

CALIFORNIA COASTAL COMMISSION

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

Filed: Apr. 11, 1997
49th Day: May 30, 1997
180th Day: Oct. 8, 1997
Staff: JLR-LB
Staff Report: Apr. 28, 1997
Hearing Date: May 13-16, 1997
Commission Action: May 13, 1997
Revised Findings: Aug 12, 1997

REVISED FINDINGS**RECORD PACKET COPY**

APPLICATION NO.: 5-97-062

APPLICANT: Association of Volleyball Professionals (AVP)

PROJECT LOCATION: 100 Pier Avenue, on the beach just north of pier, Hermosa Beach, Los Angeles County.

PROJECT DESCRIPTION: As amended at the public hearing, installation of temporary bleachers (with a total seating capacity of 6,747), courtside chairs, staging, tents/canopies, and eight volleyball courts (30' x 60') for AVP Beach Volleyball Tournament to be held on July 25-27, 1997, with set-up July 21-24, and tear-down July 28-29. The proposed event also includes the closure of lower Pier Avenue to be used by vendors, closure of lower 13th Street to be used by AVP event personnel resulting in the loss of 60 on-street metered public parking spaces. The three enclosed center courts will have 6,747 seats total with no admission charge. The five outer un-bleached courts are also open for public events with no admission fee. The applicant also proposes to provide remote parking at Mira Costa High School and the Hermosa Beach City Hall (approx. 503 parking spaces) with shuttle service.

Project Area	2.0 acres
Parking spaces:	N/A
Zoning:	Park and Recreation
Plan designation:	Public Beach
Ht abv fin grade	25 feet

Commissioners eligible to vote on the Revised Findings:

Yes: Commissioners Allen, Calcagno, Flemming, Kehoe, Nava, Pavley, Rose, Staffel, Tuttle, Wan, Chairman Areias

Summary of Staff Recommendation:

On May 13, 1997 the Commission approved the temporary volleyball event with conditions which required the provision of remote public parking and a free public shuttle service to the beach in order to replace reserved public parking spaces and to offset the additional parking demands generated by the proposed event. The parking/traffic management plan must also include an interim traffic control plan and monitoring report. Special conditions also require a 60 foot setback from the water, prohibit interference with the public's use of the bike path and the Strand, and require the removal of all temporary improvements from the beach by 7:00 p.m. on July 29, 1997.

SUBSTANTIVE FILE DOCUMENTS: City of Hermosa Beach Certified Land Use Plan, CDP No. 6-88-102 (San Diego Pops), 6-91-207 (Knight and Carver), 6-91-73 (22nd and Ag district), 5-96-082 (Hermosa Beach), Staff Report dated XXX for Commission Workshop on Temporary Events Held on January 8, 1997, and CDP No. 5-92-177 City of Hermosa Beach (preferential parking program).

PROCEDURAL NOTE

The project requires a coastal development permit pursuant to Sections 30610 (i) of the Coastal Act, and Section II(a-c) of the Guidelines for the Exclusion of Temporary Events from Coastal Commission Permit Requirements adopted 5/12/93, because the proposed temporary event meets all of the following criteria:

- a) The event will be held between Memorial Day weekend and Labor Day; and,
- b) The event will occupy all or a portion of sandy beach area; and,
- c) The event because of its scale and duration, including set up and take down may adversely impact public access to the beach.

STAFF RECOMMENDATION:

The staff recommends the Commission adopt the following resolution and revised findings:

I. Approval with Conditions

The Commission hereby grants, subject to the conditions below, a permit for the proposed development on the grounds that the development, as conditioned, 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, is located between the sea and first public road nearest the shoreline and is in conformance with the public access and public recreation policies 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.

