

REUSE ANALYSIS OF
NIKE SITE LA-55

Pointe Vicente, California

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report to

CITY OF RANCHO PALOS VERDES

prepared by

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I. INTRODUCTION

A. BACKGROUND AND DESCRIPTION

From time to time the U.S. Department of Defense (DOD) deactivates military installations which are no longer required for defense operations. In particular, the department has been deactivating a series of NIKE missile bases which have become obsolete.

One such NIKE base is located on the California coastline, about 20 miles southwest of Los Angeles. Known to the department as NIKE Site LA-55, Point Vicente, Los Angeles Defense Area, California, this site occupies about 120 acres of land on the tip of the Palos Verdes Peninsula overlooking the Pacific Ocean (Figure 1). It is composed of two distinct parcels, a main parcel of about 117 acres for the launcher area and associated command buildings, and a small parcel of about 4.5 acres for the control area (Figure 2).

On June 28, 1974, the Department of the Army proposed that since the 120 acres which the NIKE base occupies would no longer be required for military use, it be reported to the General Services Administration (GSA) as excess real property. Accordingly, the land is now available for other nonmilitary uses.

The land is inherently attractive and valuable. With its location and elevation (200-300 feet above sea level), the site commands a striking ocean view. The site is mostly undeveloped, with natural vegetation covering much of the land. It lies within the boundaries of the newly incorporated City of Rancho Palos Verdes, which has experienced major growth of medium- to high-income residential housing in the last decade. Rancho Palos Verdes and the other communities on the peninsula surrounding the site can be characterized as primarily high-income residential communities.

The Palos Verdes Peninsula is clearly one of the most desirable residential areas in the Los Angeles area. Under these circumstances, the NIKE site, offering a large, relatively undeveloped, and well-situated parcel of land, has unquestionable value for a number of potential uses.

At present, the Federal Government owns the land. Under the Federal Property and Administrative Services Act of 1949 (63 Stat. 377) the GSA is responsible for disposing of the land. GSA is required to seek an arrangement which will yield the maximum "public benefit." In keeping with this criterion, GSA generally adheres to the following priority system:

First Priority: nonmilitary uses by departments of the Federal Government.

Second Priority: use by state or local governmental entities or by certain nonprofit organizations.

Third Priority: use by private individuals or organizations.

