

CALIFORNIA COASTAL COMMISSION

South Coast Area Office
200 Oceangate, 10th Floor
Long Beach, CA 90802-4302
(562) 590-5071



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Staff: RMR-LB
Staff Report: 11-06-97
Hearing Date: Dec. 9-12, 1997
Commission Action:

STAFF REPORT: REGULAR CALENDAR

APPLICATION NO.: 5-97-299

APPLICANT: Tim & Rachael Soffes AGENT: Ed Kweskin

PROJECT LOCATION: 108 & 1607 Calle Lago, San Clemente, Orange County

PROJECT DESCRIPTION: Construction of a 16,650 square foot roller hockey rink facility with two bleachers, 43 parking spaces, and a separate existing building which will be converted to house a pro shop, restrooms, office and snack bar. The rink is new construction, however, the pro shop and related development will be located in an existing structure. Grading consists of 100 cubic yards of cut. The 9,000 square foot rink will have a roof but no sides. The bleachers will accommodate approximately 72 persons.

Lot area:	63,432 sq. ft.
Building coverage:	16,000 sq. ft.
Landscape coverage:	620 sq. ft.
Parking spaces:	43
Zoning:	C-3
Plan designation:	I-1
Ht abv fin grade:	

LOCAL APPROVALS RECEIVED: Approval in concept from the Community Development Department of the City of San Clemente

SUBSTANTIVE FILE DOCUMENTS: City of San Clemente certified Land Use Plan, parking study by Kaku Associates for the Wayne Gretzky Roller Hockey Center in Irvine, City of San Clemente Mitigated Negative Declaration, Planning Commission Minutes for CUP 97-43, AP 97-44 and SPR 97-45, Resolution PC 97-31 adopting the Mitigated Negative Declaration, approving CUP 97-43, Architectural Permit 97-44, and

Site Plan Permit 97-45, Geotechnical report by Peter and Associates dated July 21, 1997

SUMMARY OF UNRESOLVED ISSUES:

There are no known unresolved issues. The issue of concern to the Commission is whether the parking is adequate for the development. To address this concern the applicant submitted a parking study for a similar facility in the City of Irvine. The applicable South Coast Parking Guideline calls for 222 parking spaces. However, the independent parking study and the findings of this staff report conclude that the proposed development is a special case not covered by the parking guidelines and that the 43 parking spaces proposed by the applicant and conditioned by the Commission to provide a parking attendant during playoffs, is adequate.

SUMMARY OF STAFF RECOMMENDATION:

Staff recommends that the Commission approve the proposed project with a special condition regarding implementation of attendant parking during playoff games.

STAFF RECOMMENDATION

The staff recommends that the Commission adopt the following resolution:

I. Approval with Conditions

The Commission hereby grants a permit for the proposed development, subject to the conditions below, on the grounds that, as conditioned, the development will be in conformity with the provisions of Chapter 3 of the California Coastal Act of 1976, will not prejudice the ability of the local government having jurisdiction over the area to prepare a Local Coastal program conforming to the provisions of Chapter 3 of the Coastal Act, and will not have any significant adverse impacts on the environment within the meaning of the California Environmental Quality Act.

II. STANDARD CONDITIONS

1. Notice of Receipt and Acknowledgment. The permit is not valid and development shall not commence until a copy of the permit, signed by the permittee or authorized agent, acknowledging receipt of the permit and acceptance of the terms and conditions, is returned to the Commission office.

2. Expiration. If development has not commenced, the permit will expire two

years from the date this permit is reported to the Commission. Development shall be pursued in a diligent manner and completed in a reasonable period of time. Application for extension of the permit must be made prior to the expiration date.

3. Compliance. All development must occur in strict compliance with the proposal as set forth in the application for permit, subject to any special conditions set forth below. Any deviation from the approved plans must be reviewed and approved by the staff and may require Commission approval.

4. Interpretation. Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.

5. Inspections. The Commission staff shall be allowed to inspect the site and the project during its development, subject to 24-hour advance notice.