The permit is subject to the following conditions:

1. Parking/Traffic Management Plan

Prior to the issuance of the Coastal Development Permit and June 25, 1997, the applicant shall submit a Parking/Traffic Management Plan, for the review and approval of the Executive Director. The approved plan shall be implemented by the applicant and shall include the following components:

- a) The applicant shall provide a valid lease or licensing agreement for remote parking lots providing public parking for no fewer than 1,060 cars, in order to replace the parking reserved on the streets for event and vendor use, and to provide parking to meet the increased demands generated by the proposed event. The replacement parking shall not include any parking lots that are included in the City's approved beach preferential parking program, as approved in CDP #6-92-177. The applicant shall provide a valid lease agreement for each lot indicating its number of spaces and location. The 1,060 required parking spaces shall be available for use by all members of the public on Saturday and Sunday (July 26-27, 1997) between the hours of 7 a.m. to 7 p.m.
- b) The applicant shall be responsible for the provision of a free

shuttle service, in order to provide free public transportation between the remote parking lots and the event and beach area. The applicant shall provide a valid agreement with a shuttle operator, shuttle routes and operating schedule to provide such a shuttle service, as follows: the shuttle service shall run continuously to provide free public beach transportation between the beach area and the remote parking areas on Saturday and Sunday (July 26-27, 1997) between the hours of 7 a.m. to 7 p.m.; the "headway" time between shuttle service pick-ups shall be not more than 15 minutes; and, the free shuttle service shall be available for both the general public and event spectators.

- c) The plan shall include conspicuously posted on-street informational signs and banners to direct visitors to the remote free parking areas and free shuttle stops. The signs and banners shall also inform the public of the availability of a free bus shuttle for both event customers and the general public. No fewer than ten informational signs shall be placed along major intersections leading into the City i.e., Gould Avenue/Pacific Coast Highway, Aviation Blvd./Pacific Coast Highway, Herondo Street/Ardmore Avenue, Herondo Blvd/Hermosa Avenue, and Valley Drive/Pier Avenue. The signs shall be 6' high, free-standing and be no smaller than 2' x 3'.
- d) The applicant shall provide no fewer than eight radio announcements within the Los Angeles County area informing the public of the availability of remote parking. These stations shall represent all diverse ethnic and cultural Los Angeles radio markets and shall include Spanish language, youth and news stations.
- e) Interim traffic control shall be provided in areas of the City as deemed necessary by the Police Department to ensure safety and to avoid lack of traffic circulation and potential gridlock at the streets terminating around the event site. The traffic control plan coupled with the signage program should direct traffic away from the event site to the remote lots and other available parking in the vicinity and avoid significant traffic congestion on streets surrounding the event site to the maximum extent possible.
- f) The parking/traffic management plan shall include provisions for monitoring and evaluating the effectiveness of the approved plan. The monitoring must document the adequacy of off-site parking by identifying the percentage of lots, or number of spaces, occupied during the time of highest attendance each day; the condition of traffic flow along Pier Ave., Valley Drive, Ardmore and Pacific Coast Highway, in the vicinity of the event and along the proposed shuttle routes (i.e., free-flowing but moving, congested, gridlock, etc.); and the effectiveness of signage, traffic officers, etc., based on the applicant's observations and feedback from the public and City of Hermosa Beach. Following the event, the monitoring program shall be summarized in a written report which shall be submitted to the Executive Director on or before August 31, 1997. The report should identify any problems that occurred and make recommendations for

improvements in the future. The report shall be retained in the file and used in the review of future permit applications for the AVP volleyball tournament or similar events.

- g) The City Hall lot and the Valley Drive Community Center lot and other lots in the City's Preferential Parking Program shall not be used as exclusive remote parking lots for event employees nor should they be identified as remote "public access mitigation" lots for the event.
- h) The number of metered on-street parking spaces to be exclusively used by personnel for the event and vendors shall not exceed 60 spaces.

The permittee shall undertake the development in accordance with the approved parking/traffic program. Any significant changes to the approved plan should be reported to the Executive Director. No change to the plan shall occur without a Commission-approved amendment to the permit unless the Executive Director determines that no such amendment is required. The applicant shall provide the required parking spaces, signs and free shuttle service as approved by the Executive Director.

2. Pier, Bicycle Path and The Strand

The event shall not interfere with the public's use of the pier, bicycle path and The Strand, a public walkway that parallels the beach. The pier, bicycle path and The Strand shall remain open and unobstructed. No fences, trucks or other structures shall be placed on the bicycle path or The Strand, or block access to the pier. The applicant shall monitor The Strand and bicycle path in order to prevent any encroachments by event sponsors and vendors.