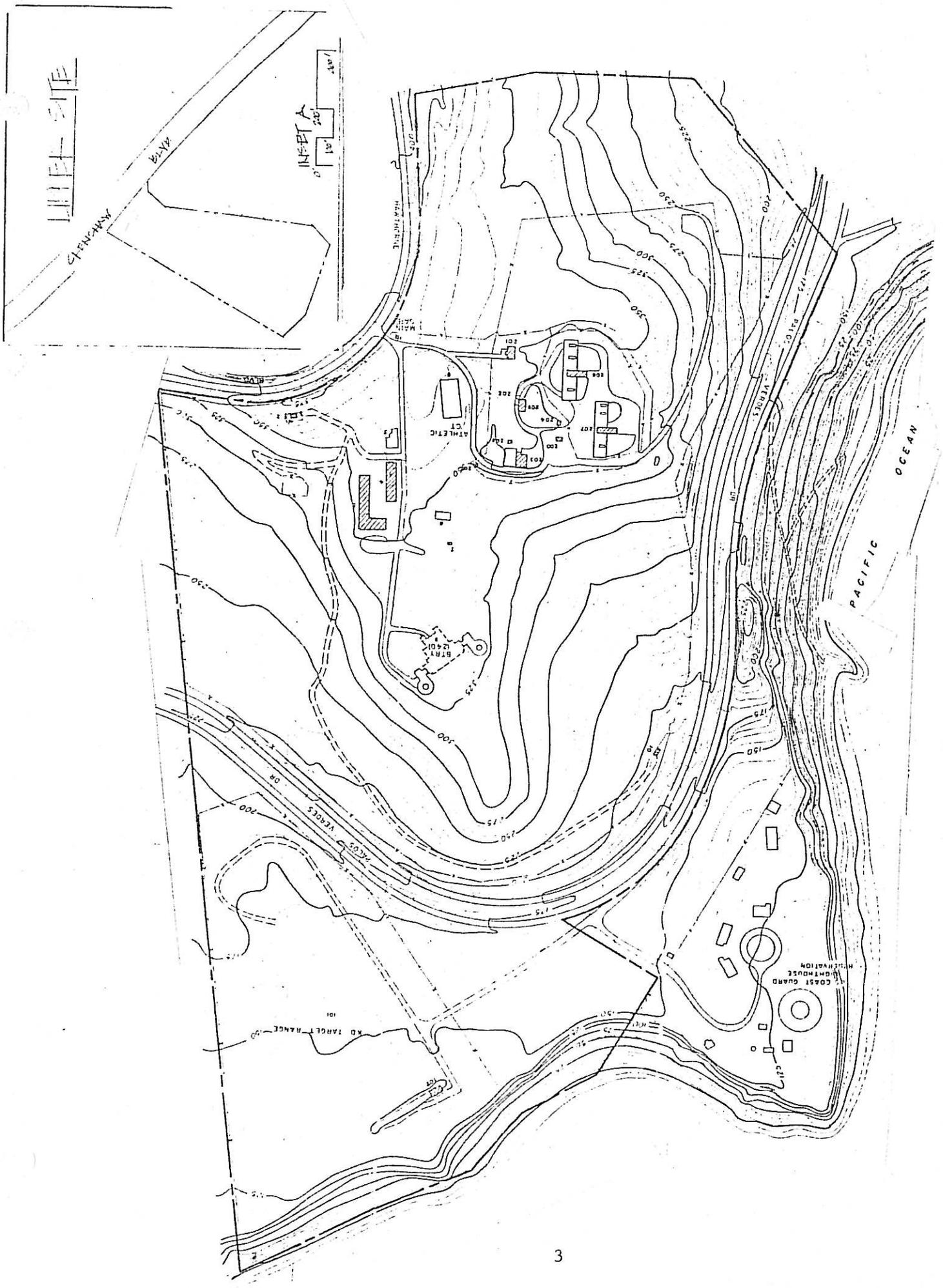


FIGURE 2 UPPER AND LOWER SITES - NIKE SITE LA-55

About 115 of the 120 acres were declared surplus to the Federal Government on August 12, 1975. The five acres which were not declared surplus are those portions of the NIKE site which the U.S. Coast Guard desires to obtain in connection with its activities at the Point Vicente Lighthouse, adjacent to the site. Therefore, about 115 acres are available for second- and third-priority uses.

B. PURPOSE OF THE STUDY

In light of the value and attractiveness of the land, it was clear to leaders of the City of Rancho Palos Verdes that a number of governmental entities might wish to obtain the land for various uses once it was declared surplus to the Federal Government and made available to state and local governments. These leaders anticipated that state and local entities might submit conflicting proposals to GSA concerning use of the land. Consequently, the city obtained a grant under Title III, Section 301(a), of the Public Works and Economic Development Act of 1965 for the purpose of having a study conducted to determine the best nonmilitary use for the NIKE site. Specifically, the purposes of the study were:

1. To consider all potential nonmilitary uses for the NIKE site and to analyze the need or demand for such use and the suitability of the site for such use,
2. To isolate the most promising uses considered in the first step for detailed study as to desirability, feasibility, and environmental impact,
3. To develop a specific site plan to implement the uses analyzed in step two, and
4. To prepare an environmental assessment.
5. To assist the City in the preparation of application for acquisition of property.

During the course of this project, the desires of the citizens of Rancho Palos Verdes regarding the reuse possibilities for the site were established through a review of the work of the General Plan Goals Committee of the City of Rancho Palos Verdes and through three working sessions held with interested citizens, the City Council, and staff of the city including the City Manager and the Director of Planning. The consensus of these groups was that because of the unique locational and aesthetic character of the former NIKE site it was recommended that no private use of the site be made and that the focus of reuse considerations should concentrate on public uses emphasizing administrative, community, and recreational uses.