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

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

III. Special Conditions.

1. Provision of Attendant Parking

The applicant shall provide a parking attendant during playoff games in order to increase the capacity of the proposed parking lot through the use of tandem/aisle parking.

IV. Findings and Declarations

A. Project Description and Location

The proposed development consists of the construction of a 16,650 square foot roller hockey rink facility with two bleachers, 43 parking spaces, and a separate existing building which shall be converted to a pro shop, restrooms, office and snack bar (see Exhibit 3). Grading consists of 100 cubic yards of cut. The 9,000 square foot rink will have a roof but no sides. The bleachers will seat approximately 72 persons.

The facility is an open air rink structure with two bleachers and the parking lot on one site (108 Calle Lago, 1.25 ac.) and across the street (1607 Calle Lago, .25 ac.) will be

the pro shop, restrooms, sitting area and snack bar (see Exhibit 3). Between the parking lot and the rink bicycle racks will be installed with room for 20 bicycles. The cul de sac and street on the rink side of Calle Lago will be available for parking and the cul de sac and street opposite will be red curbed to prohibit parking and no parking signs will be posted. Seven non-metered parking spaces will remain on Calle Lago. An existing nonconforming structure at 1607 Calle Lago will be converted to accommodate the pro shop, restrooms, sitting area and snack bar. The 1607 Calle Lago site is nonconforming because it does not provide any parking.

The primary use for the in-line hockey rink is youth and adult league play, with other uses being skating aerobics, open skate, senior citizen hour and summer camps. The proposed hours of operation are from 7:00 a.m. to 10:00 p.m. Monday through Thursday, 9:00 a.m. to 11:00 p.m. Friday and Saturday, and 11:00 a.m. to 10:00 p.m. on Sunday. There will be an adult league and a youth league. The schedule provided by the applicant shows that from June to September youth league play will occur on Saturday and Sunday, with adult league play occurring after 6:00 p.m. on weekdays. During the day on weekdays the rink will be available for pick-up games, fitness skate, open skate, and youth practice. League seasons are 12 weeks long and there will be four seasons yearly. Each team will have 7-8 players per team. In July and August there will be youth camps between the hours of 8:00 a.m. and 4:00 p.m. and an extreme camp between 9:00 a.m. and noon. Each camp is limited to 35 participants. The rink and associated facilities will employ 9 to 10 employees, including referees, part-time concession stand employees, two managers, groundskeepers, pro shop operator and possibly security.

The existing use of 108 Calle Lago is a towing/auto storage yard. The current use for 1607 Calle Lago is a storage yard. Both the 1.25 ac. and .25 ac. sites will be leased by the applicant.

The property is located on a cul de sac in the North Beach Specific Plan study area between North El Camino Real and Avenida Pico. Located north and east of the site is a storm drain channel, Avenida Pico and the San Clemente sewer plant and City Corporation Yard and the West Pico Corridor Specific Plan area. To the northwest is the vacant 254 acre Marblehead property site. The properties around Calle Lago are zoned mixed-use and public, with existing land uses ranging from industrial to residential. The land use designation on the site is I1 or light industrial. The site is accessible from North El Camino Real only and Calle Lago terminates in a cul de sac prior to intersecting with Avenida Pico.

To the south of the site across El Camino Real is the main North Beach area which consists of the a municipal parking lot, the Ole Hansen Beach Club, the Metrolink Station, and the beach itself. The area is a primary beach destination point, but is currently underutilized. There is currently sufficient beach parking in the municipal lot

and beach parking does not extend across El Camino Real to Calle Lago as will be demonstrated in the findings of this staff report.

To address water quality concerns, the mitigated negative declaration notes that the project will be required to supply settling chambers for the area drainage system in conformance with NPDES criteria.

B. New Development

Sections 30250 and 30252 of the Coastal Act provide guidelines for new development. Provision of parking is the key Coastal Act issue regarding this development.