3. Public Access to and Along the Water

The proposed event, and all associated development, shall not encroach any closer than 60 feet to the highest water mark.

4. Removal of Temporary Improvements

All temporary improvements permitted herein shall be removed in their entirety and the site restored to its pre-existing condition by no later than 7:00 p.m. Tuesday, July 29, 1997, unless the time is extended at the request of the City for safety purposes or to schedule City maintenance.

IV. Findings and Declarations

The Commission hereby finds and declares as follows:

A. Project Description, Location and Background

The proposed project is for the installation of temporary improvements associated with the AVP Beach Volleyball Tournament to be held on July 25-27, 1997, at Hermosa Beach. The subject site will be located approximately 70

feet north of the Hermosa Pier on sandy beach. The entire set-up/site plan will occupy approximately 2.0 acres of sandy beach. Sale of food, drink and souvenirs is proposed. The equipment on-site includes three tour trucks, two sponsor trucks, two television trucks and generator, one concessions truck and trailer, bleachers, two camera platforms, stage, P.A. system, an electronic score board, up to twenty tents, a maximum of six inflatable advertisement displays, flags and eight volleyball courts. The event has received a park use permit issued by the City of Hermosa Beach.

The proposed event also includes the closure of lower Pier Avenue to be used by vendors, closure of lower 13th Street to be used by AVP event personnel resulting in the loss of 60 on-street metered public parking spaces. The three enclosed center courts will have 6,747 seats total with no admission charge and the five outer un-bleached courts are also open for public events with no admission fee. The applicant originally proposed to charge admission for the center courts. At the public hearing the applicant amended its application to delete the request to charge admission and agreed to comply with the permit. The project description has been revised accordingly to reflect this amendment to the application.

Last year's event included perimeter fencing. This year's event does not propose any fencing. Instead, the center court and two outer courts will be enclosed with bleachers. The five other courts open to public access and view. Between the outer courts and center court, a mall area will be set up that will contain sponsor booths that will be free to the public (See exhibit B). In addition, the applicant is proposing to incorporate auxiliary programs during the week-end event to attract youngsters to the event including a free volleyball clinic and youth tournament culminating in a youth match game in the center court stadium. Last year's event included a charge for admission to the eats. While this admission charge was part of the original proposal, the applicant deleted the admission charge from the project description at the public hearing.

Set-up and promotion for the proposed AVP event will occur from July 21, through July 24, 1997, from 8:00 A.M. to 7:00 P.M. The actual event will be held from 7:00 A.M. to 8:00 P.M. July 25-27, 1997, Friday through Sunday. Play generally ends about 6:00 P.M. each day. Break-down will occur from 8:00 A.M. to 7:00 P.M. Monday and Tuesday, July 28-29, 1997.

The applicant also proposes to provide remote parking at Mira Costa High School and the Hermosa Beach City Hall (total of 503 parking spaces), with one (52 seat) free shuttle bus to transport the public from the remote lots to the event site to be run every 30 minutes. Public parking for the event will also be available in the nearby improved parking lots and along streets.

B. Objections Received from the Public at Last year's Event

Last year's event raised objections from the public. The basic concerns were cumulative impacts of temporary events, beach parking, litter, noise, and public safety. The applicant contends that these concerns have been mitigated for this year's event. The opponents objections are as follows:

- a) This event is a commercial use that should not be permitted on a public beach.
- b) The inflated advertising displays are visually intrusive and inconsistent with the County "zero" alcohol provisions.
- c) The event will prevent the public from using the beach because of adverse impacts on parking/circulation.
- d) The scale of the event is too large for this narrow beach.
- e) There is no week-end in summer when there is not a special event.
- f) Heavy equipment used for the set-up and tear-down is not compatible with recreational use.
- g) The shuttle bus system was not properly advertised.
- h) The project generates too much noise.
- i) The generators used for the event create obnoxious odors .
- j) The number and size of the signs, inflatable beer cans and other product replicas and vehicles painted with signs attached result in unacceptable commercialization of the beach.
- k) Charging admission is exclusionary.

