



Agenda Item #: _____



Staff Report

City of Manhattan Beach

TO: Honorable Mayor Ward and Members of the City Council

THROUGH: Richard Thompson, Interim City Manager

FROM: Rod Uyeda, Chief of Police *[Signature]*
 Richard Gill, Director of Parks and Recreation *[Signature]*
 Derrick Abell, Police Captain *[Signature]*
 Andy Harrod, Police Lieutenant *[Signature]*

DATE: April 6, 2010

SUBJECT: Discussion of Issues Associated with the International Surf Festival's Charlie Saikley Six-Man Beach Volleyball Tournament (Saturday only) and its Impact on the Surrounding Neighborhood, Along with Alternatives to Policing the Event Which May Include Contracting Outside Police Services.

RECOMMENDATION:

Staff recommends that the City Council discuss issues associated with the International Surf Festival Six-Man Volleyball Tournament (Saturday only) and consider options for policing the event, which may include contracting outside police services.

FISCAL IMPLICATION:

For Fiscal Year 2010-2011, the proposed staffing increase will cost approximately \$42,268, for private security services and additional Manhattan Beach Police Department staff. Other services for the Fire Department, Public Works, Parks and Recreation and Los Angeles County Lifeguards represent approximately \$51,038 in additional equipment and services. If the additional option of contracting outside police services is agreed upon, there will be an additional cost of approximately \$50,000.

It is expected that all of these additional costs will be offset by the fee schedule imposed on the participants of this tournament. However, the event must sellout, as it has every year, for the City not to be burdened by any of the additional costs as laid out in this Staff Report.

There will be no impact to the current Fiscal Year 2009-2010 Budget.

BACKGROUND:

The Six-Man Volleyball Tournament is part of the International Surf Festival, which is supported by the Los Angeles County Lifeguards, Los Angeles County Department of Beaches and Harbors, the City of Torrance, the City of Redondo Beach, the City of Hermosa Beach, and the City of Manhattan Beach.

The Six-Man Volleyball Tournament began in 1961 with minimal players and spectators. In 1998, the attendance was approximately 2,000 players, family and friends. By 2002, attendance had grown to approximately 12,000, and by 2004 it reached approximately 20,000. Attendance continues to grow and last year (2009) attendance reached approximately 60,000 people. There are currently 200 teams competing in the event and each team consists of approximately 20 players. Therefore, the vast majority of those in attendance are spectators.

The popularity of this event as a “beach party” has significantly increased in recent years and attendance continues to grow as a result of magazine articles, radio and television announcements and internet websites. The exponential growth of this event has stretched the City’s ability to provide adequate services to the point that in 2007 it became necessary to enlist the assistance of a private security company. Private security has been of great assistance to the Police Department, but security officers’ abilities are limited. In balancing the number of players and spectators with the number of police officers and security officers, the City has now reached the point where it must consider outside law enforcement services for assistance to maintain a safe event and reduce the number of complaints received from residents and merchants, which has risen significantly over the past two years. This year's event is scheduled for July 31, 2010.

DISCUSSION:

Event Attendance

The most significant growth over the last few years has been attributed to widespread publicity. Media attention, including magazines, radio, newspapers, and most notably, internet sites, is fueling the growth of the event. Over the past six years, event attendance has grown from 20,000 attendees to 60,000, and it is likely that 2010 will bring even more attendees. Last year, of the approximately 60,000 participants, only 4,000 were players. The remainders were all event spectators. The City has controlled the number of teams participating in the event, but we have no control over the attendees due to the massive media attention, especially on the internet. Attendees are coming from all over Southern California, and Parks and Recreation has shared with us that they know of attendees who fly in from out-of-state.

Event attendees now park as far east as Sepulveda and walk through neighborhoods to get to and from the beach, leaving behind trash, beer bottles and cans, plastic cups, and food wrappers along the way. The Downtown area and surrounding “walk streets” are also heavily impacted by similar activities; the littering of plastic cups, beer cans, and food wrappers cause our residents to clean up the trash left behind by the Six-Man attendees. In addition, loitering beachgoers have been known to urinate on private properties when public restrooms were unavailable or the portable restroom lines were long. In 2009, staff received numerous complaints from citizens and downtown business owners regarding the rowdy behavior of attendees and the trash left behind after Saturday’s tournament.

Alcoholic Beverages

While the Six-Man tournament grew in popularity over the years with players and spectators, the consumption of alcohol also grew. The tournament has evolved from the original concept of local volleyball teams competing against each other for the honor of being the tournament champions, into a “Mardi Gras beach party” atmosphere. It seems that an equal, if not greater emphasis, is on the consumption of beer and various concoctions of alcoholic beverages by the

vast majority of spectators during Saturday's tournament. It has become commonplace to see large amounts of alcohol in the players' pop-up-tents, in direct defiance of the tournament rules and California law prohibiting the consumption of alcohol on the beach.