1. Coastal Act Policies

Section 30250(a) of the Coastal Act states:

New residential, commercial, or industrial development, except as otherwise provided in this division, shall be located within, contiguous with, or in close proximity to, existing developed areas able to accommodate it or, where such areas are not able to accommodate it, in other areas with adequate public services and where it will not have significant adverse effects, either individually or cumulatively, on coastal resources. In addition, land divisions, other than leases for agricultural uses, outside existing developed areas shall be permitted only where 50 percent of the usable parcels in the area have been developed and the created parcels would be no smaller than the average size of surrounding parcels.

Section 30252 of the Coastal Act states:

The location and amount of new development should maintain and enhance public access to the coast by (1) facilitating the provision or extension of transit service, (2) providing commercial facilities within or adjoining residential development or in other areas that will minimize the use of coastal access roads, (3) providing nonautomobile circulation within the development, (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation, (5) assuring the potential for public transit for high intensity uses such as high-rise office buildings, and by (6) assuring that the recreational needs of new residents will not overload nearby coastal recreation areas by correlating the amount of development with local park acquisition and development plans with the provision of onsite recreational facilities to serve the new development. (emphasis added)

The proposed development would result in the conversion of a towing/auto storage yard to an in-line skate roller hockey rink. The site is located within one-half mile of the beach, specifically the North Beach area. The North Beach area includes the Metrolink Station, the Ole Hansen Beach Club, a 1930's era movie theater which is currently not

operational, a restaurant, a 7-11 convenience store and miscellaneous commercial/retail uses along North El Camino Real.

There are three parking issues which need to be analyzed relative to this proposed development. The first issue is whether the project site area is utilized for beach parking. The second issue is whether Commission approval of this project would have an adverse impact on beach parking. The third issue is whether the proposed development is providing adequate parking.

2. Existing Parking Situation

The City of San Clemente contracted for a city-wide parking needs assessment and study in 1995 which focused on the downtown, Pier Bowl and North Beach areas. The 1995 parking study found that the existing parking supply in North Beach consisted of 860 parking spaces and that 46% of these spaces are utilized. Of these 860 parking spaces 486 are public. Of these 486 spaces 252 were metered off-street, 87 were metered on-street and 147 were unmetered on street. An exhibit of the North Beach Specific Plan study area is included as Exhibit 2.

The majority of public parking in the North Beach area is found in the Ole Hanson Beach Club (106 parking spaces) and the public parking along Avenida Estacion (146 parking spaces). In addition, in the area of the Ole Hanson Beach Club there are 35 metered on-street parking spaces. In the Calle Desecha area there are 37 metered on-street parking spaces. Finally, there are an additional 22 metered and unmetered parking spaces along Calle de las Bolas. The total number of parking spaces available for beach parking in the vicinity of the beach (see Exhibit 2, sections 1,7,8,9) is 346 public parking spaces.

Persons going to the beach would most likely park along Avenida Estacion first, in the Ole Hanson Beach Club second, and to utilize area on street parking seaward of North El Camino Real last. The parking study surveyed beach parking on a summer Saturday at 10:00 a.m., 12:30 p.m., 2:00 p.m., and 4:00 p.m. The highest parking utilization was for the off-street public parking along Avenida Estacion and the parking spaces in section 8 along Calle de Las Bolas. Parking demand at the Ole Hanson Beach Club reached a high of 70% utilization at 2:00 p.m. on Saturday.

The parking study concluded that there is an existing parking surplus in the North Beach area and that an additional 125,000 sq. ft. of development could be safely accommodated in the North Beach area without the need for additional parking.

The proposed development is located at the cul de sac of Calle Lago in block 3 on Exhibit 2. In blocks 3 and 4 there are 92 private parking spaces and 47 public parking spaces, most of which are along North El Camino Real. Geographically, the project site is separated from the main beach parking area by North El Camino Real. Results

from the parking study indicate that maximum public parking demand on Saturday for block 3 was 7% at 10:00 a.m., 12:30 p.m., and 4:00 p.m. and 0% at 2:00 p.m.. For block 4 public parking demand was 28% at 10:00 a.m., 12:30 p.m. and 4:00 p.m. and 25% at 2:00 p.m. Private parking demand in block 3 was 42% at 10:00 a.m., 23% at 12:30 p.m., 28% at 2:00 p.m. and 9% at 4:00 p.m. Block 4 private parking demand was 41% at 10:00 a.m., 43% at 12:30 p.m., 37% at 2:00 p.m. and 27% at 4:00 p.m. Persons going to the proposed project site would be most likely to park in the proposed parking lot first, along Calle Lago second and along North El Camino Real third.