Regarding cumulative impacts, objections received from the public at last year's event stated that temporary events were precluding the public from use of a public beach. Various persons objected to the private, exclusive use of the public beach and that cumulatively, temporary events were precluding the public from use of the beach.

To address the issue of cumulative effects, the City states that only three other commercial (privately sponsored) temporary events are scheduled this summer between Memorial and Labor Day. The City contends that because of the small number of scheduled commercial events, there will be no significant cumulative impacts on beach access. Following is information provided by the City:

- 2. There are four (4) commercial events on the beach scheduled between Memorial and Labor Day Weekends on the beach (see attached grid). With the exception of the AVP, no event has requested to charge admission fees for their event. While attendance at each of these events varies, experience has shown that the AVP usually draws up to 6,000 spectators while the remaining events attract approximately 500-2000.
- 3. The City schedules additional low key recreational activities on the beach each summer such as youth and adult classes and amateur tournaments. Staff has not completed the 1997 program to date but we have tentatively scheduled:

Two AVP youth tournaments (on weekdays)

One CBVA amateur tournament

These events are for participation only and have a minimal impact on the beach.

The applicant has attempted to mitigate the concerns raised by the public. Following is a summary of the changes as submitted by the applicant (See Exhibit D for more details):

As a preface to the specific points let me say that we have gone to great lengths to make this year's event the best organized, most attractive, and least impactful in recent history. Specifically, we have worked to maximize access to the event area by doing away with perimeter fencing used last year to secure the event venue. In addition to increased access, we will improve on the aesthetic appeal by maintaining an ocean view through the venue. Secondly, we have put a tremendous emphasis on minimizing our impact on existing parking and traffic flow through the more aggressive advertisement and use of our shuttle service. We will mitigate noise impact by changing the direction of public address speaker systems which has required the reconfiguration of the center court area. Finally, we have worked very closely (and will continue to do so) with the City of Hermosa Beach to deal most effectively with all these impact issues as well as new programs that will make the US Championships at Hermosa Beach a more community friendly event. These include the addition of community events and youth activities run in conjunction with our event.

C. Public Access and Recreation

Pursuant to Section 30604(c), every Coastal Development Permit issued for any development between the nearest public road and the sea or the shoreline of any body of water located within the coastal zone shall include a specific finding that such development is in conformity with the public access and public recreation policies of Chapter 3 (commencing with Section 30200). The proposed project must conform to the following Coastal Act policies which encourage public access and recreational use of coastal areas.

Section 30210 of the Coastal Act states:

In carrying out the requirement of Section 4 of Article X of the California Constitution, maximum access, which shall be conspicuously posted, and recreational opportunities shall be provided for all the people consistent with public safety needs and the need to protect public rights, rights of private property owners, and natural resource areas from overuse.

Section 30211 of the Coastal Act states:

Development shall not interfere with the public's right of access to the sea where acquired through use or legislative authorization, including, but not limited to, the use of dry sand and rocky coastal beaches to the first line of terrestrial vegetation.

Section 30212 of the Coastal Act states, in part:

- (a) Public access from the nearest public roadway to the shoreline and along the coast shall be provided in new development projects...

Section 30213 of the Coastal Act, a public access policy, requires that the plaza's lower cost visitor and recreational facilities shall be protected and encouraged.

Section 30213 of the Coastal Act states:

Lower cost visitor and recreational facilities shall be protected, encouraged, and, where feasible, provided. Developments providing public recreational opportunities are preferred.

Section 30220 of the Coastal Act states:

Coastal areas suited for water-oriented recreational activities that cannot be readily provided at inland water areas shall be protected for such uses.

Section 30221 of the Coastal Act states:

Oceanfront land suitable for recreational use shall be protected for recreational use and development unless present and foreseeable future demand for public or commercial recreational activities that could be accommodated on the property is already adequately provided for in the area.

Section 30233

Upland areas necessary to support coastal recreational uses shall be reserved for such uses, where feasible.

