

CALIFORNIA COASTAL COMMISSION

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Staff Report: 11/22/2005
Hearing Date: December 14, 2005
Commission Action:

**W5c****STAFF REPORT: CONSENT CALENDAR**

APPLICATION NUMBER: 5-05-317

APPLICANTS: Grand Prix Association of Long Beach & City of Long Beach

AGENTS: Dwight Tanaka, Grand Prix Association Director of Operations
Dave Ashman, Manager, City of Long Beach Special Events

PROJECT LOCATION: Downtown Shoreline, City of Long Beach, Los Angeles County.

PROJECT DESCRIPTION: The 2006 Toyota Grand Prix of Long Beach (April 7-9, 2006), including installation and removal of temporary facilities for traffic and public accommodations.

LOCAL APPROVAL: City of Long Beach Planning Dept. Approval in Concept, 8/18/05.

SUBSTANTIVE FILE DOCUMENTS:

1. City of Long Beach Certified Local Coastal Program, 7/22/80.
2. Coastal Development Permit 5-98-156 (Long Beach & DDR Urban LP).
3. Coastal Development Permit 5-03-484 (2004 LB Grand Prix).
4. Coastal Development Permit 5-04-366 (2005 LB Grand Prix).

SUMMARY OF STAFF RECOMMENDATION

A coastal development permit is required from the Commission for the proposed event and associated development because the project site is located on State Tidelands within the Commission's area of original jurisdiction. Pursuant to Section 30519 of the Coastal Act, any development located within the Commission's area of original jurisdiction requires a coastal development permit from the Commission. The Commission's standard of review for the proposed event is the Chapter 3 policies of the Coastal Act.

Staff is recommending that the Commission **APPROVE** a coastal development permit for the proposed event and associated development with special conditions to protect public access to the shoreline throughout the ninety-day set-up period, the three-day event, and the take-down period. Special conditions also require the co-applicants to implement the proposed parking plan and fuel and waste management plans. The co-applicants agree with the staff recommendation. **See Page Two for the Motion.**

STAFF RECOMMENDATION:

The staff recommends that the Commission adopt the following resolution to **APPROVE** the coastal development permit application with special conditions:

MOTION: *"I move that the Commission approve the coastal development permit applications included on the consent calendar in accordance with the staff recommendations."*

Staff recommends a **YES** vote. Passage of this motion will result in approval of all the permits included on the consent calendar. An affirmative vote by a majority of the Commissioners present is needed to pass the motion.

I. Resolution: Approval with Conditions

The Commission hereby **APPROVES** a coastal development permit for the proposed development and adopts the findings set forth below on grounds that the development as conditioned will be in conformity with the policies of Chapter 3 of the Coastal Act. Approval of the permit complies with the California Environmental Quality Act because either 1) feasible mitigation measures and/or alternatives have been incorporated to substantially lessen any significant adverse effects of the development on the environment, or 2) there are no further feasible mitigation measures or alternatives that would substantially lessen any significant adverse impacts of the development on the environment.

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

Coastal Development Permit 5-05-317 shall only extend to:

- a) The Long Beach Grand Prix auto race and associated events to be held April 7, 8 and 9, 2006;
- b) Practice and trial sessions necessary to those races as described in the application, and;
- c) Set-up and timely removal of those facilities necessary to stage the event.

2. Shoreline Access

Prior to the first day of the event, Friday, April 7, 2006, unrestricted public access shall be provided and maintained along the waterfront at all times. Unrestricted means that the general public may pass and repass without having to pay an admission fee, present a ticket, accept conditions of passage, pass a gate, or request permission to pass. The waterfront includes (but is not limited to): all public sidewalks adjacent to the Downtown Marina, the boardwalk in the Shoreline Village shopping center, a minimum ten-foot wide public accessway along Shoreline Wharf, the lower Rainbow Harbor Esplanade, and the entirety of Shoreline Park. During the three days of the proposed event, April 7-9, 2006, unrestricted public access shall be provided and maintained to Shoreline Park and along the lower Rainbow Harbor Esplanade to the Pine Avenue Pier. Unrestricted public access shall be restored to the entire waterfront area on the day after the event, Monday, April 10, 2006.