The parking demand figures for public and private parking in blocks 3 and 4 indicate that private parking demand is greater than public parking demand and that maximum public parking demand in block 3 was 7%. The conclusion from these figures is that the majority of parking in block 3 is employee or business related in private parking lots reserved for area businesses.

Therefore, the Commission can conclude from this parking study that public parking in the vicinity of the proposed development (block 3) is not utilized for beach parking and is currently underutilized (7%).

3. Related Parking Study

In support of the proposed development the applicants submitted a parking study which was conducted for the City of Irvine by Kaku Associates in 1995 for a three rink facility in the City of Irvine. Kaku Associates, in turn, examined the parking situation for three existing roller hockey facilities: the Irvine Hockey Club (2 rinks indoor), the West Covina Park (2 outdoor rinks), and Stewart's Roller World in Fullerton (one indoor rink).

The parking study analyzed parking demand at the three facilities on a weekday and weekend. The study shows that on the weekday the peak time for parking was after 6:00 p.m. and there was very little parking demand prior to 4:00 p.m. On the weekend, parking demand was less than during the week with peak demand at Irvine from 1:00-2:00 p.m., at Covina from noon to 1:30 p.m., and at Fullerton from 10:00-11:00 a.m.

The peak parking demand correlates on weekdays to hockey games held after 6:00 p.m. (adult leagues) and on weekends between noon and 1:00 p.m. (youth leagues). For practices the parking demand falls from an average peak demand of 34 during the week to an average of 18 per rink.

The City of Irvine analyzed the parking study for the Wayne Gretzky Roller Hockey Center, which consists of three indoor rinks, 117 parking spaces and associated retail services. The parking study determined that the ancillary retail uses would not generate additional parking demand because they were uses primarily associated with users of the rinks, not outside persons. The parking study analyzed three options: two rinks with games and one rink for warm-up; two rinks with games and one rink for

practice; and three rinks with games. Based upon the parking study of the existing roller hockey facilities, the parking consultants determined that the per rink parking demand average per game was 34 parking spaces and the per rink parking demand average for practice was 18. The parking demand figures were based on the cars in the parking lots at the times the counts took place and therefore would include employees.

The parking study determined that under the maximum parking demand scenario of three games at three rinks, 120 parking spaces would be required, which equals an average maximum demand of 40 spaces. The three rink facility was proposing to construct 117 parking spaces. The City of Irvine agreed to give the applicants a credit of 5-6 parking spaces for installing a drop-off zone, which increased the total to 123 parking spaces.

4. City of San Clemente Analysis

The City of San Clemente Planning Commission did not rely on the findings of the Kaku Associates study in their findings of approval. The City of San Clemente reasoned that there are seven to eight members on each roller hockey team and that under the maximum use conditions there would be two teams playing and two teams showing up, for a total of 32 players. The City also calculated employee parking separately, while the Kaku Associates Study average parking demand figures included employee parking. The City found that another 8 spaces would be required for employees, raising the maximum number of spaces required to 40. Under the City's scenario the maximum number of 40 spaces is still less than the 43 spaces proposed by the project.

The City was concerned that during playoffs parking demand could exceed parking supply, because the playoff games were a special case and had the potential to exceed the 43 parking spaces being provided by the applicants. Therefore, the City, in its conditions of approval, is requiring that during playoff games, the facility operators provide valet/tandem parking.

