVE ORIGOS

This view looking west shows the proposed development site at the intersection of Temescal Canyon Road and the Pacific Coast Highway. The existing parking lot is on a small, landscaped bluff above the sandy beach area. High visibility from the roadway as well as close proximity to developed areas make this a prime concession development location.

The proposed development site itself would be located just north of the main parking lot entrance and would replace the existing concession stand and comfort stations and include them in a new building (s).

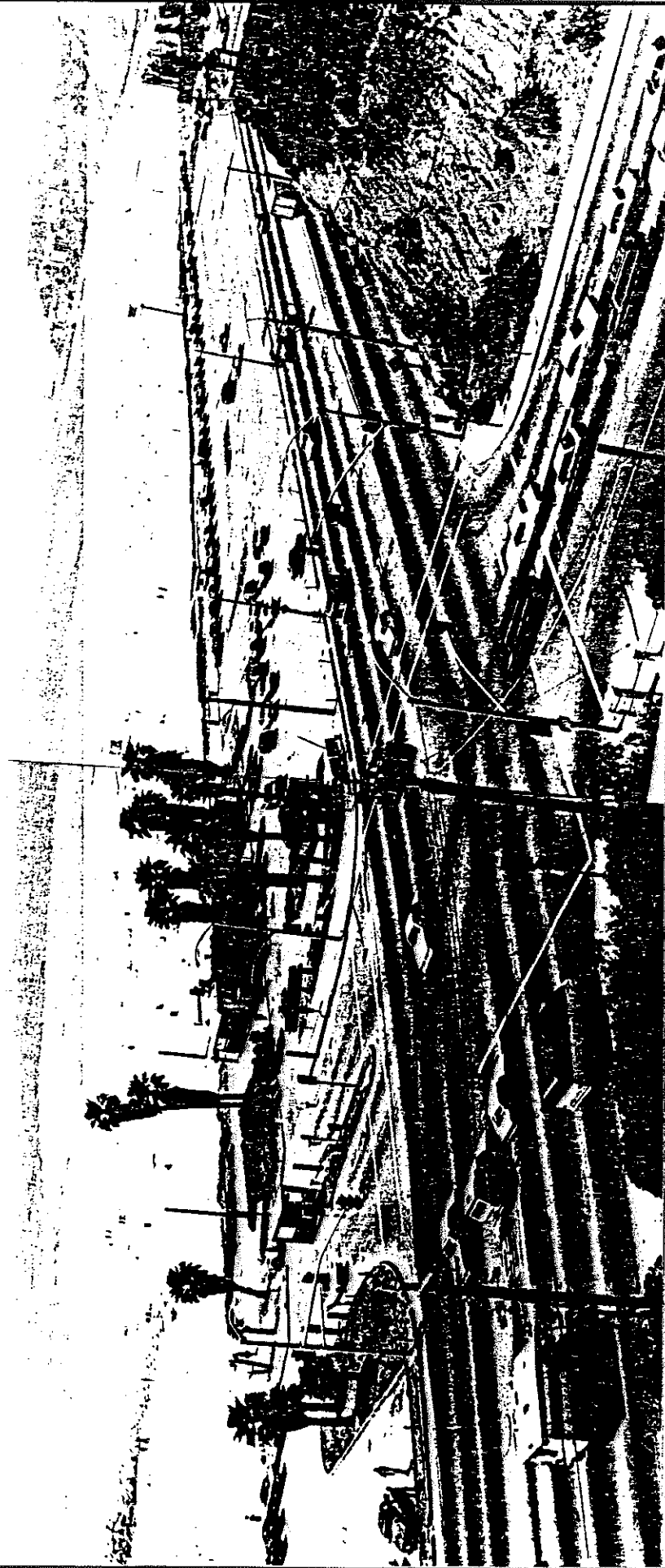


Figure 9

WILL ROGERS STATE BEACH  
VIEW OF PROPOSED CONCESSION SITE

GENERAL PLAN  
Topanga & Will Rogers State Beaches

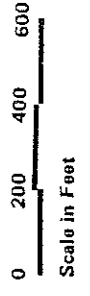
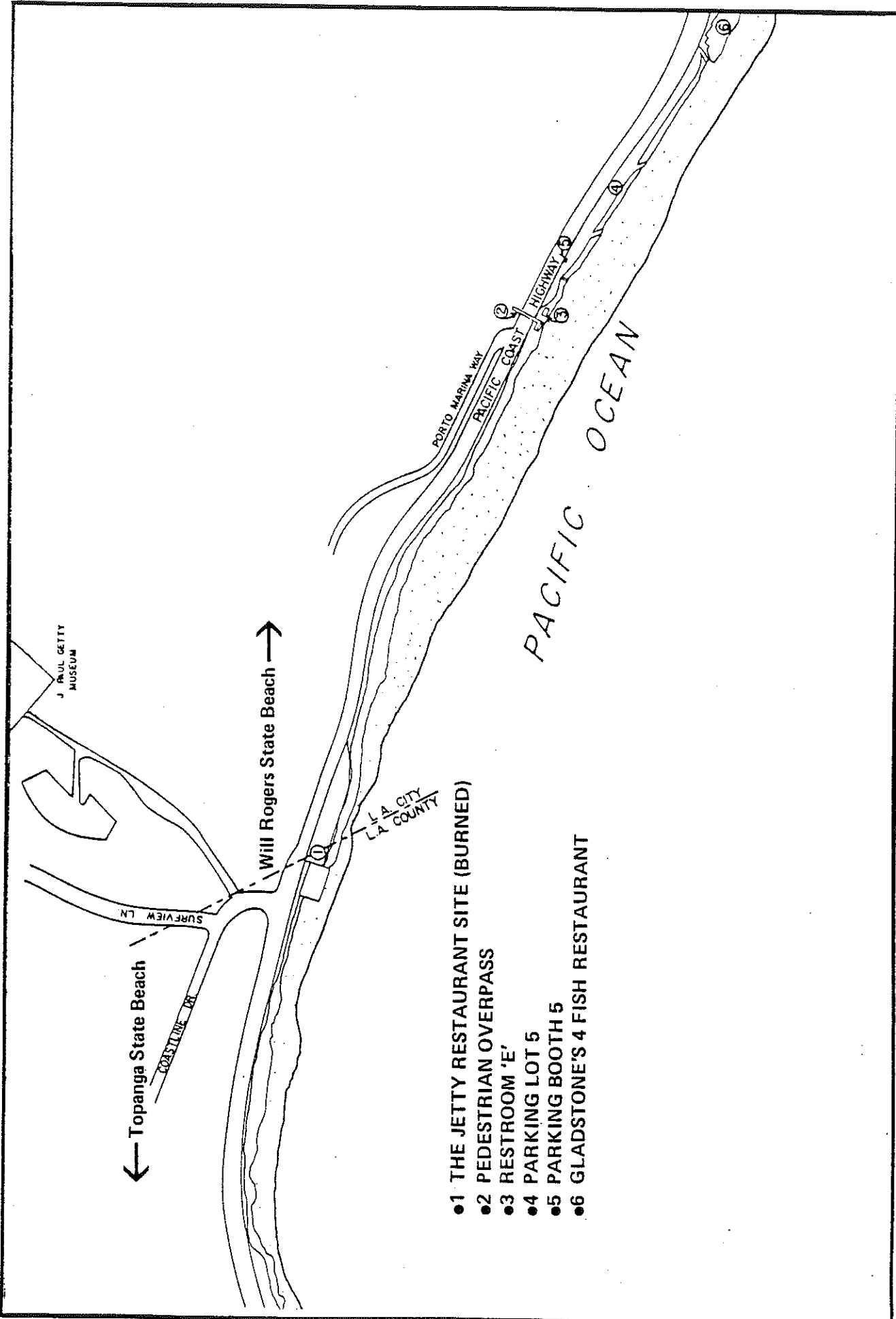
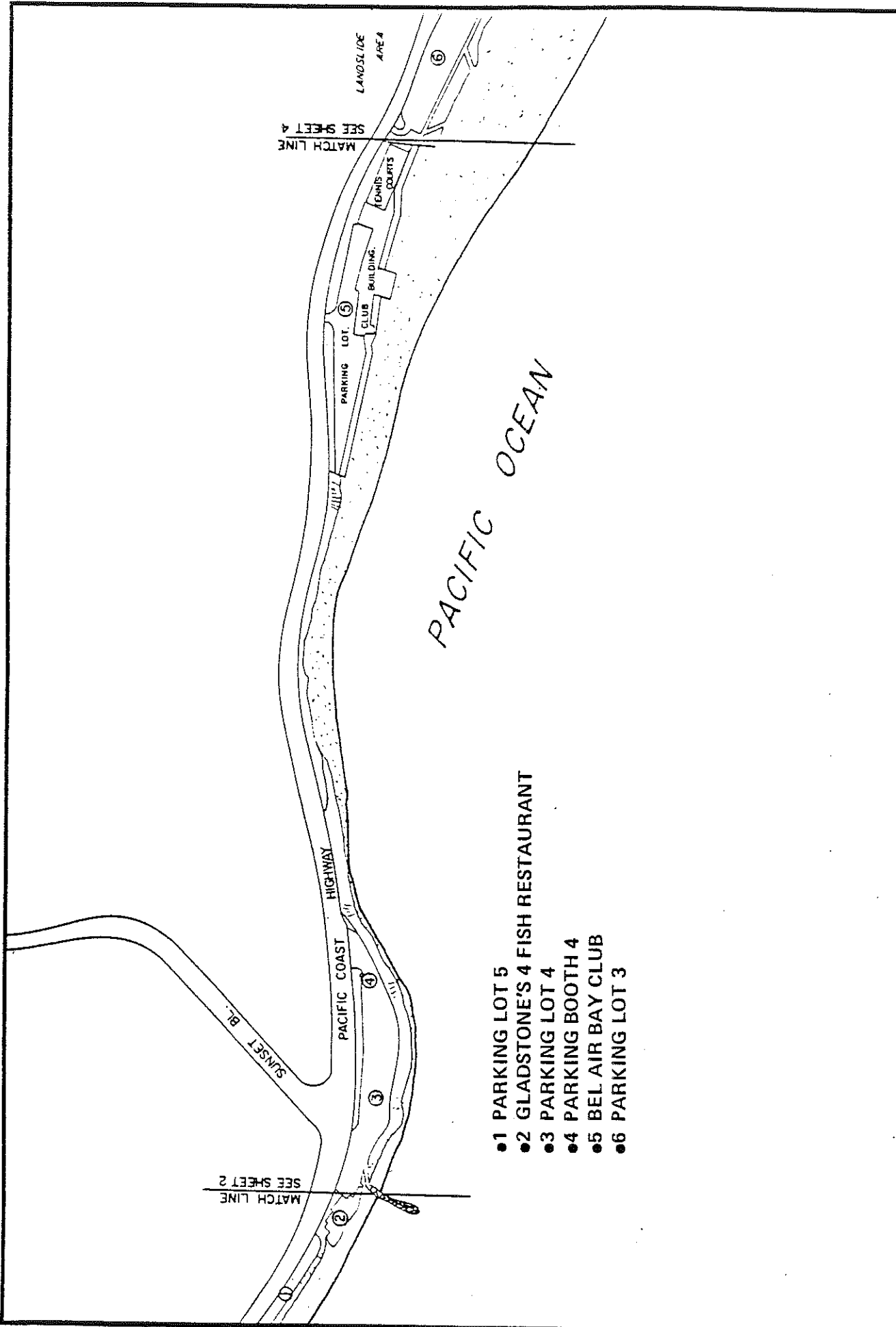


Figure 11  
TOPANGA/WILL ROGERS (1 of 3) STATE BEACHES  
EXISTING FACILITIES

GENERAL PLAN  
Topanga & Will Rogers State Beaches

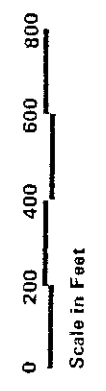




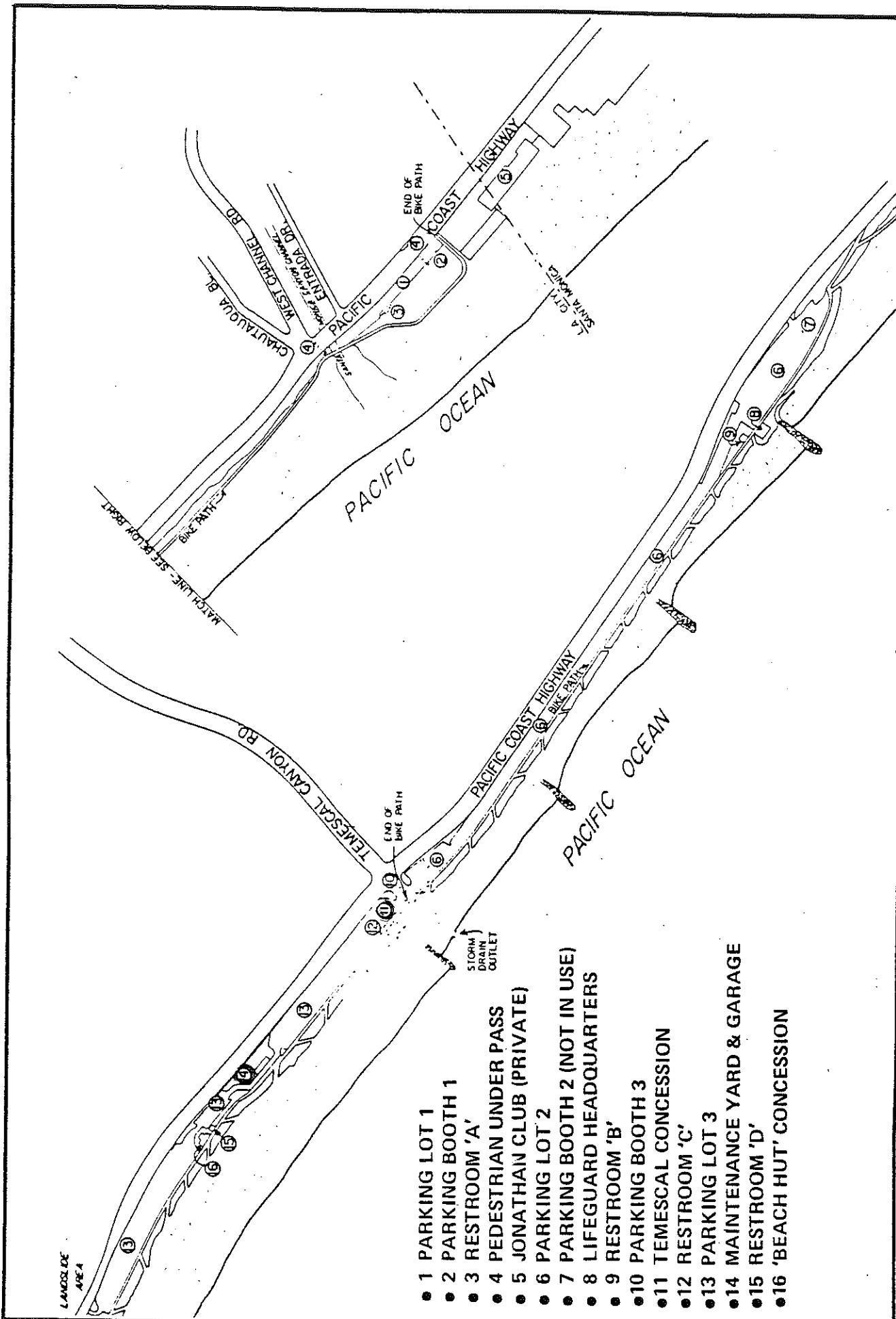
- 1 PARKING LOT 5
- 2 GLADSTONE'S 4 FISH RESTAURANT
- 3 PARKING LOT 4
- 4 PARKING BOOTH 4
- 5 BEL AIR BAY CLUB
- 6 PARKING LOT 3