On the Saturday evening of the Six Man Volleyball tournament, the "Mardi Gras" atmosphere continues well into the early morning hours throughout the community impacting neighborhoods and the quality of life of our citizens. Further, in 2009 over a short twelve hour period between Saturday and Sunday, the three patrol shifts saw a 24% increase in calls for service throughout the community for large and loud parties, drinking in public, urinating in public, public littering, and traffic issues.

In more recent years, the Police Department has observed more alcohol consumption, including a significant amount of consumption by underage attendees, during the event and has increased staffing in order to reduce the amount of alcohol possessed by team members and spectators. In the past, it was common for team members to bring beer kegs to the beach the night before the tournament and hide them in the sand for consumption the next day. To combat this, the Police Department contracted with private security to assist with monitoring the beach overnight and during the Saturday tournament. As a result, the once uncontrollable flow of alcohol to the beach has been reduced, but not eliminated. Today the beer kegs are gone, but the overwhelming amount of alcohol products besides beer are consumed in hybrid sport drinks and Jell-O shots to avoid law enforcement detection. In addition, a number of websites on the internet play a significant role in guiding attendees on how to hide and conceal their alcohol for the tournament. Since the event is open to the public, the Police Department's ability to search attendees is limited and relies mainly on the public's cooperation and understanding.

The beach space allotted for the Six-Man Tournament, from the Pier to Eighth Street, is now grossly insufficient to handle the volume of people attending the event. During the mid to late afternoon hours, you cannot walk through the event without bumping into and pushing other attendees, and in most areas, crowds are shoulder-to-shoulder with little room to maneuver. Approximately a third of all those attending can no longer enter the event due to the density of the crowd. The overflow is forced onto the beach west of the event, into the Downtown area and "walk streets", significantly affecting the entire area south of the Pier, from Valley to the ocean (approximately one square mile).

The dangers caused by this large a crowd, and the density of it, is that it is extremely risky (for participants and spectators) for armed police officers to go into this crowd, with their guns, batons, tasers, and pepper spray fully exposed. For all emergency personnel, mobility is strictly limited, with long time delays to respond to critical incidents. Thus, when the event is near or at its capacity, emergency personnel are left to mainly patrol the perimeter, and need to be close by strategic access points. It should be noted that all Los Angeles County Law Enforcement agencies are "alerted" each year in case a Mutual Aid emergency is declared, due to the size of the crowd.

City Rules and Changes

As the popularity of the tournament continues to grow, the attendees have also continued to challenge rules as they know the difficulties Tournament Staff and law enforcement have in controlling such a large and densely populated event. Attendees have pushed the rules with their

event costumes, activities in the pop-up tents, number of members allowed in their tents, personal boom boxes, appliances powered by car batteries and alcohol consumption. The City has added new rules and made significant changes to the tournament to hold the players and attendees accountable for their actions, but the sheer number of people has stretched the City's ability to monitor and control the event to near the point of futility.

Rules and changes include:

- Increased Police and Fire personnel
- Increased private security officers
- Increased Parks and Recreation personnel
- Eliminated snow fencing and installed metal bicycle fencing on west and north side of the event to contain attendees
- Eliminated closed sides and banners on pop-up tents and now allow a maximum of one 10' x 10' tent per team
- Restriction of unsealed or Jello type of beverages into the event
- Eliminated home furniture, structures, car batteries and gas generators
- Required a team representative with tournament I.D. tag in the pop-up tent at all times
- Required each team member to wear a wrist band
- Required that each team send a team manager to a mandatory pre-event meeting

An additional change Staff looked into was reducing the number of teams to decrease attendance, however, as previously stated, only about 4,000 of the approximately 60,000 attendees are players. Therefore, Staff is not sure how the overall attendance will be impacted if the tournament cuts out a certain number of teams. In addition, the reduced number of teams would decrease the revenue the City receives to offset the cost of the event.

In recent years, up until 2006, the event was staffed by just seven police officers and three community service officers. However, there were fewer players and spectators and the use of alcohol was a fraction of what we see today. In response to the growing spectator population and as a result of attendees spilling further and further into the community, the Police Department has increased staffing each year. In 2009, the event was staffed by over twenty police officers, six community service officers, and thirty-five private security officers. This staffing included a Downtown Security Team assigned to patrol the downtown area on foot and address problems as they arose. However, with the huge increase in attendees last year, which forced thousands into the Downtown area, our officers were unable to provide adequate monitoring and enforcement services to Downtown merchants and nearby residents. Although there were no large, significant unruly events, there were a large number of complaints generated by this large, and for the most part, uncontrolled crowd. Thus, despite the changes and increased staffing in recent years, it is evident that to ensure a safe and orderly event, the tournament requires significantly more staffing and an increased Police presence with another anticipated jump in attendance.