5. Commission Parking Guidelines

The South Coast District Guidelines includes standards for parking. The appropriate category in these guidelines for this development includes dance halls, pool or billiard parlors, roller or ice skating rinks, exhibition halls, private clubs, lodge halls and union headquarters. The parking standard for these facilities is 1 space for each 75 square feet or 1 space per each 3 persons allowed within the maximum occupancy. For the San Clemente Hockey Club applying this standard for square footage would mean that the applicants would have to supply a total of 222 parking spaces. The rink is not an enclosed structure, and therefore the maximum occupancy standard for this category of development does not apply. Planning staff consulted with the San Diego and Ventura offices and determined that similar projects had not been approved in those areas.

Therefore, there is no precedent for alternative parking standards for this development in the southern California area.

There are mitigating factors which could argue for a reduction in the parking demand in the City of San Clemente. First, San Clemente is located at the extreme southern end of Orange County with an adjoining population to the north only. Second, the City of San Clemente is relatively small in size which supports the case for car pooling and use of alternative transportation in the case of children (bicycles, etc.). Third, the hockey rink caters to in-line hockey players primarily. There are some other classes offered, however, the main draw is hockey. The difference between this sport and say ice skating is that a person can practice in-line skating anywhere, whereas with ice skating you must go to an ice rink. The same is true to a certain degree with roller skating, although you still can see lots of skaters in areas like the Santa Monica bike paths.

In line hockey games, cannot be included in the same category of use as dance halls, ice rinks, etc. The sport of in line hockey is a relatively new sport and was not contemplated at the time the Commission parking standards were devised. Therefore, the more appropriate data upon which to establish parking demand for the proposed development is the the Kaku Associates study of other in-line hockey facilities.

6. Conclusions

The major issue posed by this development is parking. The three questions asked earlier in the staff report were: 1) Is public parking in the vicinity of the project site used for beach parking? 2) Will approval of this development as proposed have adverse impacts on coastal beach parking and access? and, 3) Is the parking proposed by the applicants adequate?

The San Clemente Roller Hockey Club is a one rink facility with a proposed parking supply of 43 parking spaces. Using the average parking demand figures from the parking study cited above, the maximum parking demand would be 40 parking spaces and the average parking demand would be 34 parking spaces. Both these figures fall within the 43 spaces being provided by the applicant. Under ordinary circumstances the parking provided would be adequate, however, the City of San Clemente expressed concern that valet/tandem parking be provided during playoff games. The Kaku Associates parking study did not examine parking during playoff games, which could be considered a worst case parking scenario because more people would be likely to attend playoff games than regular games. Staff has incorporated this special condition as a part of this permit.

Using the parking demand averages obtained from the parking study the San Clemente Hockey Club parking supply is satisfactory (43 versus 34) for the peak game scenario.

Under the City of San Clemente parking analysis the parking provided by the development is adequate to meet ordinary demand.

Based upon the analysis in the City of San Clemente's 1995 parking study and the findings in this staff report, the public parking in the project site area is not utilized for beach parking. Based upon the City of San Clemente's parking study and the findings of this staff report, approval of the proposed development will not have an adverse impact on beach parking and access.

Section 30250(a) of the Coastal Act requires that new development be located in areas able to accommodate it and where it will not have significant adverse effects, individually or cumulatively, on coastal resources. Section 30252(4) of the Coastal Act requires that new development provide adequate parking facilities.

This staff report includes one special condition regarding parking. The special condition requires that the applicants provide valet/tandem parking during playoff games.

Only as conditioned does the Commission find that the provision of parking for the proposed development conforms with sections 30250 and 30252 of the Coastal Act.

C. Local Coastal Program

Section 30604(a) of the Coastal Act provides that the Commission shall issue a coastal development permit only if the project will not prejudice the ability of the local government having jurisdiction to prepare a local coastal program which conforms with Chapter 3 policies of the Coastal Act.

The Commission certified the Land Use Plan for the City of San Clemente on May 11, 1988, and certified an amendment approved in October 1995. As conditioned, the proposed development is consistent with the policies contained in the certified Land Use Plan. Therefore, approval of the proposed development will not prejudice the City's ability to prepare a Local Coastal Program for San Clemente that is consistent with the Chapter 3 policies of the Coastal Act as required by Section 30604(a).