In addition to citizen, staff, and elected official inputs, meetings were held with representatives of other public agencies interested in submitting reuse proposals for the Federal property. These included the U.S. Postal Service, Los Angeles County Fire Department, Los Angeles County Department of

Parks and Recreation, and Los Angeles County Department of Beaches. To ensure that Federal agencies which were maintaining cognizance of the surplusings process were kept informed, meetings were held with the General Services Administration, the Bureau of Outdoor Recreation, and the Department of Health, Education, and Welfare.

The approach taken in determining possible uses of the NIKE site took into consideration the following factors:

- The nature and extent of various public and private demand for land on the Peninsula and in the City of Rancho Palos Verdes in particular.
- The goals and objectives of the citizens of Rancho Palos Verdes.
- The potential uses (both compatible and competing) for the site and surrounding areas put forth by other public agencies.
- Institutional constraints placed upon reuse possibilities by the California Coastal Zone Conservation Commission and ordinances and policies of the City of Rancho Palos Verdes.
- Possible site limitations and constraints in terms of soil, terrain, slope stability, and circulation considerations.

This is the final report of the Arthur D. Little, Inc., study undertaken for the City of Rancho Palos Verdes; it presents the findings and recommendations of the study.

C. MAJOR FINDINGS

The analysis of the possible uses of NIKE Site LA-55 at Point Vicente has resulted in the following major findings:

1. From a number of standpoints, the best use for the site is a combination of public uses ranging from local governmental administrative offices to open space and recreational areas under public jurisdiction. (See Figures 6, 7, and 8 in Chapter IV.)
2. The utilization of part of the site for administrative functions of the newly incorporated City of Rancho Palos Verdes and for a civic center will provide a critically needed focus for the city.
3. The utilization of another part of the site by the Palos Verdes Peninsula Unified School District for its administrative functions will permit consolidation of these functions in one location and the abandonment of presently used substandard facilities.

4. The site provides a relatively central location for a relocated fire station needed to serve Rancho Palos Verdes.

5. Under the proposed plans, almost 100 acres of the approximately 120 acres of the main site would be designated for open space and recreational use. Such use is logical because of the site's aesthetic appeal and its access to some of the major marine-oriented areas of the Southern California coast. The acreage would represent a significant addition to open space and recreational land in the peninsula area, thus enhancing the quality of life there.

6. Even at full development, the proposed uses of the site are considered to have minimal impact on the environment. Since the administrative offices will essentially occupy that part of the site now housing former NIKE-associated buildings, there will be no major increase in the amount of developed area. This, combined with the land held in open space use, will serve to minimize possible environmental problems.

7. At full development, the civic center complex will provide an activity center employing between 250 and 400 people, depending on the final number of use areas developed.

8. The growth-inducing impact of full development of a site under the proposed plans will be minimal. Employment created at the site will reflect merely shifts from other areas in Rancho Palos Verdes, as required to accommodate public service needs of the city and other communities on the peninsula. The minor growth-inducing impact will be an increase in journey-to-work traffic and visitor traffic to the recreational and open space land that will be made available. It appears that the capacities of the major arterials, Hawthorne Boulevard and Palos Verdes Drive West, will not be reached with this incremental amount of traffic.

D. RECOMMENDATIONS

Of several proposals for use of the NIKE site, it appears that the development plan that would best serve the needs of the residents of the City of Rancho Palos Verdes would be that termed Plan A (see Chapter IV). This would provide large areas designated for a civic center, administrative offices of the Palos Verdes Peninsula Unified School District, the fire station, and possibly a post office branch for the peninsula. The beach-oriented component of the site would be developed by the Los Angeles County Department of Beaches, focusing on the area's marine resources. The City of Rancho Palos Verdes would have jurisdiction over approximately 11 acres of land designated for recreational pursuits, and would also maintain and develop the remainder of the land in open space.

This proposal would require the city to purchase approximately four acres for the civic center building site. The recommended method for financing this purchase is by time payment through the GSA. Although the interest rate and the initial commitment for a down payment would result in a somewhat higher total cost burden than would the use of general obligation bonds, this method is considered more appropriate because of the possible delay in obtaining funds from general obligation bond issuance.