2010 Proposed Tournament Staffing/Services

This year, the Police, Fire, Parks and Recreation, and Public Works Departments are proposing new changes for the tournament, which will address the expanding needs of City services. These changes will keep pace with the growing number of attendees at the tournament.

- *Increase Police Department Staffing*
On Saturday, July 31, 2010 all Manhattan Beach sworn officers and CSO officers have been mandated to work the Six-Man Tournament that are not assigned to work regular Patrol (No one was allowed to take the day off). Maximizing the number of safety personnel on-duty will help to address the 2010 projected event attendance (70,000+ attendees), which will have a large impact in our downtown area and nearby residential areas. On Saturday, there will be 29 officers, 14 CSOs, and 11 supervisors providing a stronger police presence during Saturday's tournament.
- *Increase Fire Department Staffing*
The Fire Department proposes increase in staffing levels to provide sufficient service under the Incident Command System (ICS) guidelines for first aid and paramedic emergency medical services. This year on Saturday, there will be a first aid station located on the Pier next to the Los Angeles County Lifeguard Station along with two paramedics assigned to the first aid station, and two additional teams of two paramedics on or near the beach for emergency medical service and one Emergency Medical Services (EMS) supervisor. Additionally, the Fire Department proposes four two-man Emergency Medical Teams (EMT) deployed in or close to the crowd on the beach. These EMTs will be staffed by our Department's Reserve Firefighters, equipped with backpack of medical gear and Automated Emergency Defibrillators (AED).
- *Increase Public Works Staffing, Contract Services, & Equipment*
The Public Works Department proposes increased staffing and equipment to address street closures, equipment placement and removal, restroom cleanliness; trash removal from the tournament, Downtown-area, parking lots, and the Strand; and pressure washing the downtown sidewalks, Strand, and Pier.
- *Increase Parks & Recreation Staffing & Equipment*
The most significant increases for Parks and Recreation are the costs associated with the additional bicycle fencing and portable restrooms. Bicycle fencing was significantly increased to separate each team's tent area and provide a more secure emergency access lane. Bicycle fencing will also be used to make it more difficult to smuggle alcohol into the event with increased patrols in those areas. A large number of additional portable restrooms were added to accommodate the increased number of event attendees. Incremental increases were also added for part-time staff, game officials, food, and 4X4 vehicles for event setup.
- *Los Angeles County Lifeguards Staffing & Water Safety*
In the past, the Los Angeles County Lifeguards have provided staffing for the Six-Man event and absorbed the cost into their annual budget. However, this year, due to the overwhelming growth of the event and the County's budget issues, they are requesting reimbursement (\$16,000) for the additional staffing they will provide above and beyond a typical summer weekend deployment.
- *Increase Private Security*
The Police Department recommends increasing the participation of CSC private security officers to address growing needs of the tournament. By increasing staffing of security

officers from 35 in 2009 to 60 in 2010, it will help reduce the burden on our on-duty police officers assigned to the event, the downtown area, and nearby residential areas. Further, the increase in private security will make it significantly more difficult to smuggle alcoholic beverages to the event.

Proposed City Services Cost (Includes Friday, Saturday, and Sunday Deployment)	2009	2010 (Proposed)	Increase
Police Department Staffing	\$38,709	\$61,638	\$22,929
Parks & Recreation Staffing & Equipment	\$38,640	\$60,830	\$22,190
Public Works Staffing, Contract Services & Equipment	\$13,794	\$22,267	\$8,473
Fire Department Staffing	\$4,625	\$9,000	\$4,375
LA County Lifeguards	0	\$16,000	\$16,000
Private Security (Contemporary Services Corp)	\$14,065	\$33,404	\$19,339
Total Cost	\$109,833	\$203,139	\$93,306

2010 Optional Contract for Outside Police Services

The Police Department also recommends that the option of contracting outside polices services be considered. Expanded law enforcement presence during the Saturday tournament would include approximately 20 additional law enforcement officers paired up with Manhattan Beach police officers and assigned to the event, with significant increased presence in the Downtown and Strand areas. The Los Angeles County Sheriff's Department has provided similar services to other local police departments for decades as a contract service. Other police departments that have successfully contracted with the Los Angeles County Sheriff's Department's Contract Services Division include Hermosa Beach (4th of July), Pasadena (Rose Parade and Rose Bowl events), Santa Monica (New Year's Eve Fireworks), Hawthorne (Major Gang Enforcement), Inglewood (Major Gang Enforcement and Forum Events), and Monterey Park (World Cup Soccer Tournaments). The above agencies were surveyed and all were pleased with the services provided by the Sheriff's Department. The Sheriff's Department also has the resources to commit personnel to a special event such as the Six-Man without impacting their daily deployment requirements, including being able to provide necessary staffing and resources for booking and transport of arrestees if needed. Estimated cost of these services is \$50,000.