GENERAL PLAN  
 Topanga & Will Roger State Beaches

Figure 12  
 WILL ROGERS STATE BEACH (2 of 3)  
 EXISTING FACILITIES

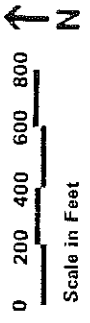


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GENERAL PLAN  
Topanga & Will Rogers State Beaches

Figure 13  
WILL ROGERS STATE BEACH (3 of 3)  
EXISTING FACILITIES



- 1 PARKING LOT 1
- 2 PARKING BOOTH 1
- 3 RESTROOM 'A'
- 4 PEDESTRIAN UNDER PASS
- 5 JONATHAN CLUB (PRIVATE)
- 6 PARKING LOT 2
- 7 PARKING BOOTH 2 (NOT IN USE)
- 8 LIFEGUARD HEADQUARTERS
- 9 RESTROOM 'B'
- 10 PARKING BOOTH 3
- 11 TEMESCAL CONCESSION
- 12 RESTROOM 'C'
- 13 PARKING LOT 3
- 14 MAINTENANCE YARD & GARAGE
- 15 RESTROOM 'D'
- 16 'BEACH HUT' CONCESSION

Topanga Canyon Boulevard. At the western end of the crescent-shaped beach are two undeveloped bluffs on either side of Topanga Creek as it emerges from Topanga Canyon, flowing beneath PCH to the ocean. The Department of Beaches and Harbors has requested funds from the California Coastal Conservancy to repair and reactivate the existing pedestrian underpass at the PCH bridge connecting the commercial facilities north of PCH with the recreational beach facilities south of PCH.

Fronting on the beach immediately west of these bluffs are one- and two-story single-family homes. These have access from Topanga Beach Road which dead-ends at the bottom of the west parking lot bluff. North of the commercial development along PCH are the undeveloped hills of Topanga State Park.

#### Will Rogers State Beach:

Will Rogers State Beach runs along the Santa Monica Mountains Palisades, sharing the base of the high bluffs with the Pacific Coast Highway and miscellaneous commercial establishments generally located next to or near the major street intersections. From south to north three major intersections are spaced at approximately one mile intervals; Chautauqua Boulevard lies just to the north of the Santa Monica City line, Temescal Canyon Road lies approximately one mile to the northwest, and Sunset Boulevard intersects PCH another mile distant.

At the project site itself land uses are limited to off-street parking, a concession stand with restroom facilities and lifeguard tower. Across PCH, the Tahitian Terrace mobile home park occupies a site part way up the bluff, while at the top of the bluffs further distant are single-family sub-divisions of Pacific Palisades.

At Potrero Canyon and Pacific Coast Highway, approximately 0.5 miles southeast of the herein proposed Will Rogers State Beach concession, the City of Los Angeles Department of Recreation and Parks intends to enter into a long term lease agreement with a concessionaire for the improvement, expansion and operation of the Sunspot Motel - an L.A. Department of Recreation and Parks owned facility.

Additionally, the City Department of Recreation and Parks is interested in developing Potrero Canyon as a passive public recreational facility through filling operations. As a part of that development, a pedestrian overpass across PCH is under consideration as are pedestrian trails up Potrero Canyon to the Palisades Recreation Center at Sunset Boulevard to the northeast.

### Existing Circulation and Parking:

Access to the proposed project sites is from the Pacific Coast Highway (PCH) into parking areas; that is, State Beach parking lots which are currently operated by a concessionaire to the Los Angeles County Department of Beaches and Harbors. These parking facilities are located on the cliff-top terraces, immediately adjacent to and south of PCH and vary in elevation from 5 feet to 25 feet above the beaches below and to the south of the lots. Existing structural improvements at these State Beach Units, such as maintenance and storage buildings as well as concessions and comfort stations are proximate to and accessible from these parking areas. With the exception of the west bluff of the Topanga State Beach unit, all of these parking areas are paved and striped. In 1984, 51 spaces were added to the Gladstones parking lot through the use of tandem spaces. Ninety additional parking spaces were added during repaving of the Temescal lot in 1985. An additional 19 spaces will be added in 1986. In 1986, 95 paved spaces were added to the Topanga east parking lot.

Because of a landslide on the landward side of Pacific Coast Highway at Pulga Canyon, nine (9) parking spaces were removed to replace the highway right-of-way covered by the slide mass. The Department of Beaches and Harbors and the State Department of Parks and Recreation will continue working with Caltrans to determine the best method of replacing these spaces.

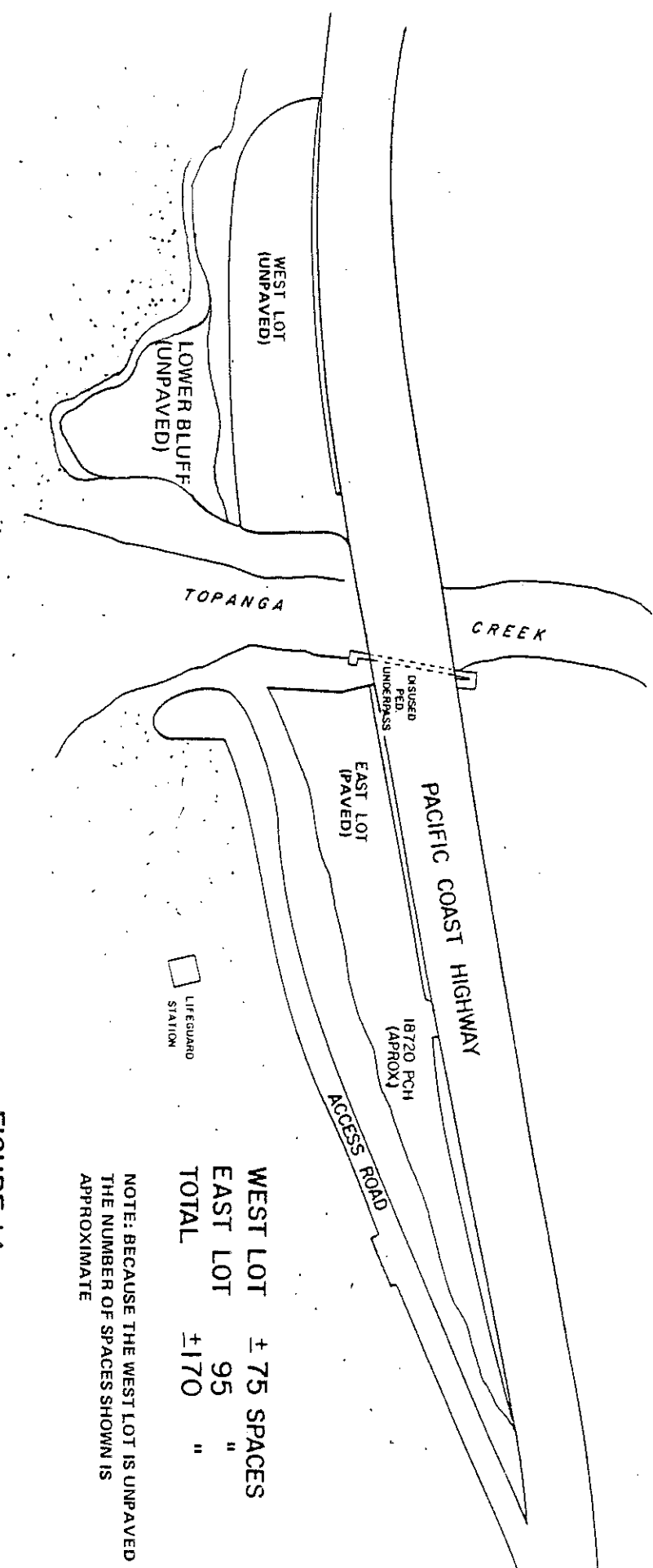
Maps indicating the existing configurations of these parking areas and related facilities are shown in Figures 14 through 23 on the following pages.

### Existing Utilities:

**Water:** Potable water is supplied to Topanga State Beach by the Los Angeles County Waterworks Division; water for Will Rogers State Beach is supplied by both County Waterworks and the City of Los Angeles Department of Water and Power through a 30" main located on the seaward side of the Pacific Coast Highway.

**Sewage:** Sewer service is available from the City of Los Angeles Sanitation Division at Will Rogers State Beach via a 15" line which is located along Pacific Coast Highway. However, there is no sewer service available in the Topanga State Beach portion of the Malibu area. A septic tank and leach field will be necessary.

**Power:** Each unit is supplied by power from existing powerlines along the Pacific Coast Highway. Where electrical connections are required at the units, powerlines will be placed underground to the maximum extent feasible consistent with funding availability.



WEST LOT	± 75 SPACES
EAST LOT	95 "
TOTAL	± 170 "

NOTE: BECAUSE THE WEST LOT IS UNPAVED THE NUMBER OF SPACES SHOWN IS APPROXIMATE

**FIGURE 14**  
**PARKING LOT LOCATION**  
**TOPANGA STATE BEACH**  
**LOS ANGELES COUNTY**  
**DEPT. OF BEACHES & HARBORS**  
**7/30/86**

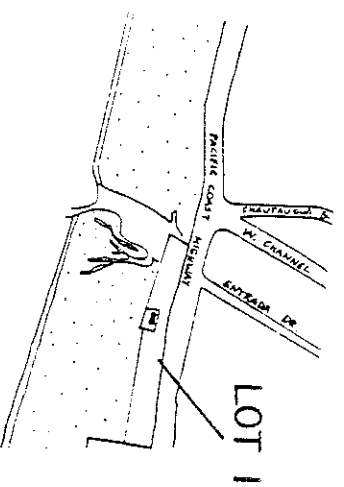
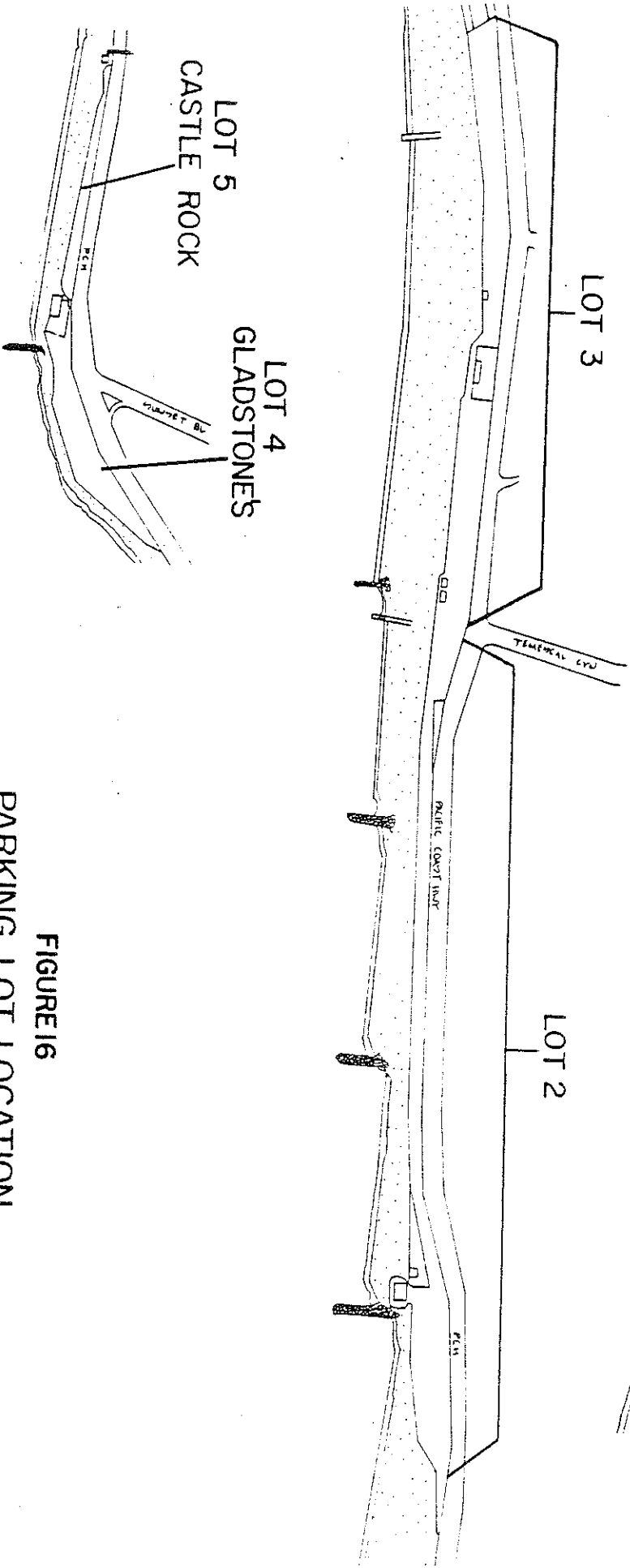
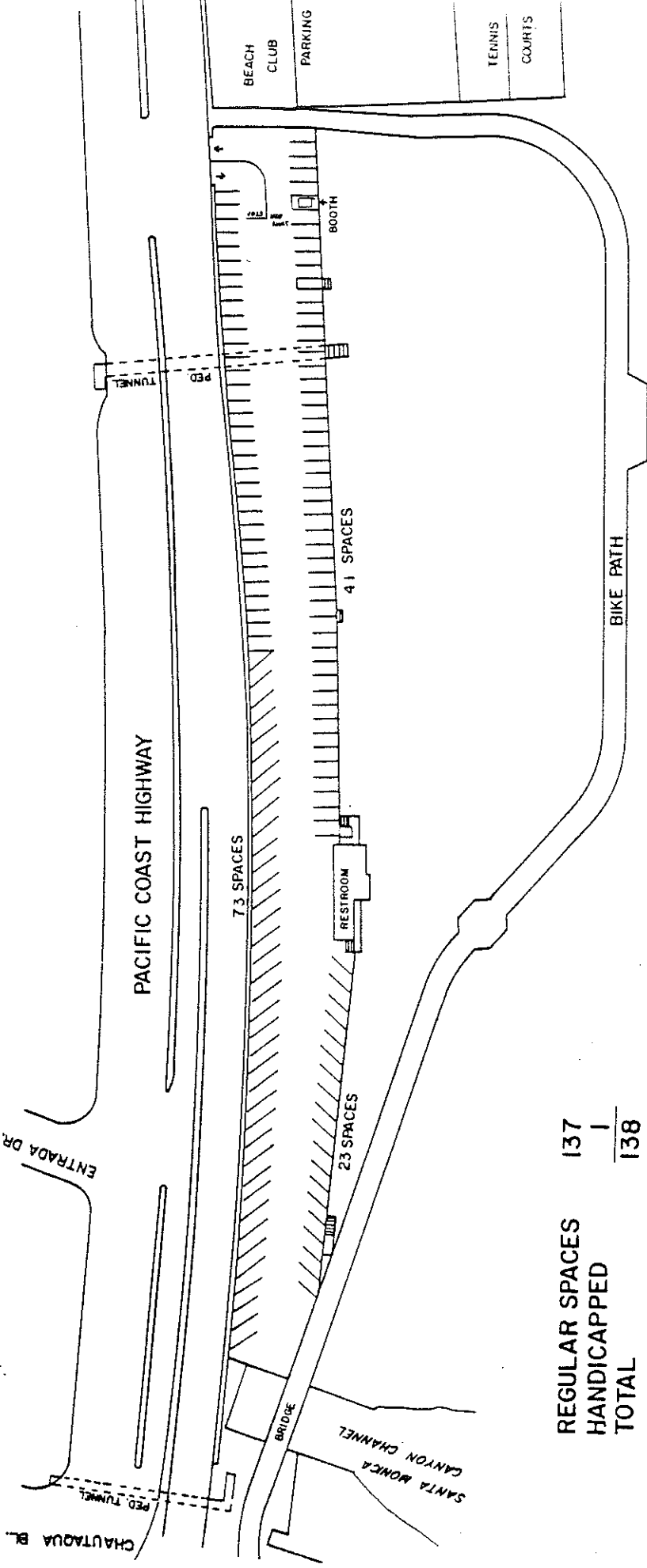
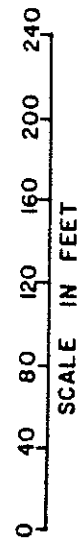