3. Bicycle Route

The temporary event facilities (i.e. grandstands, barricades, overhead pedestrian bridges, fences, barricades, etc...) shall be sited so as not to interfere with the public's use of the regional bicycle route (**See Exhibit #2 of 11/22/05 Staff Report**) with the exception of the six-day period commencing at 6 a.m. on Wednesday, April 5, 2006 and ending at 5 p.m. on Monday, April 10, 2006. During the six-day period when the bicycle route is closed to the public, the permittees shall provide a temporary bicycle route detour (to bypass the Downtown Shoreline area) on City streets situated north of the event site.

4. Controlled Traffic

Commencing 48 hours prior to the event, the public thoroughfares of Shoreline Drive, Seaside Way, Aquarium Way, Pine Avenue, and the Downtown Shoreline bicycle route may be subject to traffic controls which prohibit public use of portions of those streets located within the event area (**See Exhibit #2 of 11/22/05 Staff Report**). For purposes of practice and trial sessions, and for the placement and removal of temporary facilities (i.e. grandstands, barricades, bridges), additional temporary street closures are permitted as required.

5. Parking Management Plan

The permittees shall implement the proposed Parking Management Plan in cooperation with Long Beach Transit (**See Exhibit #4 of 11/22/05 Staff Report**).

6. Water Quality

The permittees shall implement the proposed fuel and waste management plans and shall ensure that all street sweeping waste is disposed of at an authorized landfill (**See Exhibit #5 of 11/22/05 Staff Report**). By acceptance of the permit, the co-applicants agree to remove and legally dispose of all trash, waste, oil, grease, and other materials that may be deposited within the event area incidental to public use of the Marina Green Park, beach and adjacent parking facilities. The race circuit and all streets within the event area shall be swept after the final race. Such clean-up and street sweeping shall be completed by 10 p.m. on Monday, April 10, 2006.

IV. Findings and Declarations

The Commission hereby finds and declares:

A. Project Description and Background

The proposed project involves the 2006 Toyota Grand Prix of Long Beach proposed to take place on the weekend of April 7-9, 2006, and the installment of the temporary improvements necessary to facilitate the event. The proposed temporary improvements include the installation of cement barriers and safety fencing around the race course, pedestrian bridges across the race course, security fencing throughout the entire event area, and public facilities including grandstands, concession stands, and portable toilets. The set-up period for the proposed event is approximately ninety days in duration. Public access to the event area is restricted and admission fees are charged to race spectators on the three race days of April 7, 8 and 9, 2006.

The Long Beach Grand Prix race circuit is comprised of approximately two miles of City streets in the Downtown Shoreline area of Long Beach, primarily Shoreline Drive, Seaside Way, Aquarium Way, and Pine Avenue South (Exhibit #2). These streets, all located on State Tidelands, provide access to the Downtown Marina, Long Beach Convention Center, Hyatt Hotel, Shoreline Village Shopping Center, Shoreline Park, the Aquarium of the Pacific, and the public beach. The proposed racecourse for 2006 is the same circuit as it has been approved for the past six events (2000-2005) in that it avoids the enclosure of the Tidelands site where The Pike commercial development has been built pursuant to Coastal Development Permit 5-98-156 (City of Long Beach & DDR Urban LP). The proposed racecourse includes Aquarium Way, which passes between the Long Beach Aquarium of the Pacific and the adjacent City-owned parking structure (Exhibit #2). The Long Beach Aquarium will be closed to the public on April 7, 8 and 9, 2006, when it will be utilized for activities associated with the proposed event.

Because the event area is located on State Tidelands, it falls within the Commission's area of original jurisdiction and must obtain a coastal development permit from the Commission. The

proposed 2006 race will be the 31st annual staging of the event. The Commission approved the following coastal development permits for races in previous years: P-75-5135/A-108-75, P-76-9568, P-77-2224/A-537-77, P-78-4102, P-79-6086, P-80-7201, 5-81-235, 5-82-634, 5-83-930, 5-84-332, 5-85-718, 5-86-923, 5-87-928, 5-88-764, 5-89-1110, 5-90-1058, 5-91-819, 5-92-432, 5-93-282, 5-94-163, 5-95-186, 5-96-236, 5-97-280, 5-98-403, 5-99-389, 5-00-398, 5-01-381, 5-02-372, 5-03-484 and 5-04-366 (Exhibit #3, p.1).

