



Agenda Item #: \_\_\_\_\_

# Staff Report

## City of Manhattan Beach

**TO:** Honorable Mayor Tell and Members of the City Council

**THROUGH:** David N. Carmany, City Manager

**FROM:** Richard Gill, Director of Parks and Recreation  
Eve R. Irvine, Chief of Police

**DATE:** November 15, 2011

**SUBJECT:** Discussion of the 2011-2012 International Surf Festival's Charlie Saikley Six-Man Beach Volleyball Tournament

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### **RECOMMENDATION:**

Staff recommends that the City Council discuss issues associated with the 2011 International Surf Festival Six-Man Volleyball Tournament and provide direction for the 2012 event.

### **FISCAL IMPLICATION:**

The fiscal impact for the 2011 Six-Man Volleyball Tournament on the City's general fund was a loss of \$20,428. The total operational costs were \$160,228, and revenue of \$139,800.

### **BACKGROUND:**

The Six-Man Volleyball Tournament is part of the International Surf Festival (non-profit, volunteer committee), 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. Volleyball is one of many events including: surfing, bodysurfing, sand soccer, paddleboard, lifeguard relay, dory races, and pier-to-pier swim. The 2011 event marked the 50<sup>th</sup> Anniversary of the International Surf Festival.

The Tournament was held this year on the weekend of July 30, 2011. Over the last five years, the attendance for this event has increased from 15,000 in 2006 to 65,000 in 2011. Staff believes this sharp increase is due to the emergence of social media sites and the internet. The actual number of players during this period has remained constant between 3,500 - 4,000 players.

In 2010, the City added new rules and made significant changes to the tournament to hold the players and attendees accountable for their actions, including: assigning teams to one 10'X10' pop-up-tent with fencing between tents to eliminate spectators from entering team areas; eliminating home furniture, structures, car batteries, gas generators and amplified sound on the beach; requiring a team representative with tournament identification tag in the pop-up-tent at all times; requiring each team member to wear a wrist band; requiring that each team send a team manager to a mandatory pre-event meeting.

Bicycle fencing was installed around the boundaries of the event to control attendee access and provide staff an emergency access lane around the entire event perimeter, which increased safety. Private security officers searched the bags and coolers of attendees entering the event site in an attempt to control the alcohol on the beach.

These changes were successful in reducing the alcohol on the beach and increasing beach safety. However, successfully controlling access to the beach area forced tens of thousands of attendees into the Downtown area. The Police Department deployed every available officer in an effort to provide adequate monitoring and enforcement services to Downtown merchants and nearby residents.

### ***Public Safety Deployment***

Until 2006, the event was staffed by a few police officers and community service officers. In response to the growing spectator population and as a result of attendees spilling further into the community, the Police Department increased staffing. In 2007, the City enlisted the assistance of a private security company to augment event security. Private security has been of great assistance to the Police Department, but security officers' abilities are also limited.

Police staffing on Saturday of the event consisted of a total of 57 Police personnel (including two additional jailers assigned to transport and process arrestees from the beach to the jail) and 54 private security personnel. Police deployment for the volleyball tournament on the sand began Saturday at 5:30 a.m. and ended at 8:00 p.m. with 25 Police personnel utilized. Private security officers (54 total) worked the event from 6:00 a.m. to 7:00 p.m. Fifteen additional Manhattan Beach Police Officers were deployed from 7:00 a.m. to 11:00 p.m., many of whom were assigned to foot beats throughout the downtown area. Seven Police Officers were staffed to patrol the rest of the City between 7:00 a.m. and 7:30 p.m., and eight Police Officers were staffed from 7:00 p.m. until Sunday morning at 7:30 a.m. when the next day shift arrived for relief.

On Sunday, Police staffing consisted of 10 Police Officers for the volleyball tournament and 5 Police Officers assigned to the downtown area between 6:00 a.m. and 6:00 p.m. Thirty-two private security officers were utilized in and around the area on Sunday.

Mobility of Police personnel was limited on Saturday due to the density of the crowds. It is not optimal for armed police officers to go into dense crowds with weapons exposed. For this reason, Police personnel mainly patrolled the perimeter and stayed close to strategic access points. For the safety of the officers and spectators, a minor violation would not warrant entry into the dense crowds. Officers were instructed to enter crowds only in the case of a serious incident. Due to the anticipated size of the crowd, the Police Department alerted all Los Angeles County law enforcement agencies in case a Mutual Aid emergency was declared.