FIGURE 16  
 PARKING LOT LOCATION  
 WILL ROGERS STATE BEACH  
 LOS ANGELES COUNTY DEPT. OF BEACHES AND HARBORS



REGULAR SPACES	137
HANDICAPPED	1
<b>TOTAL</b>	<b>138</b>



**FIGURE 17**  
**PARKING LOT NO. 1 — CHAUTAUQUA BL.**  
**WILL ROGERS STATE BEACH**  
**LOS ANGELES COUNTY DEPT OF BEACHES AND HARBORS**

REVISION NO. 1  
 6/18/85  
 DRAWN BY STEVE DRIGGS

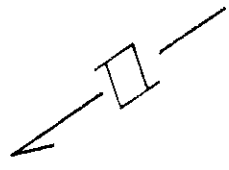
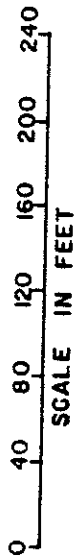
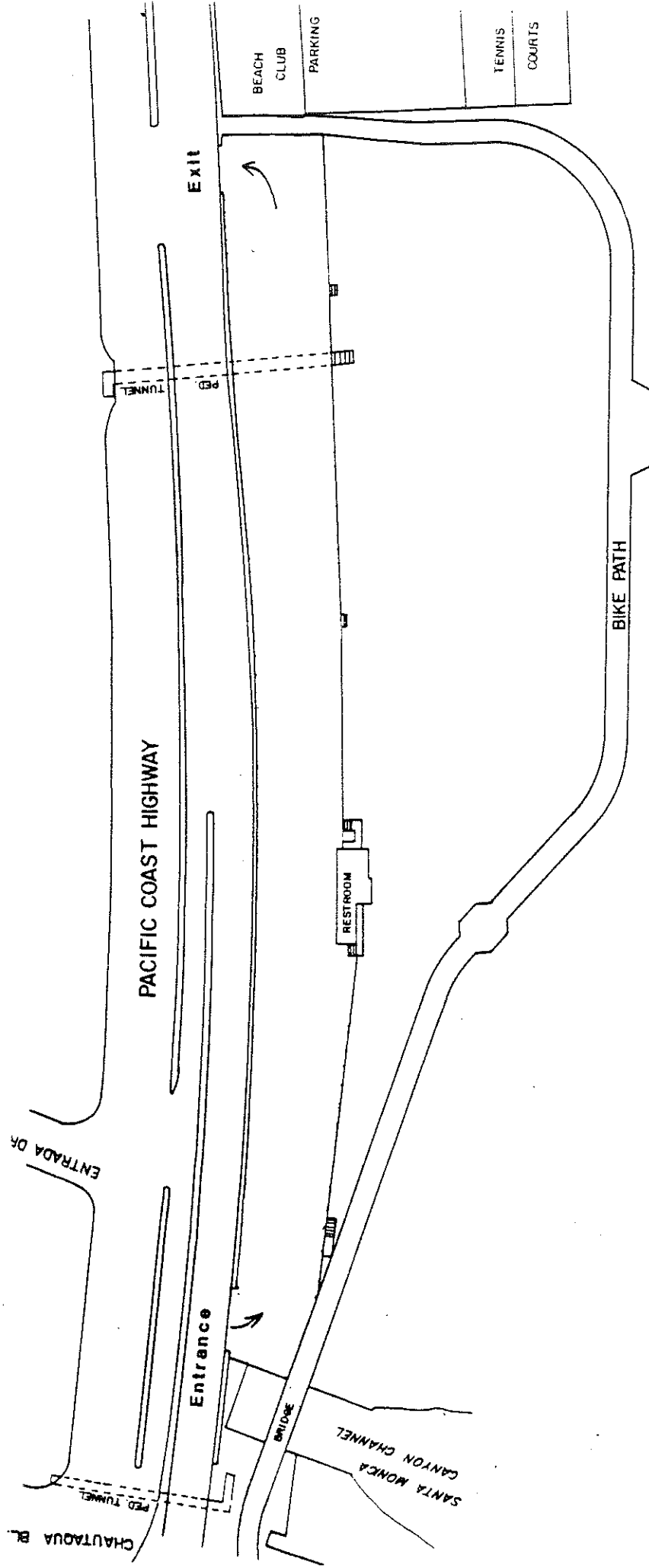
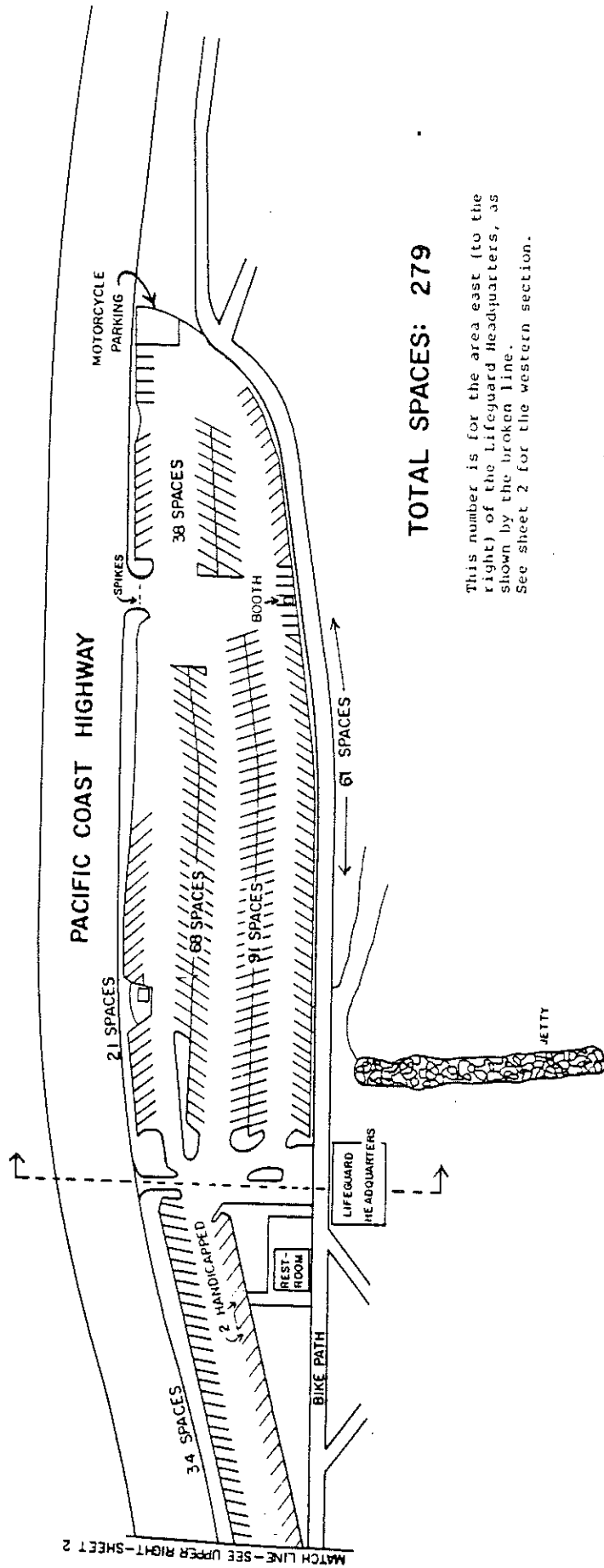


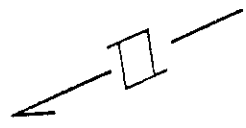
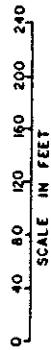
FIGURE 17A  
**Proposed Parking Lot Changes**  
**Lot # 1 - Chautauqua Bl.**  
**Will Rogers State Beach**





**TOTAL SPACES: 279**

This number is for the area east (to the right) of the Lifeguard Headquarters, as shown by the broken line. See sheet 2 for the western section.



**FIGURE 18**

**EAST SECTION**

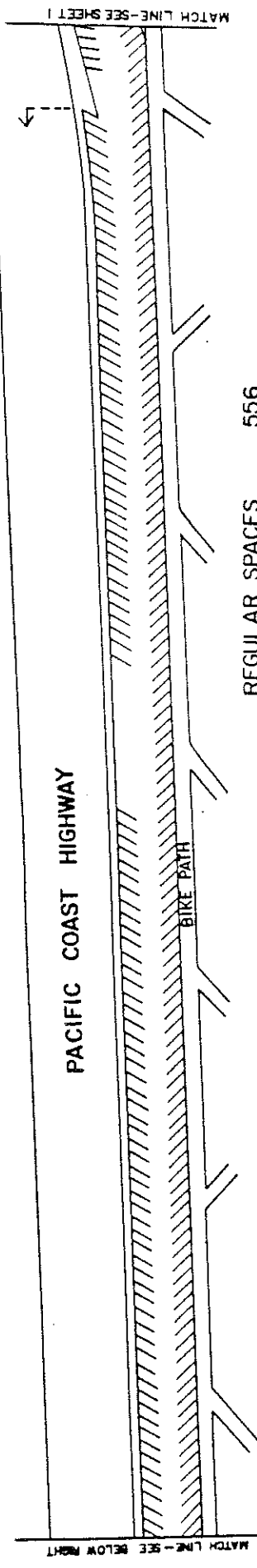
**PARKING LOT NO. 2 - TEMESCAL CANYON  
WILL ROGERS STATE BEACH**

**LOS ANGELES COUNTY DEPT OF BEACHES AND HARBORS**

**SHEET NO. 1  
OF 3**

**6/19/85  
REVISED 12/85**

**DRAWN BY STEVE DRIGGS**



REGULAR SPACES	556
HANDICAPPED	2
TOTAL WEST SECTION	558
EAST SECTION <small>See Sheet 1</small>	279
TOTAL LOT 2	837
TOTAL LOT 3 <small>See Sheet 3</small>	631
TOTAL - TEMESCAL PARKING COMPLEX	1468

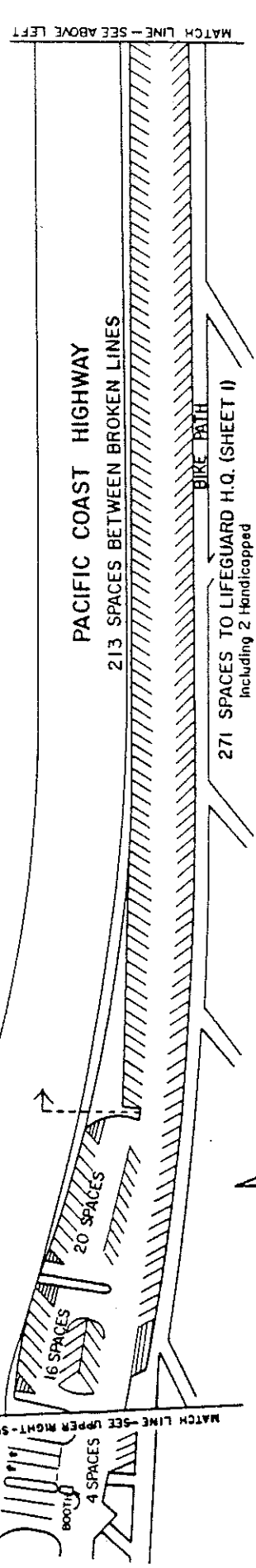
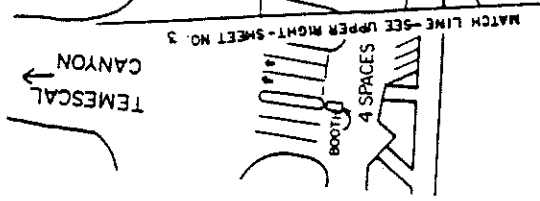