Although the proposed event will not physically block access to the pier or water, it will impact the public's ability to access and use the coast by increasing the demand for public parking in the area while reducing the supply of available public parking, and by restricting the use of a portion of the sandy beach to a specific group of people attending the event.

In regards to public beach parking, the crowds generated by the proposed event, in association with the event's reserved use of public parking areas, will negatively affect beach goers' ability to find a parking space near the beach. The Commission has consistently found that a direct relationship exists between the provision of adequate parking and availability of public access to the coast.

Section 30252 of the Coastal Act States:

The location and amount of new development should maintain and enhance public access to the coast...(4) providing adequate parking facilities...

Temporary events, such as that proposed, attract thousands of people to already crowded beach areas during the summer. However, such events rarely provide any additional parking for attendees. The additional visitors drawn by the special events can over burden the limited beach parking supplies. When large events draw thousands of additional people to one beach area, there simply is not enough public parking available to accommodate all of the people. Many beach goers who cannot find a parking place may be prevented from using the beach during a large event.

The City of Hermosa Beach addressed the issue of availability of public beach parking by developing a preferential parking program which was reviewed by the Commission through CDP #5-92-177. In review of the the proposal, the Commission must found the downtown beach/pier area currently serves as a major visitor destination point for recreational purposes. Given this resource, it is important that development be carefully evaluated so as to protect, preserve and enhance public access to these recreational facilities. The Commission recognized parking lots in Los Angeles County are necessary to support recreational uses. Public access to beaches in Los Angeles County is limited by public parking availability. A State Park study published in 1965 identified on-street parking as the principle limitation on public access to publicly owned beaches throughout the County. Since the time the survey was done, there has been no significant change in the transportation system serving Los Angeles County Beach Areas.

Most of the urbanized coastline in Los Angeles and Orange Counties is within small cities. In many, like Hermosa Beach, the beach is publicly owned and access is limited by the transportation system, which for people in the Los Angeles basin means the automobile. Many of these small cities, including Hermosa Beach, were subdivided in the time of the street railways and have inadequate provisions for cars. The inadequate provisions for cars includes narrow streets and very little off-street parking. Additionally, historic downtown subdivision and development practices have restricted adequate provisions of off-street private parking spaces. This has resulted in a shortage of parking due to competing peak hour and seasonal parking demands of beach-goers, customers of commercial establishments and the surrounding residential uses which range from low to high density.

In order to mitigate these parking conflicts, the City established a preferential beach parking program. On May 18, 1982, the Commission conditionally approved a permit for the implementation of a preferential parking and remote beach parking program for the City of Hermosa Beach. That program reserved street parking for residents and reserved beach parking at seven parking lots located approximately 1/2 mile from the beach. The preferential/remote system approved by the Commission allows preferential parking by permit for residents who live within four blocks of the beach, but is also designed to mitigate the exclusionary effects of the system. This

system differs from other systems the Commission has denied because long term remote parking is provided and because non-residents can park on all streets available to the residents either by purchasing day permits or by paying for up to 12 hours at meters. In addition to 533 spaces in seven designated lots, the system includes "unlimited parking" on the City streets east of Loma Drive.

The proposed event is expected to attract over 6,000 persons a day on Saturday and Sunday. A crowd of 6,000 spectators, at the rate of 2-3 spectators per car, will generate a demand for 2,000 to 3,000 parking spaces over and above the normal weekend beach crowds. The proposed event will also utilize 60 metered on-street public parking spaces to be reserved for players, media sponsors, VIP, service trucks and a shuttle drop-off area, and associated with the closure of lower Pier Ave. to be used by vendors. Specifically, the street spaces impacted are 43 spaces on 13th Street between Hermosa Avenue and Beach Drive, 4 spaces on Hermosa Avenue in front of Bank of America for shuttle drop-off and and 13 spaces for closure of lower Pier Avenue west of Hermosa Avenue.

All of the public parking spaces proposed to be reserved for the exclusive use of the AVP operations staff and sponsors normally provide public parking for residents and beach goers. The public parking areas provide the public with coastal access and lower cost recreational opportunities which must be protected. Visitors to the area can take advantage of the many waterfront activities, access the coastal bicycle path, go fishing, surf, use the beach, sight see, or shop in town. Many of these activities are free or lower cost visitor and recreational opportunities protected by Section 30213 of the Coastal Act.