### ***Arrests and Calls for Service***

Police officers contacted individuals who were openly consuming alcohol away from licensed premises and took proactive police action. The first arrest related to the Six-Man Event was at approximately 1:00 p.m. where an underage female was found inebriated on the sand in the volleyball tournament area. While being taken to the station she kicked out the window of the patrol car. Due to her injuries from the broken glass, she was transported to Little Company of

Mary Hospital. From 1:00 p.m. until 4:00 p.m., eight more people were arrested. At approximately 6:00 p.m. the crowds from the volleyball tournament had dwindled on the beach, but moved into the Downtown area. From that time on, thirty more arrests attributed to the Six-Man event were made. The last arrest attributed to the event occurred at a local hotel where a group was staying for the Six-Man event. One subject attacked a person staying in the room next door for telling them to keep the noise down. The victim received substantial injuries to his face and body and was transported to the hospital.

There was a 100% increase in calls for service throughout the day and night for large and loud parties, drinking in public, urinating in public, public littering and traffic issues. In addition to the numerous calls for service on the sand from the volleyball tournament, our dispatch center reported 323 calls for service citywide during the dates of July 30 to July 31, 2011. In comparison, only 162 calls for service were generated citywide the weekend of July 23, 2011.

The weekend of July 30, 2011, 1064 parking citations were issued. In comparison only 795 cites issued the previous weekend of July 23, 2011.

## **DISCUSSION:**

### ***Community Impact and Resident Feedback***

On August 24, 2011, staff organized a Neighborhood Meeting at the Joslyn Community Center to provide residents an opportunity to express their concerns regarding the Six-Man Volleyball Tournament. The concerns expressed by the residents included the following:

- The Downtown area and surrounding “walk streets” were heavily impacted by public intoxication, and by the littering of plastic cups, beer cans, and food wrappers.
- Residents reported public intoxication, public consumption of alcohol, noisy and overcrowded parties on private property, jaywalking, vomit on sidewalks and private property, vulgarity, drug use, drunk driving, and general mayhem.
- Loitering beachgoers urinated on private properties when public restrooms were unavailable or the portable restroom lines were too long.
- Residents also reported property damage, trespassing, and feelings of being trapped in their homes, afraid to leave.

To address some of the concerns of the residents living in the downtown area, the City Council could consider implementing an ordinance that would put limitations on short-term rentals. There are a number of communities that limit short-term rentals in order to preserve the residential character of the neighborhood as well as reduce impacts that result from this particular type of use. The approaches vary but generally such ordinances set up a permit system and limit the number of days that a home may be rented. In addition, there are operational standards placed on the owner to ensure that renters comply with regulations pertaining to noise and other rules of conduct. Some ordinances limit the number of occupants, require surety bonds and others require nuisance response plans to be in place to address issues that arise with short-term renters. Staff can also review its unruly gathering ordinance to determine if such ordinance can be strengthened or updated to address the impacts arising from the Six-Man event.

**Event Financing**

Prior to the 2010 Six-Man event, the volleyball tournament was always at capacity with approximately 200 teams. The 2010 Six-Man event had a 37 team reduction in sign-ups (143 out of a possible 180), and therefore did not meet the anticipated revenue target to cover operational costs. The 2010 event generated \$160,000 in revenue and \$214,000 in operational costs with a total deficit of \$54,000.

Due to the increased security costs and operational changes to the 2010 event, staff raised fees from \$400 to \$500 per team for the masters division, \$600 to \$1,100 per team in the open division, and \$1,000 to \$2,500 for sponsored open division teams to meet the increased overall operational costs.

The anticipated deficit for the 2011 Six-Man event was projected to reach \$102,000 at the July 5, 2011 City Council meeting. The actual deficit was \$20,428.