D. Consistency with the California Environmental Quality Act (CEQA)

Section 13096 of Title 14 of the California Code of Regulations requires Commission approval of Coastal Development Permits to be supported by a finding showing the permit, as conditioned, to be consistent with any applicable requirements of the California Environmental Quality Act (CEQA). Section 21080.5(d)(2)(i) of CEQA prohibits a proposed development from being approved if there are feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse impact which the activity may have on the environment.

The proposed project has been conditioned in order to be found consistent with sections 30250 and 30252 of the Coastal Act. A mitigation measure requires the applicant to provide valet/tandem parking during playoff games. As conditioned, there are no feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse impact which the activity may have on the environment. Therefore, the Commission finds that the proposed project can be found consistent with the requirements of the Coastal Act to conform to CEQA.

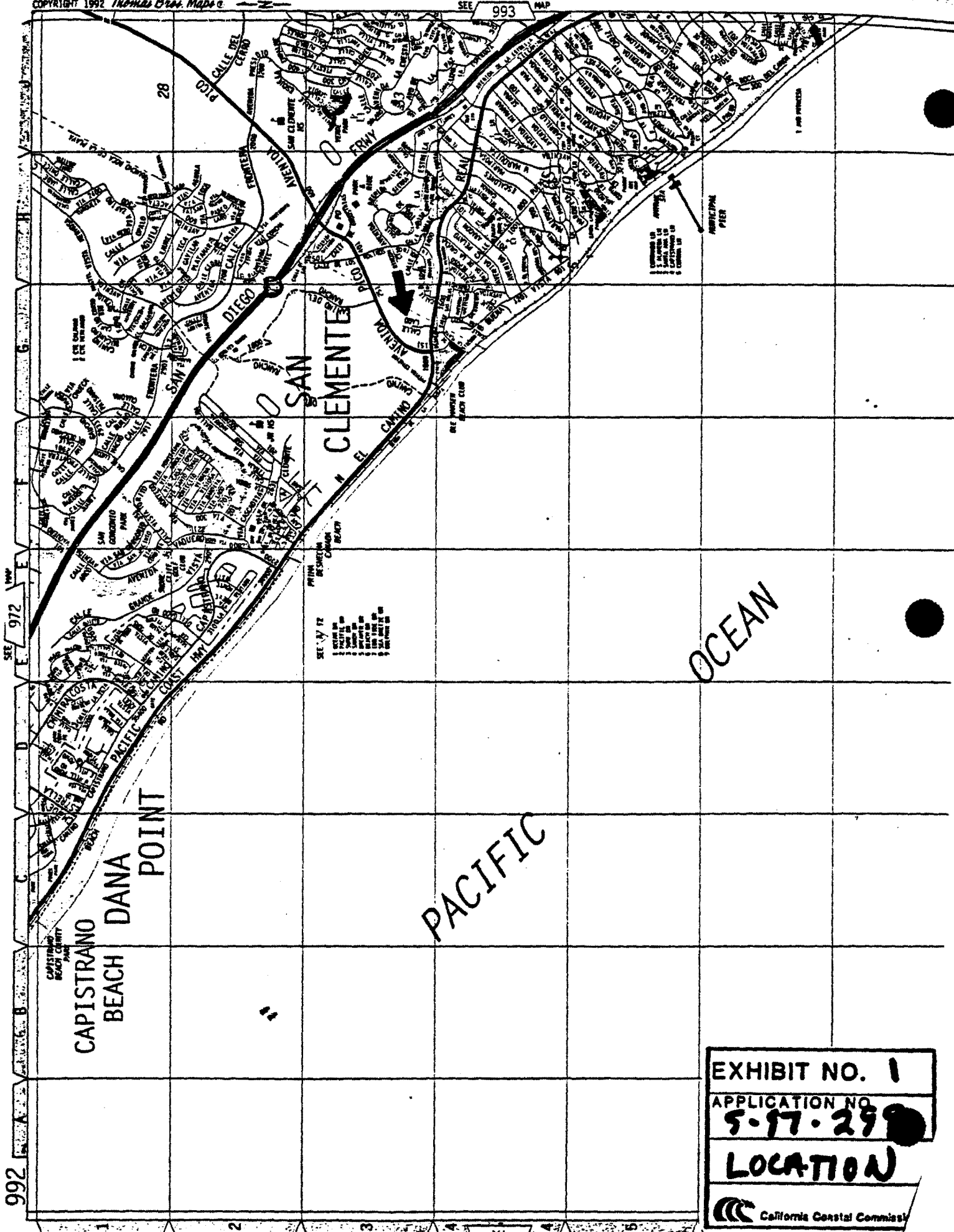


EXHIBIT NO. 1

APPLICATION NO. 5-97-29

LOCATION

California Coastal Commission

EXHIBIT NO. 2

APPLICATION NO.