Traffic problems can also limit people's ability to access the coast. Large temporary events can over burden the local transportation system, especially in small beach cities like Hermosa Beach. The sheer number of spectators drawn to the event, along with the normal summer weekend traffic, can lead to near gridlock conditions on the local roads. The traffic problems are made worse when all of the available parking is used and people are unable to find a place to leave their vehicles. Additionally, the traffic and parking problems also make it extremely difficult for the local residents to access or leave their homes. One common complaint is that visitors illegally park their cars in front of residents' driveways.

In order to provide additional parking facilities for event visitors and beach goers and to mitigate the impact of the event on general public access to the shoreline, the applicant is proposing to provide a free shuttle bus service from the Mira Costa High School parking lot located 1 1/2 miles from the event which contains approximately 450 spaces. The applicant's original submittal also included using a Community Center located approximately a half mile from the site. At a recent meeting with the applicant, staff informed the applicant that the Community Center lot (46 spaces) was public designated to be used for public parking in the City's Preferential Parking Program. Subsequently, the applicant modified the project description to not designate the Community Center for remote parking and instead, use the City Hall parking lot containing 53 spaces. However, that lot is also part of the City's Preferential Parking Program.

The Commission finds in order to mitigate the impacts on public beach parking, the applicant, at a minimum, should replace all public beach parking spaces that are removed from public use for exclusive use by the proposed event. Replacement means the provision of alternate parking spaces at a one-to-one ratio. The alternate parking spaces must be available for use by the general public and event spectators. Existing public beach parking facilities may not be identified as replacement parking spaces for the obvious reason that they are already providing public beach parking opportunities. The alternate parking spaces will likely be remotely located, such as the proposed Mira Costa High School, so the provision of replacement parking must include the provision of transportation between the parking areas and the beach areas, i.e. through a shuttle service. The existence of the alternate parking and transportation system must be advertised to adequately inform the public so it will be used efficiently.

The applicant should also provide remote parking to meet at least some of the demands generated by the AVP event itself. For the estimated attendance of 6,000 persons per day on Saturday and Sunday, the Commission recognizes it is difficult to identify the amount of parking that should be provided because it is difficult to differentiate between the members of the public that are at the beach solely to attend the AVP event, from those that would be at the beach anyway. Also, it is difficult to know how many members of the public that would usually be at the beach are not attending the weekend of the AVP event because they want to avoid the traffic and congestion associated with this event. Therefore, the standard ratio of one parking space for every 2 to 3 persons attending the event may well be unnecessary to accommodate the additional demands from the event itself.

Therefore, in order to offset the additional demands on public parking generated by the proposed event, the Commission finds that the applicants shall provide a minimum of 1,000 additional free public parking spaces for use by event visitors and beach goers. The 1,000 parking spaces must be provided in addition to any existing free public beach parking spaces, and cannot utilize any of the preferential parking lots which are already designated for public beach parking. Such remote parking facilities, used in association with a free beach shuttle service, will increase the amount of parking spaces available for both beach goers and event attendees. This amount of parking is required in addition to replacing the 60 public beach parking spaces that are proposed to be reserved in the pier area for the exclusive use of the event, or otherwise not available for public use. As conditioned, the Commission finds a total of 1,060 additional parking spaces must be provided through a viable shuttle program to meet the increased demand for public parking associated with staging the event.

Therefore, the permit is conditioned to require the applicant to submit a Parking/Traffic Management Plan that shall include the following:

- a) The applicant shall provide a valid lease or licensing agreement for remote parking lots providing public parking for no fewer than 1,060 cars, in order to replace the parking reserved on the streets for event and vendor use, and to provide parking to meet the increased

demands generated by the proposed event. The replacement parking shall not include any parking lots that are included in the City's approved beach preferential parking program, as approved in CDP #6-92-177. The applicant shall provide a valid lease agreement for each lot indicating its number of spaces and location. The 1,060 required parking spaces shall be available for use by all members of the public on Saturday and Sunday (July 26-27, 1997) between the hours of 7 a.m. to 7 p.m.