FIGURE 19

0 40 80 120 160 200 240  
SCALE IN FEET

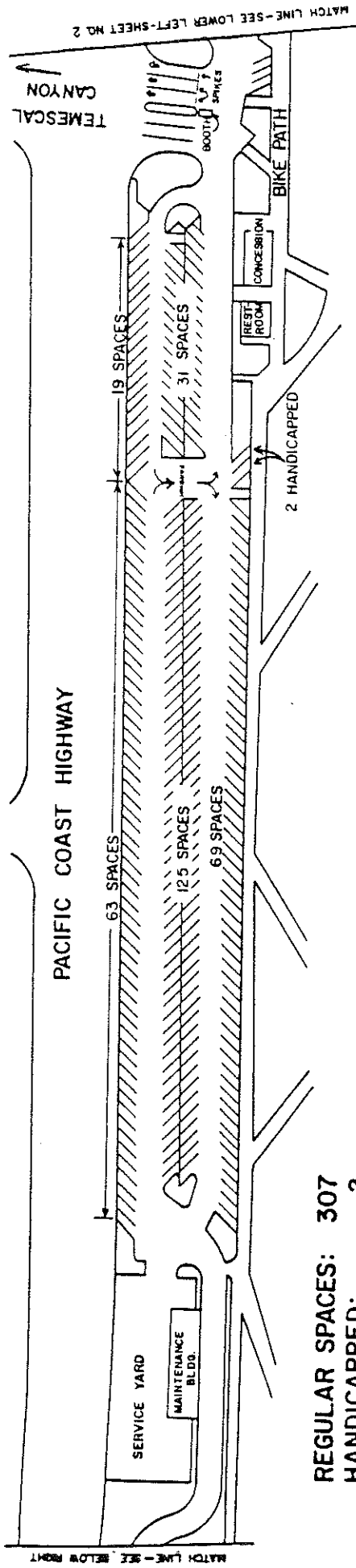
SHEET NO. 2  
OF 3

WEST SECTION  
PARKING LOT NO. 2 - TEMESCAL CANYON  
WILL ROGERS STATE BEACH

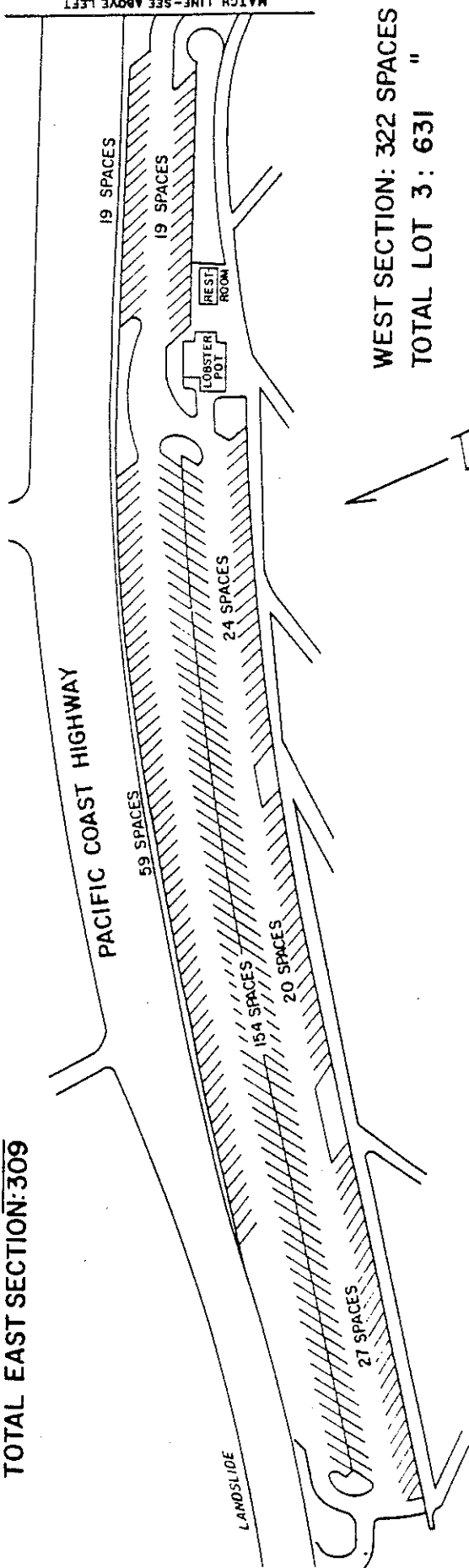
5/29/85  
REVISED 12/85

LOS ANGELES COUNTY DEPT OF BEACHES AND HARBORS

DRAWN BY STEVE DRIGGS



REGULAR SPACES: 307  
 HANDICAPPED: 2  
 TOTAL EAST SECTION: 309



WEST SECTION: 322 SPACES  
 TOTAL LOT 3: 631 "

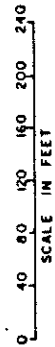


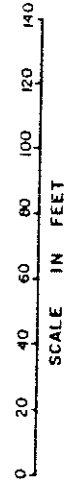
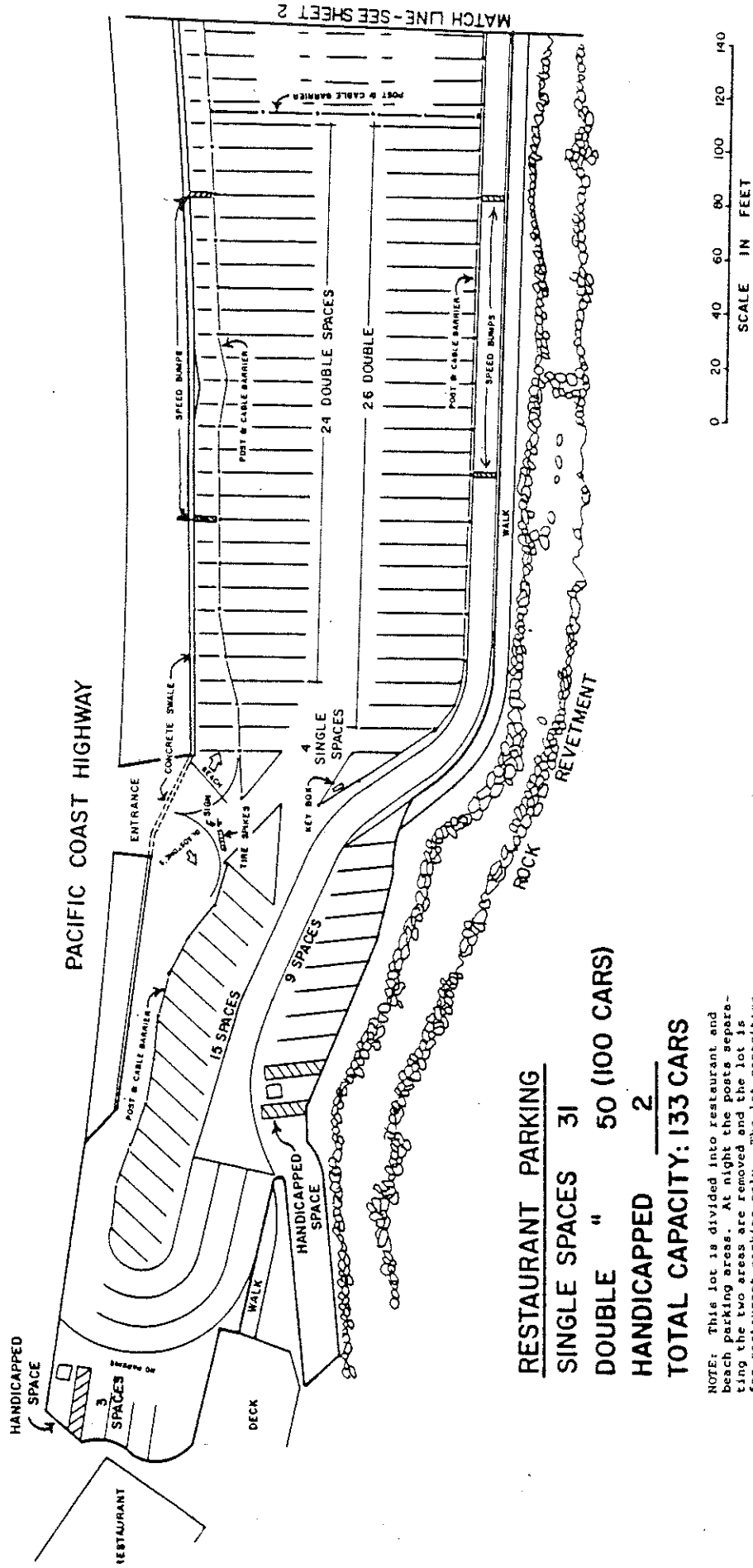
FIGURE 20

PARKING LOT NO. 3 - TEMESCAL CANYON  
 WILL ROGERS STATE BEACH  
 LOS ANGELES COUNTY DEPT OF BEACHES AND HARBORS

5/29/85  
 REVISED 12/85

SHEET NO. 3  
 OF 3

DRAWN BY STEVE DRIGGS



<u>RESTAURANT PARKING</u>	
SINGLE SPACES	31
DOUBLE "	50 (100 CARS)
HANDICAPPED	<u>2</u>
TOTAL CAPACITY: 133 CARS	

NOTE: This lot is divided into restaurant and beach parking areas. At night the posts separating the two areas are removed and the lot is for restaurant parking only. The lot capacities given in these drawings are for the daytime configuration only.

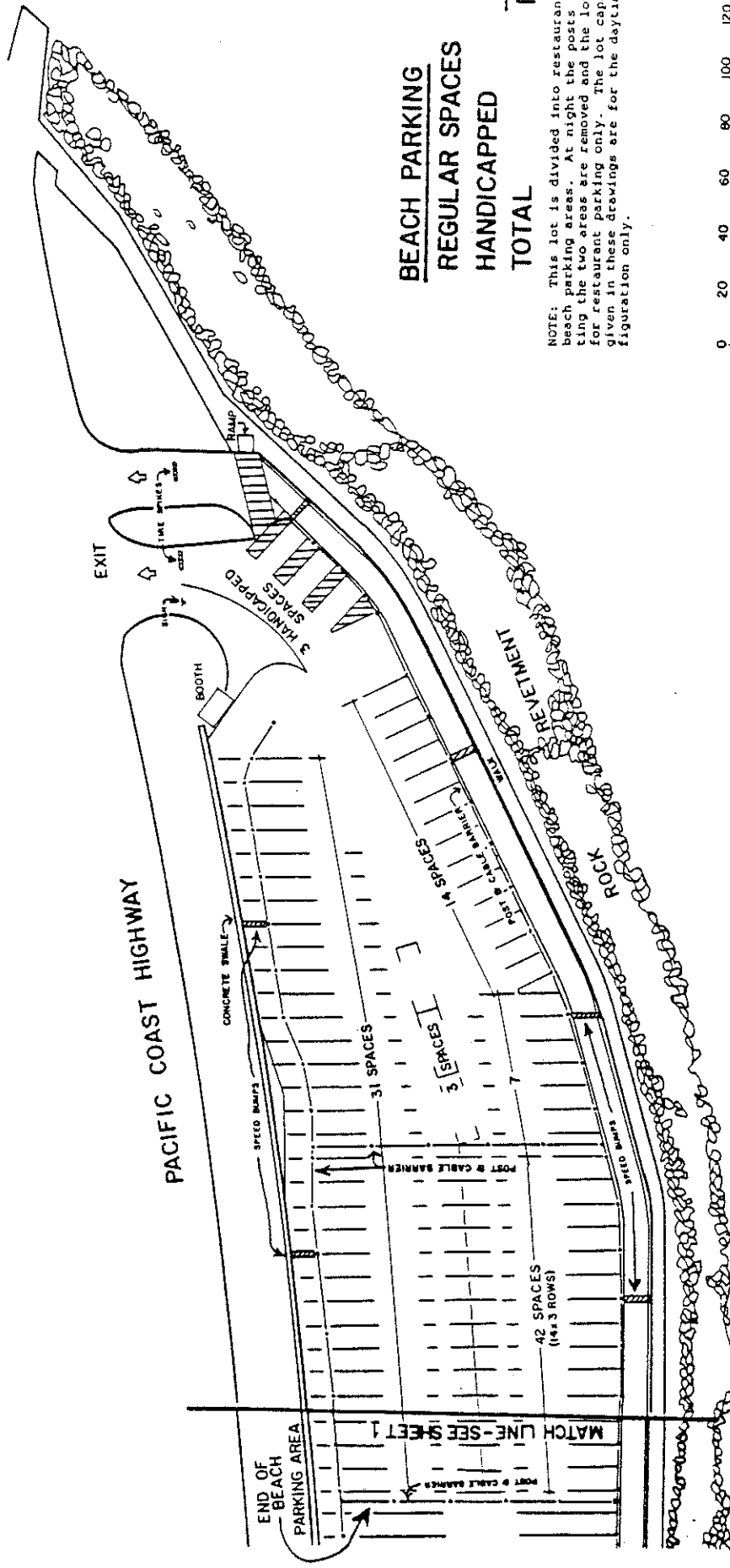
FIGURE 21

RESTAURANT PARKING  
GLADSTONE'S 4 FISH PARKING LOT NO.4  
WILL ROGERS STATE BEACH  
LOS ANGELES COUNTY DEPT OF BEACHES AND HARBORS

5/9/85

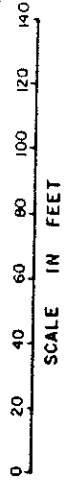
SHEET NO. 1  
OF 2

DRAWN BY STEVE DRIGOS



<b>BEACH PARKING</b>	
<b>REGULAR SPACES</b>	<b>97</b>
<b>HANDICAPPED</b>	<b>3</b>
<b>TOTAL</b>	<b>100</b>

NOTE: This lot is divided into restaurant and beach parking areas. At night the posts separating the two areas are removed and the lot is for restaurant parking only. The lot capacities given in these drawings are for the daytime configuration only.



**FIGURE 22**  
**BEACH PARKING**  
**GLADSTONE'S 4 FISH PARKING LOT NO.4**  
**WILL ROGERS STATE BEACH**  
**LOS ANGELES COUNTY DEPT OF BEACHES AND HARBORS**

SHEET NO. 2  
OF 2

DRAWN BY STEVE DRIGGS

5/9/85

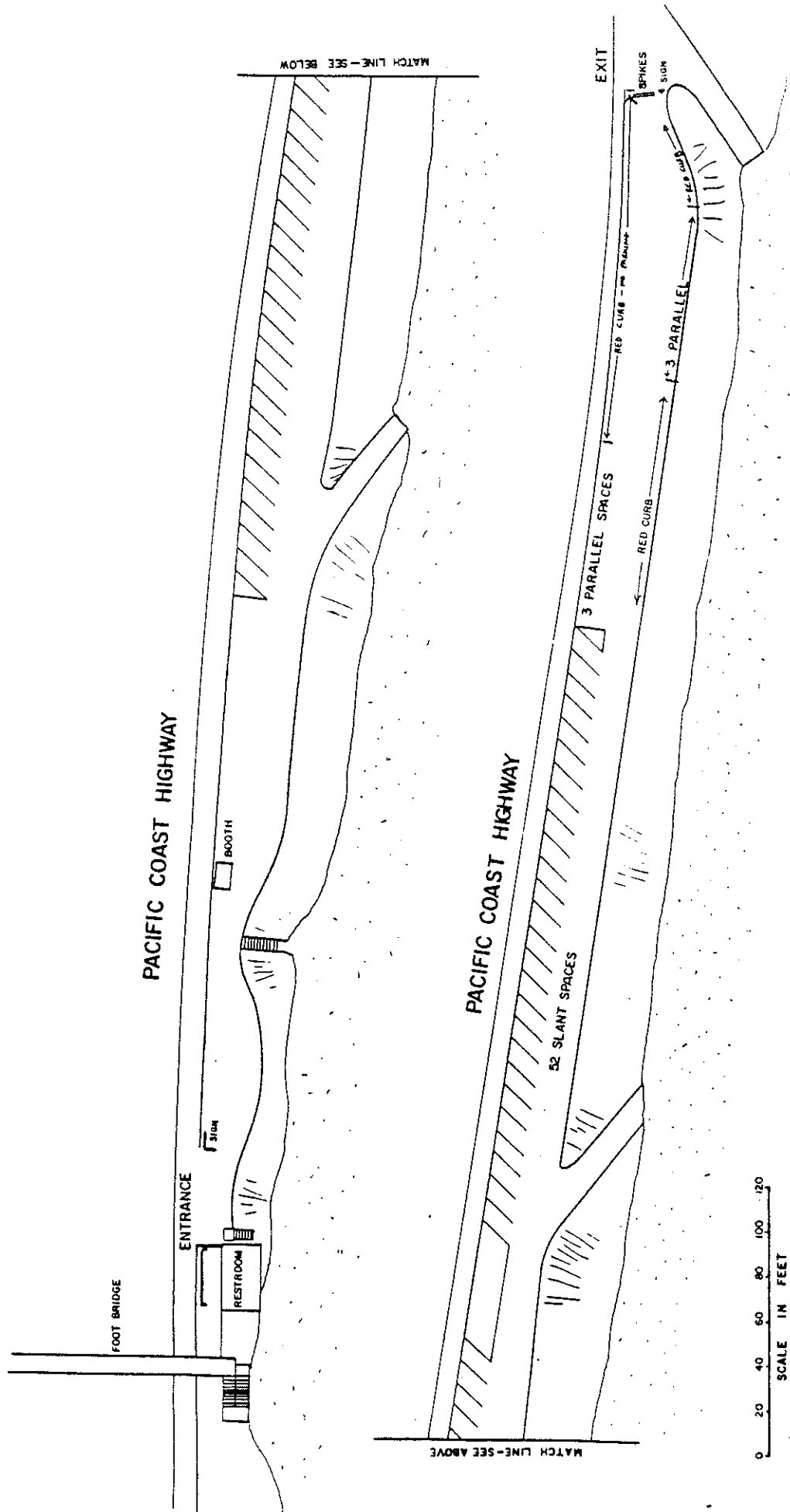


FIGURE 23

TOTAL SPACES: 58

CASTLE ROCK PARKING LOT NO. 5

WILL ROGERS STATE BEACH

LOS ANGELES COUNTY DEPT OF BEACHES AND HARBORS

5/24/85

Storm Drains: An inventory of all storm drainage facilities is included in the Hydrology Section of the Resource Inventory for these State Beach units.