The Downtown Shoreline area of Long Beach, where the proposed event is located, is a popular coastal recreation area that provides the public with excellent coastal access opportunities and many different types of free and lower cost recreational activities. Throughout the year, visitors to the Downtown Shoreline area can take advantage of sailing and boating opportunities, use the coastal bicycle path, go fishing, sightsee, visit coastal parks and the public beach, or shop at Shoreline Village. Many of these activities are free or lower cost visitor and recreational opportunities protected by Section 30213 of the Coastal Act.

As in previous years, the proposed event will temporarily interfere with public access to the many lower cost visitor and recreational opportunities in the Downtown Shoreline area of Long Beach. The co-applicants have planned the proposed event to minimize any conflicts with the attractions and activities located in and around the event area (Exhibit #3). The co-applicants state that public access to the event area, including the Aquarium of the Pacific and Shoreline Village Shopping Center, will be limited to ticket holders between 6 a.m. and 6 p.m. on the three race days of April 7, 8 and 9 (Exhibit #3). Public access may also be temporarily restricted in various areas during the set-up of the temporary improvements for the race.

Marina Access

The marina access plan allows boat owners to access the marina and their boats without interruption by allowing vehicular access (for boat owners) to the marina parking lot (Exhibit #3, p.1). As proposed, general public pedestrian access to the Downtown Marina will be maintained at all times including the three days of the proposed event.

Shoreline Park and Rainbow Harbor Access

The co-applicants have also proposed to maintain public access to Shoreline Park and the Rainbow Harbor waterfront at all times. Although the Aquarium of the Pacific will only be accessible to Grand Prix ticket holders during the three days of the proposed event, Shoreline Park and the Rainbow Harbor waterfront will remain open and accessible to the general public during the three days of the proposed event. The co-applicants propose to arrange the event's perimeter fencing in a manner that will allow continuous public access to Shoreline Park and the Rainbow Harbor lower esplanade at all times, including the three days of the proposed event (Exhibit #3, p.2).

Regional Bicycle Route

The regional bicycle route runs along the Los Angeles River, through the Downtown Shoreline area, and along the City's beach toward the Orange County beaches (Exhibit #2). The route provides direct bicycle access to Long Beach and Orange County beaches from Los Angeles and many other inland cities. The proposed event will temporarily interfere with the public's use of the regional bicycle route as it passes through the Downtown Shoreline area of Long

Beach. The co-applicants propose, however, to minimize interference with the public's use of the regional bicycle route by keeping it open during the event's ninety-day set-up period. The co-applicants propose to close a two-mile section of the regional bicycle route for safety reasons during a six-day period prior to, and during, the proposed event (Exhibit #3, p.2). During the six-day period when the bicycle route would be closed, the co-applicants are required to provide a temporary bicycle route detour (to bypass the Downtown Shoreline area) on City streets situated north of the event site.

Parking

The co-applicants have submitted a parking management plan developed in cooperation with Long Beach Transit (Exhibit #4). The plan calls for the use of over 6,500 off-street parking spaces throughout the downtown area, with public transportation providing connections to the event area. An additional 15,000 parking spaces are available on the public streets located inland of the proposed event. Spectators from outlying areas will be encouraged to take Long Beach Transit buses and the Blue Line light-rail train to the event. The permit approval is conditioned to require the permittees to implement the Parking Management Plan in cooperation with Long Beach Transit as proposed.

As indicated on Exhibit #2, the proposed event involves the use of public beach area at the foot of 1st Place as a temporary parking facility. This compacted beach area (situated inland of the bicycle path) and the adjacent Alamitos Avenue public beach parking lot have been routinely used as the designated parking reservoirs for annual events in the Downtown Long Beach Marina area such as the Beachfest, Gay Pride Festival and the Grand Prix. This overflow parking area is the only parking area situated on a sandy beach in Long Beach. Because of the large extend of sandy beach located seaward of the bicycle path, the compacted beach area used as a temporary parking facility (inland of the bicycle path) is seldom used for recreational purposes. Therefore, the temporary use of the beach area situated inland of the bicycle path will not adversely affect public access or recreational opportunities.