- b) The applicant shall be responsible for the provision of a free shuttle service, in order to provide free public transportation between the remote parking lots and the event and beach area. The applicant shall provide a valid agreement with a shuttle operator, shuttle routes and operating schedule to provide such a shuttle service, as follows: the shuttle service shall run continuously to provide free public beach transportation between the beach area and the remote parking areas on Saturday and Sunday (July 26-27, 1997) between the hours of 7 a.m. to 7 p.m.; the "headway" time between shuttle service pick-ups shall be not more than 15 minutes; and, the free shuttle service shall be available for both the general public and event spectators.
- c) The plan shall include conspicuously posted on-street informational signs and banners to direct visitors to the remote free parking areas and free shuttle stops. The signs and banners shall also inform the public of the availability of a free bus shuttle for both event customers and the general public. No fewer than ten informational signs shall be placed along major intersections leading into the City i.e., Gould Avenue/Pacific Coast Highway, Aviation Blvd./Pacific Coast Highway, Herondo Street/Ardmore Avenue, Herondo Blvd/Hermosa Avenue, and Valley Drive/Pier Avenue. The signs shall be 6' high, free-standing and be no smaller than 2' x 3'.
- d) The applicant shall provide no fewer than eight radio announcements within the Los Angeles County area informing the public of the availability of remote parking. These stations shall represent all diverse ethnic and cultural Los Angeles radio markets and shall include Spanish language, youth and news stations.
- e) Interim traffic control shall be provided in areas of the City as deemed necessary by the Police department to ensure safety and to avoid lack of traffic circulation and potential gridlock at the streets terminating around the event site. The traffic control plan coupled with the signage program should direct traffic away from the event site to the remote lots and other available parking in the vicinity and avoid significant traffic congestion on streets surrounding the event site to the maximum extent possible.
- f) The parking/traffic management plan shall include provisions for monitoring and evaluating the effectiveness of the approved plan. The monitoring must document the adequacy of off-site parking by identifying the percentage of lots, or number of spaces, occupied

during the time of highest attendance each day; the condition of traffic flow along Pier Ave., Valley Drive, Ardmore and Pacific Coast Highway, in the vicinity of the event and along the proposed shuttle routes (i.e., free-flowing but moving, congested, gridlock, etc.); and the effectiveness of signage, traffic officers, etc., based on the applicant's observations and feedback from the public and City of Hermosa Beach. Following the event, the monitoring program shall be summarized in a written report which shall be submitted to the Executive Director on or before August 31, 1997. The report should identify any problems that occurred and make recommendations for improvements in the future. The report shall be retained in the file and used in the review of future permit applications for the AVP volleyball tournament or similar events.

- g) The City Hall lot and the Valley Drive Community Center lot and other lots in the City's Preferential Parking Program shall not be used as exclusive remote parking lots for event employees nor should they be identified as remote "public access mitigation" lots for the event.
- h) The number of metered on-street parking spaces to be exclusively used by personnel for the event and vendors shall not exceed 60 spaces.

Only as conditioned does the Commission find that the proposed temporary development and event is consistent with the public access and recreation policies contained in the Coastal Act. The information generated through the monitoring effort can be used in future review by the City and the Commission of similar temporary events.

The second way that public access will be affected by the proposed event is the exclusiveness of the proposed temporary use of the beach. As stated, the area to be occupied by the temporary improvements associated with the proposed volleyball event is currently sandy beach with public volleyball courts. The beach area measures approximately 300 feet in width from the pedestrian/bike path to the water edge and extends approximately 1.5 miles in length between Manhattan Beach to the north and Redondo Beach to the south. The project will encroach no closer than approximately 60 feet to the water's edge.

The proposed volleyball event will temporarily displace sandy beach area currently available for public use and will significantly increase the intensity of use of this portion of Hermosa Beach for the duration of the event. However, this short-term loss of beach use will be replaced by a public recreational opportunity designed to enhance the public's use of Hermosa Beach. The City will grant the promoters of the event exclusive use of an area of otherwise public beach.