#### DESIGN CAPACITY AND CARRYING CAPACITY

The preferred Design Capacity for each of the State Beach units, shown in the Table below, indicates the level of use that meets the California State Department of Parks and Recreation resource management requirements while providing recreational opportunities for the public.

#### DESIGN CAPACITY

Unit Name	Unit Size (hectares/ac.)	Beach <sup>1</sup> Area (sq. meters/sq.ft.)	Instantaneous <sup>2</sup> Design Capacity
Topanga State Beach	12.6/31.2	53,019/572,600	1,909 people
Will Rogers	35.2/87.0	156,444/1,689,600	5,632 people

The current average use intensities for peak and typical conditions at each of the State Beach units are shown in the Table below. These are based on the Department of Beaches and Harbors' Lifeguard Logs for the total number of persons at one time (PAOT) attending the State Beach units during 1986 average weekends (typical) and for July 4, 1986 (peak). The results indicate a use intensity in excess of the California State Department of Parks and Recreation standards.

<sup>1</sup>Based on linear ocean frontage (Topanga 5,726 L.F. and Will Rogers 16,896 L.F.) x 100 ft. average.

<sup>2</sup>Based on 1 user/28 sq. meters or 1 user/300 sq. feet per Department of Parks and Recreation standards.

CURRENT USE INTENSITY

	Peak Attendance (PAOT)	Typical Attendance (PAOT)	Peak <sup>1</sup> Use Intensity	Typical <sup>1</sup> Use Intensity
Topanga State Beach	11,000	4,500	1 user/ 52 s.f.	1 user/ 127 s.f.
Will Rogers	105,000	30,000	1 user/ 16 s.f.	1 user/ 56 s.f.

From the above Table, it can be seen that on typical weekends, Topanga State Beach is carrying approximately 2.3 times the Department of Parks and Recreation standards; Will Rogers State Beach is carrying approximately 5.4 times the recommended standards.

The parking facilities at each of the units does not limit the number of people attending these intensely urban recreational facilities. Further, the ability to expand the size of the parking facilities at each of these State Beach units, without expansion onto the sandy beach areas, is also extremely limited.

At Topanga State Beach: After the parking areas are full, beach patrons park on the north and south shoulders of the Pacific Coast Highway, in the paved and unpaved areas of the abandoned gas station to the west of the unit and on both shoulders of Topanga Canyon Boulevard approximately 1,000 feet to the east of the unit. Additionally, many people attend this beach via RTD bus which has a stop located at the corner of Topanga Canyon Boulevard and PCH.

At Will Rogers State Beach: After the parking areas are full, beach patrons park on the north and the south shoulders of Pacific Coast Highway and on both shoulders of Temescal Canyon Road which terminates at this unit. Additionally, many people attend this beach via RTD bus which has a stop located at the corner of Temescal Canyon Road and PCH. Further, this unit, in particular, is located in an intensely urban environment; many who utilize this State Beach unit walk across PCH from their single-family homes and mobile homes located across PCH from the beach, or from multi-story residential units located at the eastern limits of this unit.

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<sup>1</sup>Based on beach area of total ocean frontage x 100 ft. average.



## LOCAL COASTAL PLAN CONFORMANCE

Proposals contained in this General Plan for Topanga State Beach are consistent with policies and designations identified in the Malibu Local Coastal Plan. No Local Coastal Plan exists for Will Rogers State Beach (City of Los Angeles).

## SEQUENCE OF PLAN IMPLEMENTATION

The level of development proposed in this General Plan does not require a lengthy series of phases extended over a period of years to achieve plan implementation. However, priorities are recommended to guide the County of Los Angeles Department of Beaches and Harbors in its effort to provide new recreation opportunities in phases defined by financial constraints, user safety, resource protection, and facility deficiencies.

Development of the proposed improvements at each of the units can be considered independently and could be implemented simultaneously or sequentially depending upon available funds and supervisory and management staff.

At Topanga State Beach, the proposed site is currently an unimproved terrace top. Construction could be accomplished there without significant site preparation but a leach field would be necessary since sewers are not available in the area. At Will Rogers State Beach, the proposed facilities would replace an existing concession building and adjacent comfort station facilities. Therefore, some demolition and site preparation will be necessary. Additionally, some fill (not utilized to expand the site onto the sandy beach area) would be required to implement the proposed concept plan shown herein.

The development of facilities proposed in this plan will be funded by any or all of the monetary sources that the Department is authorized to use for these purposes. The specific source of funding will be identified at the time of project implementation. The development of the improvements proposed in this plan could be developed within two calendar years provided that adequate funds are made available.

INTERPRETIVE ELEMENT

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## INTERPRETIVE ELEMENT

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### METHODS AND MEDIA

Suitable interpretive methods and media in locations proximate to the proposed unit improvements include demonstrations, outdoor exhibit panels, Junior Lifeguard programs. Water safety and rescue demonstrations (possibly in conjunction with Junior Lifeguard programs) could be conducted by the lifeguards.

### INTERPRETIVE THEMES

A number of appropriate Interpretive themes were considered which could be incorporated into facility improvements:

#### Staying Safe at the Beach.

Interpretation should explain the dangers posed by rip currents and offer advice as to how to avoid and escape them. Other beach safety tips recommended by the lifeguards could also be interpreted. Current weather, tide, surf, emergency information, fishing regulations, interpretive program schedules, and ocean science information could be posted on a bulletin board.

#### Catching Fish at the Beach.

The common saltwater sport fishes caught along the Santa Monica Bay coast and the angling techniques used to catch them could be interpreted. Grunion runs merit special emphasis.

#### Flotsam and Jetsam -- Where did it come from? Where will it go?

Beachcombers are naturally curious about things washed up on shore. Commonly found objects of plant and animal origin, such as kelp blades, seashells, crustacean shells, jellyfish, and floating shark egg cases, should be interpreted on the basis of their original form, lifestyle and their ultimate consumption by beach invertebrates. In contrast, human-originated flotsam, such as styrofoam, bottles, cans, fish lures, and plastic packaging, should be interpreted on the basis of its nonbiodegradable qualities and the hazards it poses to both humans and wildlife.

#### The Wildlife of the Coast and How They Live.

Varied forms and habits of the common invertebrate and vertebrate animals of Santa Monica Bay could be considered. Interpretive approaches could include: "The Life Underfoot" (invertebrate life in the wave-wash zone), "A Bill for Every Purpose" (a

comparison of bill size, food, and behavior among common shore-birds), and "Sea-Going Mammals" (identification and interesting life history information on the area's common marine mammals).

#### Rivers of Sand.

The local littoral cells, the factors affecting their sand input, and the seasonal and long-term dynamics of Santa Monica Bay's beaches could be interpreted so that the visitor can better understand the natural forces and human-made artifacts which affect the changing size of the beach.

#### It's Costing You!

The short-term and long-term recreational, aesthetic, health, wildlife, and fiscal costs of littering and vandalism on the State Beaches of Southern California could be interpreted in a positive problem-solving manner. Offsite talks and newspaper articles are appropriate media to interpret this issue.

#### People and the Beach.

A brief historical overview of human activity at Santa Monica Bay from early food-gathering camps to today's development. Interpretation could cover ranchos, early American owners, turn-of-the-century beach recreation, changes brought by World War II, and subsequent increases in population and recreational use of the area.

A selection of early photographs depicting southern California beach recreation scenes could interpret the changes and similarities in beach use over the last century.

#### INTERPRETIVE FACILITIES

Interpretive panels exhibited would constitute the major fixed interpretive facilities. These panels should be grouped into two distinct units -- one for the oceanside, the other on the terrace top. They should be as impervious as possible to corroding elements and vandalism. Panels should be standard-size and interchangeable and rotated to interpret seasonal topics. Panels with coastwide themes should be shared with other state beaches to make the most use of interpretive resources and present a more dynamic interpretive program.

In addition, flora and fauna could be interpreted for visitors through photographs. These would help to identify birds, marine mammals, and rarely seen plants and animals.

## RECOMMENDATIONS

The following recommendations could be implemented by the County or under its authority by major concessionaires as a part of the proposed improvements:

- Create appropriate interpretive panels for installation at these units.
- Encourage and facilitate off-season visitation by school groups.
- Schedule aquatic safety demonstrations.

The City of Los Angeles Department of Recreation and Parks intends to enter into a long term lease agreement with a concessionaire for the improvement, expansion and operation of the Sunspot Motel at Pacific Coast Highway and Potrero Canyon. This site is a half-mile southeast of the proposed improvements of this General Plan at Will Rogers State Beach. Currently, the intention is that the refurbishing will be done in an "Old Los Angeles" theme. A requirement of the State Department of Parks and Recreation is that the improvements include a pedestrian overpass over the Pacific Coast Highway to the beach. This will be located at almost the exact site of the existing Longwharf plaque marker.

The motel and related facilities theme are the appropriate context in which to locate additional interpretive efforts regarding the Longwharf since it fits into their proposed thematic concept for the facility. Additionally, the overpass will require the use of some State Beach lands. Consequently it is recommended that the termination of the overpass at the beach provide a location for a kiosk or other such marker displaying information about this historic Los Angeles pier.

OPERATIONS ELEMENT

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## OPERATIONS ELEMENT

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### BACKGROUND

The Los Angeles County Department of Beaches was created in May 1969 by the County Board of Supervisors to serve as the agency for the County in beach matters. When formed, the Department operated 9.4 miles of beaches. This increased to 31.0 miles when the former Santa Monica Lifeguard and City of Los Angeles Lifeguard operations were merged into the Department's beach operations. Beach and coastal areas owned and/or operated by the County of Los Angeles provide for many uses. In addition to sunning, swimming and scenic enjoyment, other activities include surfing, diving, fishing, bike riding along the South Bay Bicycle Trail, and dining at full-service restaurants as well as various snack concessions located throughout many of the 23 beaches in the County-operated system.

In July 1982 the Department of Beaches was merged with the Department of Small Craft Harbors to form the Department of Beaches and Harbors. The new department is responsible for all County beaches as well as Marina del Rey. Additionally, eleven public accessways in the Malibu area have opened up several miles of state-owned tideland areas. In 1985 more than 80 million persons are estimated to have visited County-operated beaches.

### OVERALL OPERATIONS EMPHASIS

The general function of the Department is to acquire, protect, plan, develop, maintain and operate County-owned, leased or managed beaches while providing for a high standard of safety and emergency care in the best interests of citizens and visitors to Los Angeles County.

### CURRENT FISCAL SITUATION

At the current time, the total revenues required to support the Department's mission totals about \$12.1 million. Off-setting revenues total some \$4.9 million. This produces a current annual deficit of some \$7.2 million.

Current revenues are comprised of 55 percent from parking fees, with the remaining 45 percent attributed to concessions and miscellaneous revenue. On the expense side, lifeguard payrolls represent a major item, comprising about 55 percent of the annual total.

In order for the Department to fulfill its mandate of acquiring, protecting, planning, developing, maintaining and operating County beaches at high standards, ways of reducing the annual deficit must be found.

Beach revenue is currently constrained by an inability to add additional parking facilities while conversely, costs are continuing to rise primarily due to increases in lifeguard and maintenance salaries. This general situation will continue at all County-operated beaches unless new revenue sources are found.

#### CURRENT CONDITIONS

Topanga and Will Rogers State Beaches are located in the County of Los Angeles and are operated by the County of Los Angeles Department of Beaches and Harbors which has offices in Marina del Rey. Other units supervised from this office include Nicholas Canyon Beach, Zuma Beach, Point Dume Beach, Corral State Beach, Malibu-Surfrider State Beach, Las Tunas State Beach, Santa Monica State Beach, Venice Beach, Marina del Rey Beach, Dockweiler State Beach, El Segundo Beach, Manhattan State Beach, Hermosa Beach, Redondo Beach, Torrance Beach, Point Vicente, Abalone Cove, Royal Palms/White Point Beach and Cabrillo Beach.

At Topanga State Beach, the County of Los Angeles Department of Beaches and Harbors staff currently:

- Operates 3 lifeguard towers (2 portable towers and the new main station).
- Provides lifeguard services during the summer from 7:00 AM to sunset (approximately 8:00 PM) and in the winter from 8:00 AM to sunset (approximately 5:00 PM).
- Enforces the law on State Beach property. Note: lifeguards warn people breaking the law, but choose to call the sheriff to issue citations.
- Maintains one improved parking lot of 95 spaces, 1 unimproved parking area of approximately 75 spaces, the entry roadway, and a recently constructed lifeguard tower/comfort station.

At Will Rogers State Beach, the County of Los Angeles Department of Beaches and Harbors staff currently:

- Operates 15 lifeguard towers (14 portable towers and the headquarters building).
- Provides lifeguard services during the summer from 7:00 AM to sunset (approximately 8:00 PM) and in the winter from 8:00 AM to sunset (approximately 5:00 PM).



- Enforces the law on State Beach property. Note: lifeguards warn people breaking the law but choose to call the Los Angeles Police Department to issue citations.
- Maintains 5 parking lots totaling 1897 spaces, 5 comfort stations, the entry roadway, an entry kiosk, 14 lifeguard towers and the lifeguard headquarters building.
- Oversees the operations of 3 concessions.

#### FUTURE CONDITIONS

Implementation of the proposals in this General Plan will not significantly increase the workload of the staff of the Los Angeles County Department of Beaches and Harbors.