Should the GSA agree to a time purchase of the site, the initial down payment and the subsequent annual payments could be made from either the general operating fund or the capital improvement and acquisition fund. This approach is believed to entail a minimal fiscal impact on the city.

It is recommended that the city ask the Bureau of Outdoor Recreation for assignment of the land that will be used for either active recreation purposes or as open space. The approximately 77 acres will then be maintained on an ongoing basis by the city, with a minor fiscal impact which will be offset by the provision of needed recreational and open land. For the 11+ acres to be developed for active pursuits, picnic areas, baseball diamonds, and perhaps tennis courts would be among the logical installations.

Because of the number of proposed public uses under various public jurisdictions in Plan A, we suggest that a joint powers agency be established to monitor development and provide maintenance and security on the site. Without a joint management structure, jurisdictional conflicts will arise as development occurs over the next 10-20 years.

We look upon the proposed development plan as an opportunity for Rancho Palos Verdes and other public jurisdictions in the peninsula area to achieve a focus for community involvement -- an opportunity well worth the public expenditures involved.

II. DEMAND POTENTIAL IN RANCHO PALOS VERDES

The first step in this study was to analyze all potential nonmilitary uses of the NIKE site. This part of the study can be conveniently divided into two general areas: first, the demand or need for various types of uses, and second, the suitability or availability of the NIKE site itself for various types of uses.

This chapter analyzes the demand potential in the Rancho Palos Verdes area for housing, commercial activity, an industrial site, public sector activity, and recreational and open space. The suitability of the site for such uses is discussed in Chapter III.

A. THE CHARACTER OF THE PALOS VERDES PENINSULA

The City of Rancho Palos Verdes, in which the NIKE Site LA-55 is located, is on the Palos Verdes Peninsula in the southwest tip of Los Angeles County. The City includes 12.3 square miles of land and 7½ miles of coastline. One-third of the total land is vacant, with more than three-fourths of the immediate coastline land vacant.

The Peninsula has a unique physiography, formed over millions of years of submerging and lifting from the Pacific Ocean. Once an island, the Peninsula, nine miles wide by four miles deep, now rises above the Los Angeles Basin, with the highest elevation at 1480 feet. The forming of the Peninsula has resulted in the unique terrace configurations readily observable today and the steep, rocky cliffs at the ocean's edge which rise from fifty to three hundred feet. Erosion has created numerous steep-walled canyons.

With its views of the Los Angeles Basin and ocean, and clean air, the Peninsula is a very desirable place to live. Construction of home began in the 1920's and the rate increased dramatically in the 1960's and intensified in densities, primarily in unincorporated areas.

Each of the four cities on the Peninsula incorporated for the same basic reason -- control of planning and implementation policies. Palos Verdes Estates incorporated in 1939, Rolling Hills and Rolling Hills Estates in 1957, and Rancho Palos Verdes in 1973. Incorporation attempts for Rancho Palos Verdes had begun in 1962, intensifying in 1969. There was much litigation and many setbacks before the Supreme Court, in September 1972, ruled 7 to 0 in Curtis vs. Board of Supervisors that landowners could not prevent voters from determining their municipal government. After six months delay, an election was set. In 1973 a majority of 5 to 1 voted in favor of incorporation.

1. Socioeconomic Characteristics

In 1970, the total Peninsula contained 61,330 people. Nearly two-thirds lived in what is now Rancho Palos Verdes and unincorporated areas. The City has large households -- the median number of persons per household, 3.79, was well above the Los Angeles/Long Beach SMSA median of 2.83, but comparable to the other cities on the Peninsula.

Median age of the population was 28.3 years, which was only slightly less than the rest of metropolitan Los Angeles; 42.1% of the population was under 18 years old and only 2.5% were 65 years and over. There were rather small numbers of young children, with the largest age range 10-14 years. The largest portion of the population was those in the wage earning years.

Only 2.3% of the population was Negro, Oriental, or other racially identified groups. Six percent were persons of Spanish language or of Spanish surname. Ninety-three of the people were native Americans, with 44.6% of these born in California.

The community is fairly new and only 42% of those over 5 years old had lived here longer than 5 years. The majority of those who had moved here between 1965 and 1970 moved from other parts of Los Angeles County.