5-97-299

NORTH BEACH

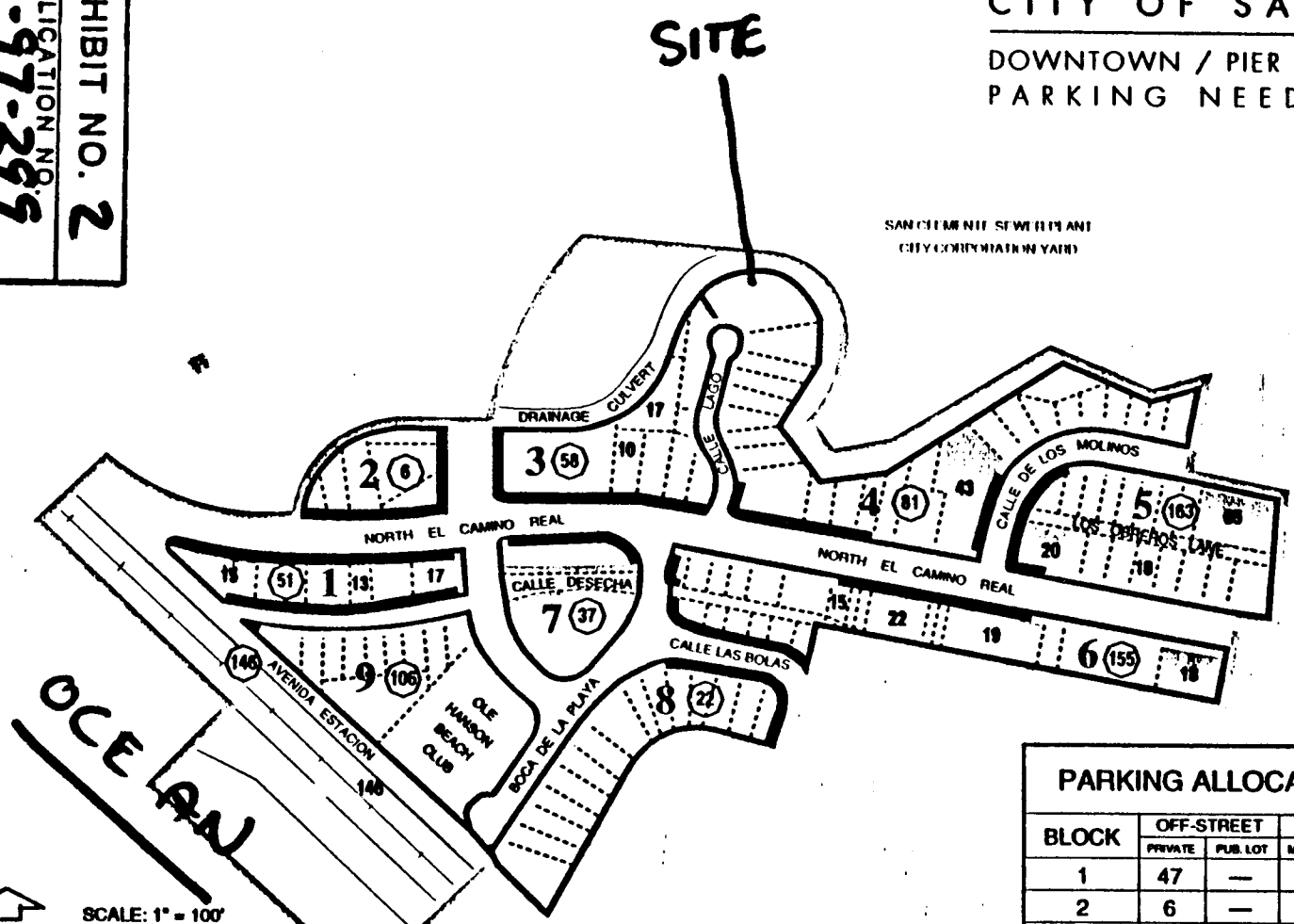
CITY OF SAN CLEMENTE

DOWNTOWN / PIER BOWL / NORTH BEACH

PARKING NEEDS ASSESSMENT

EXHIBIT 16, NORTH BEACH

PARKING INVENTORY



SAN CLEMENTE SEWELL PLANT

CITY CORPORATION YARD

- SCALE: 1" = 100'

PARKING NEEDS ASSESSMENT BOUNDARY

BLOCK BOUNDARY

LOT BOUNDARY

NO PARKING

UNRESTRICTED PARKING

2HR PARKING - UNMETERED

6HR PARKING - METERED

10 HR PARKING - METERED

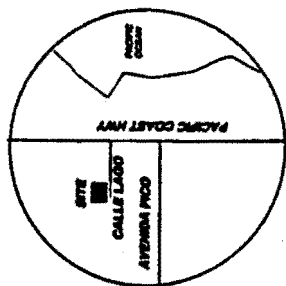
PUBLIC PARKING LOT - METERED

PRIVATE PARKING LOT (LOTS WITH 10 OR MORE SPACES)

TOTAL PARKING SPACES PER BLOCK

NOTE: 25 CENTS FOR EACH 20 MINUTES FOR ALL METERS

PARKING ALLOCATION BY BLOCK					