The 2011 Six-Man operational costs include the following:

<b>Staffing</b>	<b>2011 Estimate</b>	<b>2011 Final</b>
Police Department staff	\$80,000	\$57,986
Private security	\$38,000	\$29,534
Fire Department	\$7,000	\$5,212
Parks and Recreation Contractors	\$9,000	\$8,200
Volleyball officials	\$10,000	\$11,935
Public Works staffing (with contractors)	\$30,000	\$24,398
<b>Operations</b>		
International Surf Festival shirts, medals and tournament supplies	\$5,000	\$4,000
Bicycle fencing and porta-potties	\$20,000	\$16,063
Rental 4X4 trucks and gators	\$3,000	\$2,900
<b>Total Cost</b>	<b>\$202,000</b>	<b>\$160,228</b>
<b>Total Revenue (team registrations)</b>	<b>\$100,000</b>	<b>\$124,400</b>
<b>Revenue from International Surf Festival Sponsors</b>	<b>\$0</b>	<b>\$15,400</b>
<b>Total Net (loss)</b>	<b>(\$102,000)</b>	<b>(\$20,428)</b>

**Sponsorship**

Sponsorship of the event was provided through the International Surf Festival’s contract with Beachsport. The International Surf Festival Committee used this money to offset all of the costs associated with aforementioned Surf Festival events.

Specific to the International Surf Festival Charlie Saikley Six-Man event, Beachsport provided a \$15,000 insurance policy, a \$5,000 sound system, \$2,400 for staff food/beverages and \$15,400 in cash from sponsorship and food concessions.

Additional contributions from Beachsport included 20 pallets of water and sports drinks, snacks, Muscle Milk, volleyball and staging equipment, recycle bins, wristbands and staff/security with an estimated value of \$30,000.

***Event Options***

In evaluating options for the 2012 Charlie Saikley Six-Man staff looked at a variety of alternatives. The primary focus is to hold a safe and orderly event where quality of life is maintained for residents.

Staff realizes that this is a 50+ year event and is a homecoming for many local volleyball players and community members and therefore, staff recommends consideration of the following options which will preserve the volleyball tournament while reducing the number of attendees.

- **Mid-Week During International Surf Festival:** Moving the event to the weekdays (Tuesday and Wednesday) should decrease the number of spectators. It is unlikely that the majority of the 60,000+ spectators would take off work to attend the Six-Man. One drawback will be the inconvenience to volleyball players who would have to take off work in order to attend. The impact on the downtown area should improve if less spectators attend. Implementation of an ordinance limiting short-term rentals downtown would also assist with controlling the problems experienced last year because the spectators would not have the private houses to consume their alcohol. The benefits of remaining in the International Surf Festival includes: continuing the 50 year partnership with the County and other Beach Cities, insurance coverage for the event, sponsorship revenue to help offset costs, and in-kind contributions. Many players and community members plan their vacations around this event, which is held the first weekend in August as part of the International Surf Festival.
- **Mid-Week Outside of the International Surf Festival:** As previously stated, having the event during the middle of the week (Tuesday and Wednesday) should decrease the attendance of 65,000. Having the event mid-week outside of the International Surf Festival might have more of an effect in reducing the crowd as this event has been held the first weekend in August for 50 years.
- **Move Event Outside of the Summer Memorial-Labor Day:** Staff believes moving the event outside the summer season would have more of a negative effect on the players than the spectators. Many of the players attend school or have children who attend school and are involved in school activities. Staff believes the number of teams would be reduced dramatically.
- **One-Year Moratorium:** Another option would be to postpone the tournament for one year. This would break the trend/cycle of the event and allow a year to evaluate future options.
- **City Council Subcommittee:** Another option would be for the City Council to create a two member Subcommittee to work with staff and event producers to mitigate the downtown problems (house rentals, private parties, etc.) and discuss sponsorship, revenue and controlling costs for the event.
- **Permanent Cancellation of the Event**

**CONCLUSION:**

Staff recommends that the City Council discuss the Six-Man Volleyball Tournament and provide direction for the future of the 2012 International Surf Festival Six-Man Volleyball Tournament, including consideration of the following options:

- **Mid-Week Event:** Move the tournament to a Tuesday and Wednesday inside or outside of the International Surf Festival.
- **One-Year Moratorium:** Postpone the tournament for one year and evaluate future event options.
- **City Council Subcommittee:** City Council to create a two member Subcommittee to work with staff and event producers to mitigate the downtown problems (house rentals, private parties, etc.) and discuss sponsorship, revenue and controlling costs for the event.
- **Permanent Cancellation of the Event**