The applicants claim that this short-term loss of beach use will be replaced by a public recreational opportunity designed to enhance the public's use of the beach.

The Commission must review the proposal and consider the impacts on low cost public recreational opportunities such as the sunbathing, surfing, swimming activities generally associated with public beach use. In review of such

proposals which clearly represent an increase in intensity of use of an already crowded beach area, the Commission must weigh the benefits of providing a public recreational opportunity, such as the event proposed, against its impacts to public access and parking.

In this particular case, the Commission can find the proposed volleyball event an appropriate temporary use of public beach for the following reasons. The 2 acre area devoted to the event is small relative to the size of Hermosa's 50 acre beach area the event will be open to all members of the public. Furthermore, this particular event has been a yearly event. The tournament has been occurring at this site for at least ten years.

Additionally, pedestrian access to and along the beach will continue to be available along and around the perimeter of the tournament site. Because of the broad width of the beach, there will also continue to be available lateral access along the shoreline. The project will encroach no closer than approximately 60 feet to the water's edge. The project is also conditioned to prohibit the proposed event from interfering with the public's use of the pier, The Strand or the bicycle path, which runs next to the event site. The bicycle path provides coastal access to cyclists from many surrounding areas.

In addition, all of the temporary improvements permitted herein shall be removed in their entirety and the site restored to its pre-existing condition by no later than 7:00 p.m. Tuesday, July 28, 1997, unless the time is extended at the request of the City for safety purposes or to schedule maintenance. The opponents claim that it took several days for the event improvements to be removed from the beach in 1996, thus precluding public use of the beach until the site was restored to public use.

Therefore, as conditioned, the Commission finds that the proposed temporary development and event with an admission charge is consistent with the public access and recreation policies contained in the Coastal Act.

D. Visual Impacts

Section 30251 of the Coastal Act provides for the protection of scenic coastal areas and for the compatibility of new and existing development. The event site is located just south of the pier and seaward of the pedestrian promenade and bike path. The area is heavily used by beach-goers, roller-skaters, bicyclists, joggers, and strollers. Therefore, the compatibility of the proposed event and associated development with the surrounding land and water areas within the City is of Commission concern.

This event involves installation of various structures and inflatable advertisements on the beach. The proposed bleachers will extend to approximately 25 feet in height. The inflatable advertisements will also be approximately 25 feet in height. Last year's event included approximately 2,000 linear feet of perimeter fencing. This year's event does not include any perimeter fencing but does include a 4' high fence around the bleachers and at the entrance-ways.

Hermosa Beach is a broad flat beach, extending approximately 1.5 miles in length. Views of the beach and ocean are available along the sand, pier and from the pedestrian promenade that runs along the entire length of the beach. Because of the limited area that will be occupied by the event, the large size of the beach, and the fact that the event will be temporary, the project's visual impact will not be significant. As conditioned, the Commission finds the project consistent with Section 30251 of the Coastal Act.

E. Local Coastal Planning

Section 30604(a) also requires that a coastal development permit shall be issued only if the Commission finds that the permitted development will not prejudice the ability of the local government to prepare a Local Coastal Program (LCP) in conformity with the provisions of Chapter 3 of the Coastal Act. As conditioned, such a finding can be made for the proposed development. The City of Hermosa Beach has a certified Land Use Plan. The City's certified LUP designates the subject site as Beach/Park Open Space. Although the City's LUP can be referred to for guidance, approval of the subject development (and of any future developments in original jurisdiction areas) is based solely on consistency with Chapter 3 of the Coastal Act. As noted in the above findings, the subject short-term use of beach, as conditioned, has been found to be consistent with all applicable public access and recreation Coastal Act policies. Therefore, the Commission finds that approval of the proposed project, as proposed and conditioned herein, will not prejudice the ability of the City of Hermosa Beach to complete a fully-certifiable LCP.

F. 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 the public access and recreation policies of the Coastal Act. Mitigation measures to submit a Parking/Traffic Management Plan and to restore the site after the event will minimize all adverse impacts. 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.