At Topanga State Beach, the operations and maintenance responsibilities and costs of the improvements proposed for the west bluff area will be borne by the concessionaire and would not be incurred by the County. The only anticipated increase workload on the County staff will be a marginal increase in existing concession administration.

At Will Rogers State Beach, the proposed improvements would replace the existing concession stand and adjacent comfort stations located just north of the main parking lot entrance. The concessionaire would incur the responsibility of constructing a new comfort station in the immediate vicinity.

The operations and maintenance responsibilities and costs of the proposed improvements will be borne by the concessionaire and would not be incurred by the County. The only anticipated increased workload on the County staff will be a marginal increase in existing concession administration.

#### REVENUE GENERATION

If additional visitor facilities are developed as proposed, Topanga and Will Rogers State Beaches will produce additional revenue in substantial excess of the added workload responsibilities. The additional revenue will be generated by increased visitation attracted by the enhanced visitor facilities and services.

New revenues will come from operation of the restaurants, related parking facilities and smaller retail concessions. The basis for this revenue generation is discussed further in the Concessions Element.

CONCESSIONS ELEMENT

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## CONCESSIONS ELEMENT

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### EXISTING CONCESSIONS

Currently, a number of concessions exist at Topanga and Will Rogers State Beaches to serve the needs of the millions of visitors who enjoy their varied recreational facilities each year. The location of these concessions is indicated on the State Beach Facility Maps, Figures 14 through 23. The following concessions exist-

#### At Topanga State Beach:

- The east bluff parking lot which consists of 92 regular spaces and 3 handicapped spaces.
- A Hobie Cat rental concession of 40 spaces, on the beach at a designated launch area.
- The Charthouse, a leasehold on private property consisting of a beachfront restaurant and associated parking facilities.
- The site of the Jetty Restaurant. The structure was destroyed in a fire and will soon be replaced. Proposals are under consideration for a restaurant and parking facilities. The replacement of this facility is not a part of this General Plan.

#### At Will Rogers State Beach:

- Parking Lot 5 (Castle Rock), consisting of 58 spaces.
- Gladstone's 4 Fish Restaurant which consists of a 7,250-square-foot restaurant.
- Parking Lot No. 4 (Gladstone's 4 Fish Parking Lot) consisting of 128 single spaces, 100 spaces of parking in a tandem configuration and 5 handicapped spaces. The lot is divided into restaurant and beach parking areas. At night, the posts separating the two parking areas are removed and the adjacent lot consisting of 100 additional spaces is also utilized for restaurant parking. The parking capacities indicated above and in Figures 21 and 22 are for daytime parking configurations.
- Parking Lot No. 3 consisting of 629 spaces and 2 handicapped spaces.

- The Beach Hut, a take-out stand of about 300 square feet.
- Temescal Concession consisting of take-out service, which, along with the adjacent comfort station, would be replaced upon implementation of the proposed improvements of this General Plan.
- Parking Lot No. 2, consisting of 835 parking spaces, 2 handicapped spaces, and a designated motorcycle parking area.
- Parking Lot No. 1, consisting of 138 parking spaces.

#### PROPOSED CONCESSIONS

The proposed concessions for the two units consist basically of a 7,500-square-foot restaurant and associated parking at Topanga State Beach and a 10,000-square-foot restaurant, associated parking facilities, as well as smaller concessions which would include various beach related retail outlets at Will Rogers State Beach.

#### Proposed Restaurant Concession at Topanga State Beach:

The proposed concession consist of a 7,500-square-foot restaurant and related parking facilities at the location of the former La Mer Restaurant which was removed in conjunction with the removal of 49 private homes on the unit when the State purchased this beach. The size of the facility is the maximum which the site can accommodate consistent with parking availability and protection of the resource.

The County has recently replaced \$400,000 in visitor-serving facilities for this beach including a permanent lifeguard tower, paved parking areas on the east bluff and stairways connecting the blufftops with the beach below. Landscaping and an irrigation system also are planned for slopes on the eastern bluff utilizing a \$114,000 funding grant from the Land and Water Conservation Fund matched by State funds and through Los Angeles Conservation Corps volunteer efforts.

The Conceptual Site Plan (Figure 24) illustrates one potential layout for a 7,500-square-foot restaurant concession on the west bluff at Topanga State Beach. No expansion onto the sandy beach is contemplated as a part of this plan. The restaurant would have good visibility from the Pacific Coast Highway and would utilize terraces and balconies to afford patrons dramatic ocean views through the existing tree line at the bluff edge.

PACIFIC OCEAN

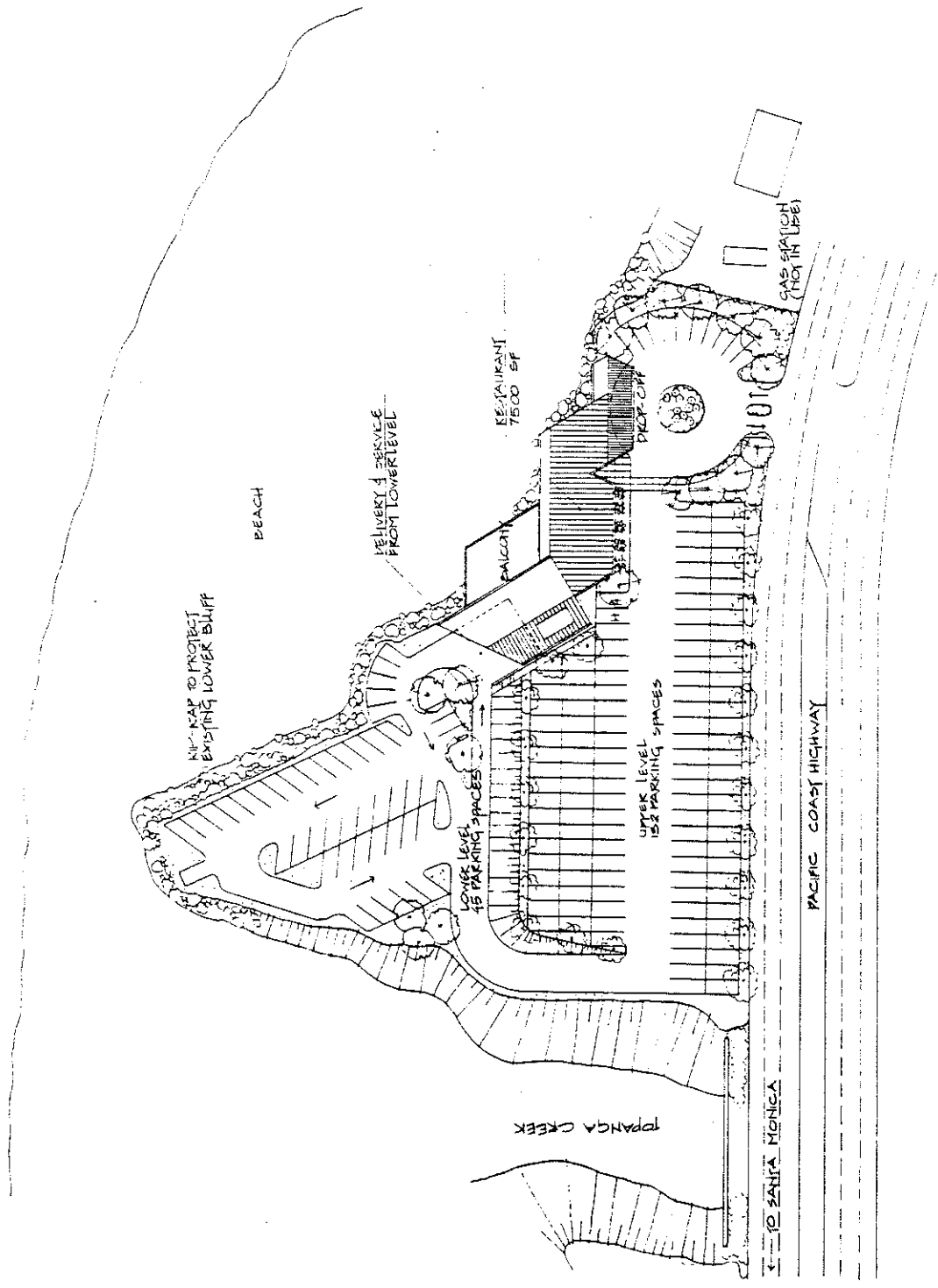


Figure 24  
 TOPANGA STATE BEACH  
 CONCEPTUAL SITE PLAN  
 PROPOSED RESTAURANT CONCESSION



1000 1100 1200 1300 1400 1500 1600 1700 1800 1900 2000 2100 2200 2300 2400 2500 2600 2700 2800 2900 3000 3100 3200 3300 3400 3500 3600 3700 3800 3900 4000 4100 4200 4300 4400 4500 4600 4700 4800 4900 5000 5100 5200 5300 5400 5500 5600 5700 5800 5900 6000 6100 6200 6300 6400 6500 6600 6700 6800 6900 7000 7100 7200 7300 7400 7500 7600 7700 7800 7900 8000 8100 8200 8300 8400 8500 8600 8700 8800 8900 9000 9100 9200 9300 9400 9500 9600 9700 9800 9900 10000

Access to the restaurant is located at the western end of the site. For west-bound traffic on PCH, a left-turn pocket would be provided in the existing striped median of the highway. A restaurant drop-off and parking for 122 cars is provided on the upper bluff of the site. Delivery access and parking for 48 additional cars (beach patron day use) is provided on the lower bluff. To accommodate the total of 170 parking spaces, 109 tandem spaces are provided which would be serviced by valet parking attendants.

In relation to current Pacific Coast Highway traffic volumes, the increase in traffic generated by the proposed restaurant concession is not anticipated to be significant. However, since speeds on PCH at the curve west of the site can be excessive, consideration was given to providing adequate site distances for turn movements into and out of the site and safe merging into the PCH traffic flow. The western access location provides the maximum site distances along PCH as well as providing a potential 350-foot long, left-turn pocket in the existing striped median of PCH.

Site development considerations include the need for protection from tidal action for the existing lower bluff. Among the options that could be considered would be concrete seawalls, and selectively placed rip-rap to protect the existing lower bluff formation.

Revenue Projections (see Figure 26): In the 1982-83 fiscal year, operations at Topanga State Beach resulted in a deficit of \$258,000. Revenues from parking fees and existing concessions totaled \$26,000 while expenditures including lifeguard services, maintenance, parking, services and overhead totaled \$284,000. By fiscal year 1983-84, the deficit increased to \$311,000 due to lower revenues of \$14,000 and increased expenditures of \$325,000.

Keyser Marston Associates estimates that net County revenue from the first year of stabilized operation of a Restaurant/Visitor Serving Concession would range from \$160,000 to \$330,000. Operating costs would be borne by the concessionaire and would not be incurred by the County<sup>1</sup>. For the purposes of this economic analysis, site development costs were estimated to be \$500,000. As the project moves forward, more precise estimates will be prepared by the County. It is assumed the restaurant operator will bear the costs for construction of the facility.

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<sup>1</sup>Beach Properties Improvement Plan, Phase 2 Beach Revenue Study, Keyser Marston Associates, Inc., June 1984, Page 31.

Proposed Restaurant and Other Concessions at Will Rogers State Beach:

The proposed major concessions consist of a 10,000-square-foot restaurant and related parking facilities. Other concessions would include appropriate, associated retail and/or rental outlets. Also an outside eating area would be provided for walk-in trade that would feature a variety of snack bar facilities.

Figure 25 shows a potential multi-use concession to be located at Will Rogers State Beach at Temescal Canyon. No expansion onto the sandy beach is contemplated as a part of this plan. The site is accessed via the signalized intersection at Pacific Coast Highway and Temescal Canyon but has separate valet parking from the general beach parking. The existing parking booth would be relocated further into the lot as shown to improve vehicular flow during peak conditions as recommended by CALTRANS as well as to allow better access for emergency vehicles and for visitor drop-off. To move incoming traffic from PCH faster, an additional parking booth would be added on the east side of the lot entrance.

The project is not anticipated to generate a significant increase in traffic volumes along the Pacific Coast Highway in relation to current PCH volumes. However, current weekend turn movements at this intersection from late June through mid-September are extremely constricted and require regulation by traffic control officers. Implementation of the proposed concession at this site is not anticipated to either exacerbate or mitigate this condition.

The building site projects out approximately 150 feet from the existing parking lot to afford the new development clear views up and down the beach and to minimize parking displacement. The major concessionaire would be a 10,000 square foot indoor restaurant with an outside terrace. Also, an outside eating area and restrooms would be provided for beach patrons featuring a variety of snack bars located along an attractively-landscaped, pedestrian promenade.

Revenue Projections (see Figure 26): In the 1982-83 fiscal year, operations at Will Rogers State Beach resulted in a net surplus of \$279,000. This was the only beach of the seven examined by Keyser Marston Associates to show a net surplus, due largely to the successful concession agreement with Gladstones-4-Fish Restaurant. Revenues from parking fees and concessions (including Gladstones) totaled \$1,091,000 while expenditures

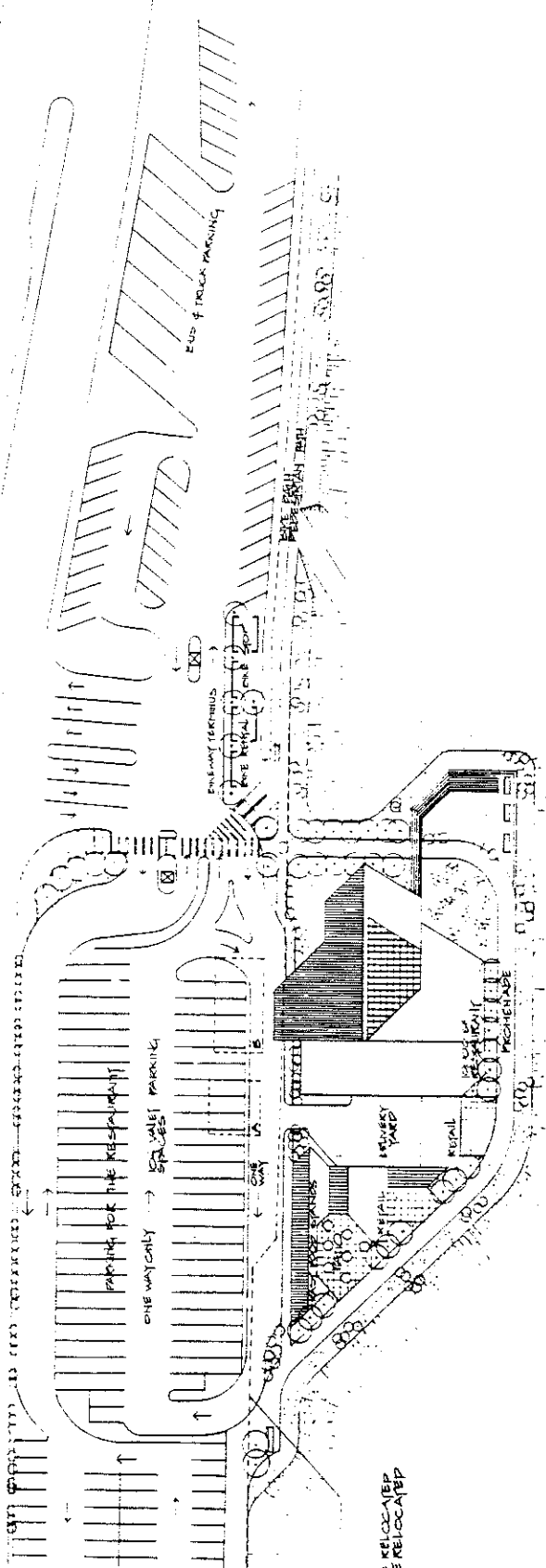
THE STATE OF CALIFORNIA COUNTY OF SAN DIEGO