Educational levels are high. Median school years completed were 13.3 years (16.3 for males and 13.3 for females); 92.5% of the males and 90.8% of the females had completed high school.

Table 1 presents median family income for the four Palos Verdes communities, the Palos Verdes Peninsula, and Los Angeles County in 1970. The median income for Rancho Palos Verdes was more than double that of Los Angeles County overall. The percentage of high-income families (those earning in excess of \$25,000 annually) in Rancho Palos Verdes was 36%, compared to 38% in Rolling Hills Estates, 45% in Palos Verdes Estates, and 69% in Rolling Hills. The peninsula is expected to maintain its high-income character, with incomes continuing well above averages for the remainder of Los Angeles County during the foreseeable future.

Because of its residential nature, few employment centers exist on the peninsula. However, one factor contributing to the strong growth of the Palos Verdes Peninsula area has been the increase in employment opportunities near the peninsula. While many residents of the peninsula commute to more distant employment centers in downtown Los Angeles, Century City, and elsewhere, a growing number have found employment opportunities nearby as the local economy has gained a measure of economic maturity.

Table 2 shows employment trends for major classifications in Los Angeles County and the Torrance community labor market area (the area including the peninsula communities). Employment in Los Angeles County increased in all categories between 1960 and 1970 with substantial gains reported by the services and the finance, insurance, and real estate groups, as well as by distribution and government. The gains in these categories over the 10-year period ranged from 32% to 58%. Employment in the Torrance community labor market showed substantial increases in all four classifications. This growth is reflective of increased industrial development in the Torrance and Gardena areas and greater distribution, retail, and service activities resulting from increased residential development and population growth in the market area. The employment data indicate a strong local labor market capable of supporting continued population growth.

The largest categories of occupations of residents of Rancho Palos Verdes were (a) professional and technical, and (b) managers and administrators (Table 3). The largest number of people were employed in the manufacturing

TABLE 1
 MEDIAN FAMILY INCOME
 PALOS VERDES PENINSULA COMMUNITIES
 1960 and 1970

	<u>1960</u>	<u>1970</u>	<u>Percent Change 1960-1970</u>
Rancho Palos Verdes ¹	\$12,590	\$21,803	73.1%
Palos Verdes Estates	14,759	23,760	60.9
Rolling Hills Estates	12,674	22,327	76.1
Rolling Hills	21,111	36,379	72.3
Palos Verdes Peninsula ²	13,770	24,930	81.0
Los Angeles County	7,046	10,972	55.0

1. Includes unincorporated county areas in 1960.

2. Includes unincorporated county areas in 1960 and 1970.

Source: U.S Bureau of the Census and Economics Research Associates

TABLE 2

EMPLOYMENT PATTERNS
LOS ANGELES COUNTY AND TORRANCE COMMUNITY LABOR MARKET AREA
1960 and 1970

Labor Market Area	Total Employment (thousands of workers)		Thousands of Workers	Employment Change 1960-1970	Percentage
	1960	1970			
Los Angeles County					
Goods ¹	930.1	996.2	66.1		7.1%
Distribution ²	688.3	907.0	218.7		31.8
Services, FIRE Group ³	599.6	901.5	301.9		50.4
Government ⁴	270.4	429.7	159.3		58.1
Torrance Community Labor Market⁵					
Goods	32.0	71.4	39.4		123.1
Distribution	17.2	40.4	23.2		134.8
Services, FIRE Group	11.5	30.7	19.2		170.0
Government	8.1	19.6	11.5		141.0

1. Mineral extraction, agricultural products, contract construction, manufacturing.
2. Transportation, communication and utilities, wholesale and retail trade.
3. Services include personal and professional categories; FIRE Group indicates Financial, Insurance and Real Estate.
4. Civilian employees of Federal, state, and local governments.
5. Includes Torrance, Gardena, Hermosa Beach, Lawndale, Lomita, Manhattan Beach, Palos Verdes Estates, Redondo Beach, Rolling Hills Estates, and portions of Carson, Los Angeles city and unincorporated county.

Source: State of California, Human Relations Agency, California Labor Market Surveys, 1960 and 1970.