BLOCK	OFF-STREET		ON-STREET		TOTALS
	PRIVATE	PUB. LOT	METERED	UNMETERED	
1	47	—	4	—	51
2	6	—	—	—	6
3	43	—	—	15	58
4	49	—	—	32	81
5	131	—	—	32	163
6	98	—	—	57	155
7	—	—	37	—	37
8	—	—	11	11	22
9	—	106	35	—	141
PUB. LOT	—	146	—	—	146
TOTALS	374	252	87	147	860

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Link

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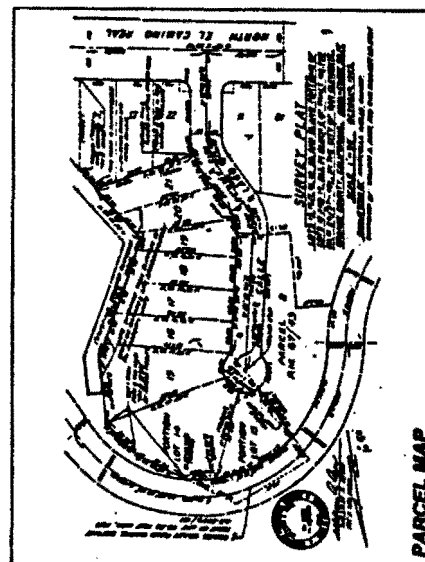
SAN CLEMENTE HOCKEY CLUB

OWNER : TIM SOFFES (714) 443-0007
PLANNING CONSULTANT : ED KINESON (714) 381-4388

SITE PLAN - ROOF PLAN

[illegible]

THE NEW INFORMATION:



DATE RECEIVED

SP-1

EXHIBIT NO. 3

APPLICATION NO

5-97-298

SITE PLAN

**California Coastal Commission**