TEMESCAL CANYON

To Santa Monica



Pacific Coast Highway



BEACH PARKING

PARKING FOR THE RESTAURANT

ONE WAY ONLY

RESTAURANT

RETAIL

RESTROOMS

TOILETS

TRUCK PARKING

ROOF OR EXISTING CLIFF

A - STRUCTURE STATION TO BE RELOCATED  
B - CONCESSION BAYS TO BE RELOCATED

Figure 25

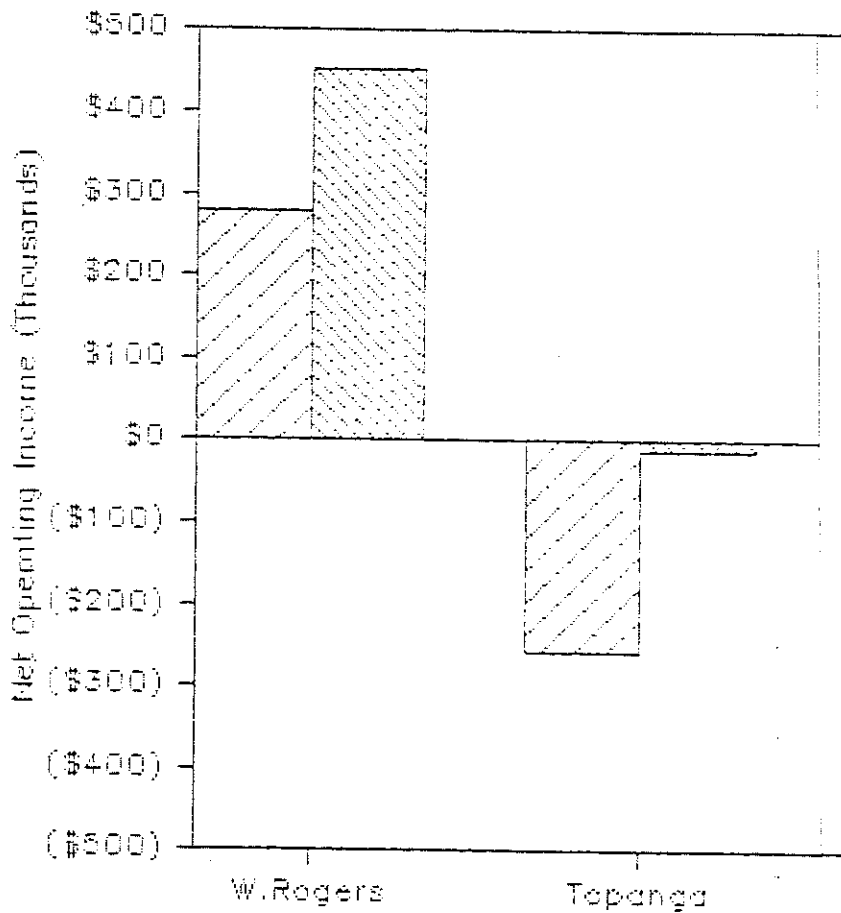
TEMESCAL CANYON (WILL ROGERS STATE BEACH)  
CONCEPTUAL SITE PLAN  
PROPOSED RESTAURANT AND RELATED CONCESSIONS



NORTH

SCALE IN FEET





Before Concession Development
  After Concession Development

Source: Beach Properties Improvement Plan, Phase 2 Beach Revenue Study, Keyser Marston Associates, Inc., June 1984; page 33.

Figure 26  
 COMPARISON OF NET OPERATING INCOME  
 BEFORE AND AFTER DEVELOPMENT OF PROPOSED CONCESSIONS

including lifeguard services, maintenance, parking, services and overhead totaled \$812,000<sup>3</sup>. However, during fiscal year 1983-84, substantially increased expenditures of \$1,376,000 offset the gain in revenues of \$1,294,000 resulting in a deficit of \$82,000.

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<sup>3</sup>Beach Properties Improvement Plan Phase 2 Beach Revenue Study, Keyser Marston Associates, Inc., June 1984, page 26.

ENVIRONMENTAL IMPACT ELEMENT

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## ENVIRONMENTAL IMPACT ELEMENT

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### EXPLANATORY NOTE

This Environmental Impact Element (EIE) is an environmental assessment of the proposals set forth in the other elements of the General Plan for Topanga and Will Rogers State Beaches. The EIE has been written pursuant to the requirements of the California Environmental Impact Report. The degree of specificity in the EIR corresponds to the degree of specificity in the General Plan. Whenever a specific phase of the overall plan is proposed for implementation, the appropriate specific environmental review for that particular project will be performed.

Pursuant to the Public Resources Code, Section 5002.2a, and the California Administrative Code, Section 5147, and also to minimize repetition, the EIE incorporates by reference all information contained in the preceding elements of the General Plan. This document also provides the environmental documentation for the adoption of a certified Public Works Plan under the California Coastal Act of 1976.

### DESCRIPTION OF THE PROJECT

Figures L-3 and L-4 show the facilities proposed for development at each of the units, as described in the preceding Land Use and Facilities Element. Figure A-1 is a regional map of the project area.

The major objectives of the General Plan are to provide guidelines for the resource management, land use and facilities, and operations at Topanga and Will Rogers State Beaches. The general proposals set forth in the plan are the following:

- 1) Provide increased opportunities for day use recreation;
- 2) Provide increased revenues to the County to offset current deficits and anticipated rising costs of operations;
- 3) Protect cultural and natural resources through appropriate development, stabilization, management, and other measures; and
- 4) Interpret cultural and natural resources.

### DESCRIPTION OF ENVIRONMENTAL SETTING

A detailed description of the subject units' physical features is discussed in the Resource Element of this General Plan which is based on the Resource Inventory for these units. The description

of the land uses within the units and adjacent areas is set forth in the Land Use and Facilities Element. Discussions regarding pre-project air quality, utilities, noise levels, traffic, and population information are included on the following pages.

### Air Quality

No site-specific air quality data has been generated for the State Beach units. The air quality monitoring stations nearest the project area are at Port Hueneme (approximately 22 miles to the west) and the Westwood station (approximately 9 miles to the northeast). The project sites are within the reporting area of the Westwood station, which is a part of the South Coast Air Quality Management District. The Port Hueneme station is located in a coastal area and the conditions affecting air quality in that area are similar to the subject area.

The major meteorological conditions affecting air quality in the vicinity of the project area are inversion layers and sea breezes. An inversion condition results in a layer of immobile air that traps pollution emissions. The summer and fall are critical seasons for inversions along the coastline in the vicinity of the units.

Prevailing northwest winds and daily sea breezes tend to counteract the pollution concentrating effect of inversion layers; these breezes transport emissions from the subject area to the south coast air basin. Therefore, local air quality generally is clean and good.

Occasionally, northeast and east winds blow pollution from inland areas to the coast, resulting in reduced air quality; this condition occurs primarily in the summer and early fall.

Mobile emissions, primarily from vehicles travelling along the Pacific Coast Highway, constitute the major source of pollutants in the project area. There are no major point source emitters (e.g., factories, power plants) in the Malibu area. There are no sensitive receptors (e.g., hospitals, schools) in the immediate vicinity of the project sites.

The air flow characteristics, combined with relatively few pollution emission sources, result in a generally smog free environment in the study area.

### Noise

No site specific ambient noise levels in the vicinity of the project area have been measured but motorized vehicles are the

major producers of disruptive noise based on the March 1982 General Plan for El Pescador, La Piedra and El Matador State Beaches westerly of the project. Noise levels near the Pacific Coast Highway due to traffic and activity on nearby commercial and residential parcels can be anticipated to reach up to 70 decibels during peak traffic periods. To beach patrons, this noise is offset by the more pleasant sounds of recreational beach activities, breaking ocean waves and wildlife (mostly birds).

#### Human Community Factors

Population statistics developed by the Los Angeles County Regional Planning Commission on the Malibu area estimate the population to be approximately 22,000 as of January 1, 1984. The low population density of the area is partly due to the topography of the area, the traffic volume constraints of the Pacific Coast Highway, and partly as a result of the development patterns of the Los Angeles County area. The Malibu area is approximately 30 miles from downtown Los Angeles and consists of a rural residential to suburban community with some commercial and professional office services. Further east, adjacent to Will Rogers State Beach, development consists of the single family subdivisions of Pacific Palisades atop the bluffs which traverse nearly the full length of this unit. At the easternmost limits of this unit high-rise residential buildings are visible from the beach.

The project area is a major recreational area for the visitors and residents of the greater Los Angeles County area. The population estimate for Los Angeles County totalled 8,074,000 as of January 1, 1986. Attendance at Topanga and Will Rogers State Beaches exceeded 8.0 million people during Fiscal Year 1984-85 (County Department of Beaches and Harbors data). Both population and per capita participation in recreation activities have increased annually in the past; it is anticipated that this trend will continue.

#### Public Services

Utilities: Utility services available in the project area are typical of a suburban community. Water is supplied to the area by the Los Angeles County Waterworks District #29 through a 14" main on the south side of the Pacific Coast Highway. Sewers are available at Will Rogers State Beach, but septic tanks constitute the sewage disposal system for developed parcels in the Topanga State Beach area.

At Will Rogers State Beach, the proposed 10,000-square-foot restaurant concession typically would include approximately 5,000 square feet of kitchen, bathroom, circulation, entry, waiting

area, and other uses. Consequently, approximately 5,000 square feet of dining facilities could be anticipated. The actual facility may vary from these assumptions. However, in general, an estimated 15 square-foot per seat would yield about 330 seats at 50 gallons per day of wastewater generation\* for each seat or 16,600 gallons per day total wastewater generation.

Natural gas is not available at either of the units. Electricity is provided by overhead transmission lines operated by Southern California Edison.

Limited information is available on the condition of existing storm drains and associated erosion within each of the units. Additional investigation is necessary to assess the need for any required specific improvements. An inventory of all storm drainage facilities at the State Beach units is appended to the Hydrology Section of the Resource Inventory prepared for these State Beach units.

Traffic: The Pacific Coast Highway is a heavily traveled four lane thoroughfare in the project area; generally motorists must use this highway when travelling within, to, or away from the Malibu/Santa Monica areas. Cross-mountain routes (e.g., Malibu Canyon Road, Topanga Canyon, Kanan-Dume Road) provide access to the San Fernando Valley, north of the project area. According to CALTRANS 1984 Traffic Volumes On California State Highways, portions of the Pacific Coast Highway often operate at volumes well above the optimum carrying capacity of approximately 1,700 vehicles per hour. Peak hour volumes of 3,500 vehicles per hour were recorded between Topanga Canyon and Las Flores Canyon. Between Sunset Boulevard and Topanga Canyon, peak hour volumes of 5,100 vehicles per hour were recorded.

Fire and Paramedic: Los Angeles County is responsible for providing fire and paramedic services to Topanga State Beach. The nearest paramedic facility is located at Fire Station #70, at Carbon Canyon and Pacific Coast Highway, approximately a 10 minute response time to Topanga State Beach. The nearest fire station facility is Fire Station #88 located at Webb Way and Malibu Road, Malibu with an approximate 13 minute response time to Topanga State Beach. (Source: Los Angeles County Fire Department.)

The City of Los Angeles is responsible for providing fire and paramedic services to Will Rogers State Beach. The nearest facility is Fire Station #69 which would provide both Fire and/or Paramedic services to Will Rogers State Beach. The facility is

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\*Los Angeles City Sewer Design Chart (Citywide averages)

located at 15045 Sunset Boulevard, Pacific Palisades. Response time is estimated at 3-5 minutes to the Temescal Canyon site. (Source: Los Angeles County Fire Department.)

Police: Law enforcement at the two State Beach units is handled primarily by the County Lifeguards who warn those who are breaking the law. However, they choose to call the responsible authorities when necessary to issue citations or handle serious disturbances: at Topanga State Beach, the County Sheriff, and at Will Rogers State Beach, the Los Angeles Police Department. (Source: County of Los Angeles Department of Beaches and Harbors.)

The County Sheriff's station is located at 23555 Civic Center Way, Malibu, approximately 8 miles west of Topanga State Beach. Response time is estimated at 15 minutes. (Source: Los Angeles County Sheriff's Department.)

The nearest Los Angeles Police Department station is located at 1663 Butler Avenue, West Los Angeles, approximately 11 miles northeast of Will Rogers State Beach; however, response time (estimated to be 10 minutes to 1/2 hour) would be dependent on the location of the mobile police units answering any calls for assistance. (Source: Los Angeles Police Department.)

Cultural Resources: No archeological resources are known to be located on either of the State Beach units. The only historical resource at either of the units is California Historical Landmark No. 881, dedicated in 1976: a bronze plaque marks the location of the former site of the "Port of Los Angeles" Long Wharf. This site is not located in the vicinity of the proposed concessions for the State Beach units.

#### ENVIRONMENTAL IMPACT OF THE PROPOSED PROJECT

The immediate and long-term effects on the environment resulting from the implementation of this general plan will be minimal. The potential for significant adverse environmental impacts exists only if care is not taken during the development and subsequent management of the facilities proposed in this plan.

##### Impacts on Geology

The Malibu coast fault runs within 1 mile offshore of the units. The fault is not considered active, but it is a potential source of earthquakes. Therefore, structures placed on the units could be subject to complex and highly variable ground shaking.

The subject units are subject to various erosional forces such as ocean waves and stormwater runoff. Therefore, development could be affected by moderate landslides and rockfalls.



### Impacts on Soils

The proposed project includes grading portions of each site for the facilities parking areas. Additionally, some fill will be required to construct the facilities at Will Rogers State Beach. As a result, soil conditions on the sites will be altered. Construction activities will compact soils during development. Vehicular traffic on parking areas and pedestrian use of the area will compact soils. Compacted soils increase surface water runoff which can result in less groundwater recharge and an increased erosion potential. In areas where vehicular and pedestrian circulation utilizes existing impermeable surfaces, vehicular and pedestrian traffic would not alter existing conditions.

### Impacts on Vegetation

No rare or endangered plant species nor any significant native plant communities were found at any of the three units during site visits conducted in preparation of the Resource Inventory.

Development of the proposed project will involve some loss of vegetated ground cover as a result of facility, parking area and pathway construction. During construction, vegetation in areas surrounding the proposed facility locations also could be subject to trampling and removal.