Water Quality

In order to minimize impacts on the marine environment caused by the proposed event, the co-applicants have developed a fuel management plan that includes provisions to prevent fuel spills and to mitigate any fuel spill that may occur (Exhibit #5). The co-applicants also propose to clean the streets continuously during the proposed three-day event in order to prevent debris from entering the storm drain system that drains directly into the Los Angeles River and Queensway Bay. Polluted runoff that enters the storm drains is not treated and contributes to lower water quality in the adjacent coastal waters.

For management of the waste that will be generated by the proposed event, the applicants have contracted with waste management companies to dispose of trash and to provide and maintain approximately six hundred portable toilets for the proposed event. The sanitary waste will be removed from holding tanks using a vacuum truck and disposed of into the City's sanitary sewer system for treatment.

B. Public Access

As conditioned, the proposed development will not have any new adverse impact on public access to the coast or to nearby recreational facilities. Thus, as conditioned, the proposed development conforms with Sections 30210 through 30214, Sections 30220 through 30224, and 30252 of the Coastal Act.

C. Public Recreation

The proposed development, as conditioned, does not interfere with public recreational use of coastal resources. The proposed development, as conditioned, protects coastal areas suited for recreational activities. Therefore, the Commission finds that the proposed development, as conditioned, is in conformity with Sections 30210 through 30214 and Sections 30220 through 30223 of the Coastal Act regarding the promotion of public recreational opportunities.

D. Marine Resources and Water Quality

The proposed work will be occurring in a location where there is a potential for a discharge of polluted runoff from the project site into coastal waters. The storage or placement of construction material, debris, or waste in a location where it could be carried into coastal waters would result in an adverse effect on the marine environment. To reduce the potential for construction and post-construction related impacts on water quality, the Commission imposes special conditions requiring, but not limited to, the appropriate storage and handling of construction equipment and materials to minimize the potential of pollutants to enter coastal waters and for the use of on-going best management practices following construction. As conditioned, the Commission finds that the development conforms with Sections 30230 and 32031 of the Coastal Act.

E. Development

The development is located within an existing developed area and, as conditioned, will be compatible with the character and scale of the surrounding area, has been designed to assure structural integrity, and will avoid cumulative adverse impacts on public access. Therefore, the Commission finds that the development, as conditioned, conforms with Sections 30250, 30251, 30252, 30253 and the public access provisions of the Coastal Act.

F. Environmentally Sensitive Habitat Areas (ESHA)

As conditioned, the development will not result in significant degradation of adjacent habitat, recreation areas, or parks and is compatible with the continuance of those habitat, recreation, or park areas. Therefore, the Commission finds that the project, as conditioned, conforms with Section 30240(b) of the Coastal Act.

G. Local Coastal Program

Coastal Act section 30604(a) states that, prior to certification of a local coastal program ("LCP"), a coastal development permit can only be issued upon a finding that the proposed development is in conformity with Chapter 3 of the Act and that the permitted development will not prejudice the ability of the local government to prepare an LCP that is in conformity with Chapter 3. The City of Long Beach LCP was effectively certified on July 22, 1980. As

conditioned, the proposed development is consistent with Chapter 3 of the Coastal Act and with the certified LCP. The proposed event and development are located within the Commission's area of original jurisdiction. Pursuant to Section 30519 of the Coastal Act, any development located within the Commission's area of original jurisdiction requires a coastal development permit from the Commission. Approval of the project, as conditioned, will not prejudice the ability of the local government to prepare an LCP that is in conformity with the provisions of Chapter 3 of the Coastal Act.

H. California Environmental Quality Act (CEQA)

As conditioned, there are no feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse effect which the activity may have on the environment. Therefore, the Commission finds that the proposed project, as conditioned to mitigate the identified impacts, is the least environmentally damaging feasible alternative and can be found consistent with the requirements of the Coastal Act to conform to CEQA.