Offsetting Increased Event Costs with Increased Team Fees

During the late 1990's the City increased entry fees to \$100 to help off-set the costs of running the event. As a result of the popularity and spectator growth in recent years, the entry fee costs were increased, and in 2009, fees were \$400 for the Masters Teams, \$600 for the Local Teams and \$1,000 for the Sponsored Teams. In 2009, the revenue for the event was approximately \$113,000 dollars, which was very close to the amount expended by the City to service this event.

Past Entry Fees	Masters Teams	Local Teams	Sponsored Teams
2007	\$350	\$450	n/a
2008	\$395	\$595	n/a

2009	\$400	\$600	\$1000
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The total estimated City-wide costs to cover associated services for the 2010 Six-Man Tournament is \$203,139 which includes the below staffing:

- Manhattan Beach Police (\$61,638)
 - Manhattan Beach Parks & Recreation (\$60,830)
 - Manhattan Public Works (\$22,267)
 - Manhattan Beach Fire (\$9,000)
 - Los Angeles County Life Guards (\$16,000)
 - CSC Private Security Service (\$33,404)
- (Total: \$203,139)

In order to offset this new cost of the event, staff recommends increasing the team fees. To cover the increased cost of the above City services, the Masters Team fees would be increased from \$400 to \$500 (approximately 40 teams) and the Local and Sponsorship Teams (approximately 160 teams) would increase to \$1,200. The net revenue from this pricing structure, if sold out, would be \$212,000 - just enough to cover the expansion costs and provide a small buffer for any additional unforeseen costs.

If the option of contracting outside police services is selected, the fee schedule will be increased to absorb all costs. The difficulty with increasing participant fees for this event is finding the balance where fees are both reasonable and affordable, while not burdening the City with the additional costs.

Approximate Entry Fees to Cover Costs	Masters Teams	Local Teams	Sponsored Teams
2010 <i>(not including contracted outside police services)</i>	\$500	\$1,200	\$1,200
2010 <i>(including contracted outside police services)</i>	\$500	\$1,600	\$1,600

CONCLUSION:

The popularity of the Six-Man Tournament has grown passed the venue’s capacity. The beach area is not large enough to accommodate the number of attendees, and spectators are spilling over into the surrounding neighborhoods. The Police Department has reached a point where we no longer have the personnel to adequately patrol the beach, the Downtown area and the surrounding residential areas and “walk streets”. Residents have a certain expectation of quality of life, and at the current staffing levels, it is impossible to maintain that level of quality.

This situation is not unlike Sand Dune Park. The Sand Dune, as an example, became so overwhelmed with attendees that it negatively impacted the nearby residents with traffic, litter, and noise. The influx of people using the Dune for fitness workouts outgrew the venue, and impacted quality of life and neighborhood tranquility. The biggest difference is that Saturday Six-Man Volleyball happens only once a year (along with its alcohol related problems).

The past has shown that the event (Saturday Six-Man Volleyball) is largely self-policed in a way, with most unruly or drunken behavior on the beach controlled by the attendees and teams

themselves. To some extent, this is occurring in the surrounding neighborhoods as well. However, with the huge number of attendees continuing to grow, the potential to have a significant disorderly event cannot be ignored and could be catastrophic.

At maximum Police Department deployment, there will be 40 police officers (including supervisors) assigned to patrol the event - a ratio of 1500 attendees to each sworn officer (Based on last year's crowd estimates). This represents only eight additional two person teams from last year's deployment along with additional supervision. Under normal conditions, that would be more than adequate staffing, however, with this type of event, where the vast majority of attendees are heavily consuming alcohol and the population is so dense, our ability to proactively patrol and control the event is greatly diminished.

In order to provide the necessary services to manage a safe and orderly 2010 International Surf Festival Six-Man Volleyball Tournament (Saturday only), Staff recommends that the City Council discuss the Six-Man Volleyball Tournament and provide direction on the option of contracting with an outside law enforcement agency for additional police services.