Some introduced plant species that currently exist on the units may be removed and replaced with indigenous species. Vegetation may also need to be removed for fire prevention purposes. The overall impact of project implementation concerning vegetation will be a slight alteration in plant growth and species composition.

### Impacts on Wildlife

No rare or endangered fish, amphibian or mammal species are known to exist at any of the project locations. However, three Federally listed bird species have been observed in the vicinity of the State Beach units:

- The California Brown Pelican has been observed off both of the units, sometimes within 20 meters of shore. The bird does not nest on the study sites and rarely rests on land at these beaches.
- The California Least Tern has been observed in small numbers in late summer and are probably representative of post-breeding dispersal. The nearest nesting colony is at Venice Beach.

- The Snowy Plover is a "Species of Special Concern" in California. Wintering individuals have been occasionally noted at Topanga and Will Rogers State Beaches.

These species have coexisted with both the Pacific Coast Highway and intensive beach use by humans currently exceeding 8,000,000 visitors per year at the units. These have formed serious disturbance factors to wildlife at Topanga and Will Rogers State Beaches for several decades.

During project construction some species may move away from the sites and be forced to compete with established species in the surrounding residential areas. However, no species known or expected to inhabit the project sites rely solely on the project sites for existence; therefore, relocation to similar adjacent areas will not create a significant impact. Following site development, wildlife species are anticipated to re-inhabit the undisturbed portions of the project sites to a degree comparable to the adjacent developed areas.

The marine resources located offshore of the subject units (e.g., kelp beds, shellfish) are accessible regardless of the proposed project and will not be affected significantly by the presence of surf zone recreation. Intertidal marine life could be adversely affected by human interaction without proper management; however, such impact would differ only slightly in degree compared to the current level of human interaction at these popular urban recreational beaches.

#### Impacts on Air Quality

The proposed project will have minor short and long term impacts on air quality in the area. Short term impacts as a result of site development include increased dust from grading and construction operations and emissions from construction equipment.

Air quality in the area of the units is affected adversely primarily by vehicular traffic. An increase in traffic caused by project implementation will result in a proportionate increase in vehicle exhaust emissions. In the long term, the actual amount of pollution directly related to project development depends on the number of new vehicle trips generated by the project versus visits to the subject beaches by people travelling to the coast even if the project were not developed.

Due to the existing level of traffic on the Pacific Coast Highway and the dissipating action of off- and on-shore winds, emissions generated by the subject project will not have a substantial impact on the existing air quality of the Malibu or Pacific Palisades area.

### Impacts on Water Quality

Implementation of the project will have a minimal effect on water quality. Public water contact will not adversely affect off shore water quality. If toilet facilities at the units include septic tanks or leach lines, groundwater flows through the bluffs may increase and groundwater quality could be altered.

### Impacts on Cultural Resources

As proposed, implementation of the project will not have a significant impact on cultural resources. As proposed, facilities will be located away from potential cultural resource sites.

### Impacts on Aesthetics

In the short term, the project will adversely affect aesthetic qualities at the subject units, as a result of the noise generated by construction. Noise levels will also increase marginally above existing levels once the units are open to the public, but are not expected to reach adverse levels. With regard to noise, the bluffs will act as a buffer between activity on the beach and the homes on some adjoining properties. Parking lot noise will be less than noise levels generated on the Pacific Coast Highway.

Long-term visual impacts will be marginal; a small portion of the viewshed will be obstructed by the concessions. Implementation of the plan will result in the removal of distracting qualities such as litter, decayed building materials, and other debris. Short term visual impacts such as construction equipment and cleared vegetation will give way to refurbished public facilities, landscaping, and open space areas with a natural setting.

### Impacts on Recreation

The recreational value of the units will be improved through the rehabilitation of existing facilities and construction of new visitor-serving facilities.

### Impacts on Human Community Factors, Public Service, and Public Safety

Due to the limited size of the subject units and the nature of development in the area, the project's impact on the socio-economy of the immediate area will be minimal. The county's revenues will be increased.

Other visitor serving uses adjacent to the proposed improvements may experience an increase in sales as a result of project development.

Further, it is anticipated that the impacts upon current City of Los Angeles Department of Recreation and Parks intentions with regard to Potrero Canyon (north of PCH and approximately 0.5 miles southeast of the proposed Will Rogers State Beach concession) would be beneficial. These compatible proposed City and County land uses for this area should reinforce each other economically, enhance the visitor-servings uses at the coastline and expand recreational opportunities on both sides of the Pacific Coast Highway linking them to the extensive recreational lands of the Santa Monica Mountains.

- At Potrero Canyon and Pacific Coast Highway, the City of Los Angeles Department of Recreation and Parks intends to enter into a long term lease agreement with a concessionaire for the improvement, expansion and operation of the Sunspot Motel - an L.A. Department of Recreation and Parks owned facility.
- Additionally, the City Department of Recreation and Parks is interested in developing Potrero Canyon as a passive public recreational facility through filling operations. As a part of that development, a pedestrian overpass across PCH is under consideration as are pedestrian trails up Potrero Canyon to the Palisades Recreation Center at Sunset Boulevard to the northeast.

Development of the project sites will expose proximate private development to a higher level of contact with the public than currently exists, primarily through audio-visual impacts.

The project will not significantly affect employment opportunities, housing, or economic conditions throughout the area.

The project will not significantly affect fire, paramedic or police services of the County or the City of Los Angeles, entities which already have facilities established to provide service to the areas of the proposed concessions.

Neither project construction, nor operation of the subject units will involve use of or exposure to ultra-hazardous substances such as explosives or toxic chemicals.

There are certain potential public safety hazards associated with the use of areas adjacent to the sea cliffs north of PCH. For example, rockfalls are potential hazards that could cause personal injury or property damage. The danger posed by wildfire

exists throughout the Santa Monica Mountains region. Fires will be prohibited at each unit and fire presuppression activities (e.g., vegetation removal) will be practiced.

#### Impacts on Traffic

The Pacific Coast Highway is a heavily traveled thoroughfare currently carrying volumes in excess of its recommended optimum capacity. In relation to current PCH traffic volumes, the increase in traffic generated by the two proposed restaurant concessions is not anticipated to be significant.

At Topanga State Beach, speeds on PCH at the curve west of the project site can be excessive. To provide adequate site distances for turn movements into and out of the site and safe merging into the PCH traffic flow, access to the proposed concession was located at the westernmost limit of the site. This location assures the maximum site distances along PCH as well as providing a potential 350-foot long, left-turn pocket in the existing striped median of the highway.

At Will Rogers State Beach, access to the site will be via the existing signalized intersection at Pacific Coast Highway and Temescal Canyon Road. The concept for the concession proposes to relocate the existing parking booth and provide another to expedite ingress and egress to the facility. However, current weekend turn movements at the PCH-Temescal intersection from late June through mid-September are extremely constricted and require regulation by traffic control officers. Implementation of the proposed concession at this site is not anticipated to either exacerbate or mitigate this condition.

#### Impacts on Beach Access

The proposed project will improve beach access for users of the State Beach recreational facilities at the two units in that the ingress and egress configurations at each of the proposed concession locations will be improved as discussed in the above paragraphs.

Further, the Department of Beaches and Harbors has requested funds from the California Coastal Conservancy to repair and reactivate the existing pedestrian underpass at the PCH bridge at Topanga Creek connecting the commercial facilities north of PCH with the recreational beach facilities south of PCH. And, additional Conservancy funds have been requested to improve 8 pathways from the Temescal Parking Lots to the State Beach recreational facilities below these low bluff tops.

## Impacts on Beach Patron Parking Facilities

At the specific sites of the proposed concessions, there will be a net gain in parking facilities for beach patrons. At these State Beach units in general, the Department of Beaches and Harbors has, since 1984, initiated an ongoing program of improvements through repaving, restriping and reconfiguration of the existing parking facilities.

At Topanga State Beach: In 1984, the two unimproved terrace top parking areas provided space for approximately 168 cars (75 cars on the east bluff and 93 cars on the west bluff). Since these were unimproved areas, parking was generally in a random manner. The above number assumes an orderly parking arrangement which rarely occurred. In 1986, the east bluff was paved and striped to provide safe access and parking for 95 cars. As a part of the development of the proposed restaurant concession here, the west bluff, as well as the existing lower west bluff, will be improved to provide a total of 177 parking spaces. The majority of these restaurant parking spaces will be available for beach patron parking since it is anticipated that restaurant parking will occur after peak beach use hours.

At Will Rogers State Beach: In 1984, 51 spaces were added to the Gladstones' parking lot through the use of tandem parking. In 1985, 90 additional parking spaces were added during repaving and restriping of the Temescal lot. In 1986, an additional 19 spaces will be added in repaving. Additionally, in order to provide after-hours security through the ability to chain or spike the entry/exits, an entrance at the northerly side of Parking Lot No. 1 will be added in the immediate future. And, as a part of the development of the proposed restaurant concession, an additional 54 spaces will be added here. The following Table summarizes the improvements to the parking lots at these two State Beach units accomplished thus far:

### BEACH PATRON PARKING SUMMARY

Beach	Year	Total Parking Spaces
Topanga East Bluff	1982	75
	1986	95
Topanga West Bluffs	1982	93
	proposed by this plan	177
Will Rogers No. 1	1982	135
	1985	138
Will Rogers No. 2/No. 3 (Temescal)	1982	1378
	1985	1468
	1986	1487
	proposed by this plan	1541
Will Rogers No. 4 (Gladstones)	1982	182
	1985	233
Will Rogers No. 5	1982	55
	1985	58

### Impacts on Utilities

The proposed project will not have a significant impact on public utilities. The project will not require a significant increase in the capacities of existing utilities. Extension of existing services to the sites can be accommodated from immediately adjacent main supply lines.

### Impacts on Land Use

The units are designated State Beaches per Section 501.56 of the Public Resources Code: that is, "areas with frontages on the oceans or bays designed to provide swimming, boating, fishing and other beach oriented recreational activities". Therefore, project implementation is not in conflict with the existing land use designations for these units. The subject units are currently developed in such recreational uses and exist within an urban area.

Following project implementation, the units will provide beach recreation opportunities for the population of, and visitors to, the Los Angeles County area. The development patterns within the County area are influenced by factors independent of coastal recreation facilities (e.g., housing and job availability) and will not be affected significantly by development of the project.

### MITIGATION MEASURES PROPOSED TO ELIMINATE OR MINIMIZE ADVERSE IMPACTS

#### Physical Measures

1. Ground disturbances will be kept at a minimum and will be limited to that which is necessary for construction of the concessions and associated facilities, clearing vegetation and grading for path, parking areas.
2. Improvements will be designed and constructed to minimize the effects of visitation and erosion.
3. Improvements will be constructed to minimize surface water runoff.
4. All facilities will be designed and located to minimize adverse impacts to adjacent urban or natural surroundings. Vegetation will be used to screen facilities where appropriate.

#### Operations Measures

1. Adequate fencing, signing, and surveillance by staff will be used to discourage visitors from disturbing property and natural and cultural resources on the units.

2. Fire presuppression work will be performed as appropriate.
3. Strict enforcement of rules designed to protect natural resources and promote public enjoyment and safety will be carried out by staff.
4. The use of volunteer trails or unauthorized areas will be prohibited to reduce the potential for erosion and public safety hazards.

#### UNAVOIDABLE ENVIRONMENTAL IMPACTS

All of the impacts mentioned in the previous environmental impact section, although rated less than significant, cannot be avoided completely. The mitigation measures proposed will minimize the impacts to the greatest degree possible. However, the following basic impacts are unavoidable if the project is implemented.

1. Portions of the landform at each site will be cleared of vegetation for construction of improvements and parking.
2. The visual character of the sites will be marginally altered by the presence of additional man-made improvements.
3. Mineral and other resources will be used in the development of the project.
4. Petroleum products will be used during the development of the units and by visitors travelling to the units.
5. Noise levels will increase marginally at each unit as a result of construction and visitor use.
6. Vehicle exhaust emissions will increase at each of the units as a result of construction and additional recreational visitor usage.

The previously mentioned environmental impacts cannot be avoided if the proposed General Plan is implemented. However, the General Plan recognizes these impacts, and includes measures designed to minimize the impacts to the greatest extent possible.

#### ALTERNATIVES TO THE PROPOSED PROJECT

##### No Development

This alternative will cause the subject units to remain in their current state. Combined net operating income for these two units will become increasingly negative.



## Increasing/Decreasing Intensity of Development

Increasing development will provide for greater public access and intensity of use, but will cause a more significant impact on the existing resources. Decreasing development, such as providing a modest food service facility along with general beach use and public parking, will provide for greater resource protection, but less public access.

The General Plan proposes to provide the minimum amount of physical construction necessary for additional recreational opportunities at State Beaches in conjunction with preserving the natural environment to the maximum degree feasible. Increasing or decreasing the development proposed in this General Plan will not allow for the maximum public use and enjoyment of the area consistent with the appropriate protection of the units' natural resources.

## Alternate Locations

If alternative project sites were available within the area of the units, the impacts associated from the implementation of the plan would be displaced from one location to another.

However, all potential sites were considered for each proposed land use. The facilities locations proposed in this General Plan were selected on the basis of availability of adequate land parcels consistent with maximization of user benefits, increasing revenues and minimization of environmental impacts.

## THE RELATIONSHIP BETWEEN LOCAL SHORT-TERM USE OF MAN'S ENVIRONMENT AND THE MAINTENANCE OF LONG-TERM PRODUCTIVITY

The current short-term use of Topanga and Will Rogers State Beaches is for beach-related recreation. If the property was not in the State Park System, it would most likely be developed for residential or commercial uses.

The short-term uses of the land proposed in the general plan include measures designed to improve and protect unit resources. Therefore, these uses will protect the land's long-term productivity. The relationship between short-term use and long-term productivity is complementary, one in which the short-term use retains and expands the environment's long-term productivity.

## IRREVERSIBLE CHANGES AND IRRETRIEVABLE COMMITMENTS OF RESOURCES WHICH WOULD BE INVOLVED SHOULD THE PROJECT BE IMPLEMENTED

Some undeveloped land will be used for restaurant and day-use facilities. Some wildlife and vegetation resources will probably

be lost or displaced due to the development or increased visitation. Some nonrenewable resources will be lost in the form of oil, gasoline, and other products required to produce energy necessary to complete the proposed development, and in the form of construction materials.

#### GROWTH-INDUCING IMPACTS OF THE PROPOSED PROJECT

The development outlined in this general plan will improve the quality of recreational experiences available to State Beach users. It is not considered growth inducing.

#### EFFECTS FOUND NOT TO BE SIGNIFICANT

This General Plan proposal will not have significant adverse impacts on the following: geology, soils, vegetation, wildlife, air quality, water quality, cultural resources, scenic values, public utility services, police and fire services, traffic or land use.

ORGANIZATIONS CONSULTED

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California Department of Parks and Recreation

California Coastal Commission

California Department of Transportation (CALTRANS)

Los Angeles County Department of Beaches and Harbors

Los Angeles County Sheriff's Department

Los Angeles County Fire Department

City of Los Angeles Police Department

City of Los Angeles Fire Department