TABLE 3

EMPLOYMENT BY OCCUPATION
OF RESIDENTS OF RANCHO PALOS VERDES
AND THE PALOS VERDES PENINSULA
1970

<u>Occupation</u>	<u>Percentage Distribution</u>	
	<u>Rancho Palos Verdes</u>	<u>Palos Verdes Peninsula</u>
Professional and Technical People	41.1%	38.1%
Managers and Administrators	22.2	22.0
Sales Workers	11.0	11.2
Clerical Workers	12.6	12.3
Craftsmen, Foremen	3.9	4.7
Operatives	2.9	3.1
Laborers	1.7	2.9
Farmers, Farm Managers	0.1	0.2
Service Workers	<u>4.5</u>	<u>5.5</u>
Total	100.0%	100.0%

Source: U.S. Bureau of the Census

industry, primarily in metal industries and transportation equipment (mostly aerospace). There were also a substantial number employed by public elementary and secondary schools and colleges.

2. Land Use Considerations

The most important form of land use is residential, accounting for 54.4% of all land and 82% of all developed land (Table 4). Within the residential category, single-family homes represent the dominant type of development. The bulk of the single-family residential land was developed during the 1960s with individual lots ranging in size from 7000-12,000 square feet, although many subdivisions were developed with lots ranging in size to more than one acre. Other developed land use categories account for 12.3% of land in the city, including commercial - 1.1%, golf course and parklands - 4.5%, Federal property - 1.9%, and public school sites - 3%. No industrial land is located within the city.

There are 2638 acres of undeveloped land in the city. These lands, accounting for 33.3% of the total, have been held in a low-density residential zone since the incorporation of the city. Prior to incorporation, they were zoned to a variety of higher-density residential and commercial classifications. These 2638 acres represent the last of the large tracts of undeveloped land on the peninsula.

Retail facilities in Rancho Palos Verdes are limited. There are a total of 36 licensed retail outlets in the city. The largest concentration of retail outlets is at the Golden Cove Center containing 16 retail stores including a supermarket and a variety of smaller stores. This facility total approximately 86,000 square feet, of which 66,000 square feet are devoted to retail outlets, with the remainder used for office space and service establishments.

The next largest retail facility in the city is located on Hawthorne Boulevard and contains 55,000 square feet of retail space. Other commercial centers in the city include Miraleste Plaza with seven small retail outlets and two small grocery stores at other locations. In addition, there are a total of ten service stations at scattered points throughout the city.

The major share of retail activity on the peninsula occurs in the City of Rolling Hills Estates which contains Peninsula Center, a subregional shopping center with a variety of retail outlets including a department store. Peninsula Center has a tremendous impact on the city's land use because it is almost completely surrounded by Rancho Palos Verdes. Its total area contains approximately 112 acres of land, of which about 70% is developed.

Other commercial activity in Rancho Palos Verdes includes the large entertainment/recreation attraction of Marineland, a number of small service businesses, and some limited commercial office space.

Future commercial activity in Rancho Palos Verdes is expected to be limited to additional retail facilities serving the convenience needs of the growing resident population. The major retail facilities external to Rancho Palos Verdes at Peninsula Center and in surrounding areas such as the Del Amo area of Torrance are expected to continue to serve the major retail needs of the residents of the peninsula area.

TABLE 4
 LAND USE IN RANCHO PALOS VERDES
 1974

	<u>Acreage</u>	<u>Percentage</u>
Residential		
Single Family	4,136.0	52.6%
Multiple Family	<u>143.0</u>	<u>1.8</u>
	4,279.0	54.4%
Commercial		
Commercial Centers	20.4	0.3%
Marineland ¹	<u>62.0</u>	<u>0.8</u>
	82.4	1.1%
Industrial	0.0	0.0%
Institutional		
Public Schools	243.0	3.1%
Private Schools	77.0	1.0
Churches	21.4	0.3
Fire Stations	0.6	0.0
Library	<u>1.5</u>	<u>0.0</u>
	343.5	4.4%
Utilities	34.0	0.4%
Parklands, Golf Courses, Federal Properties	505.0	6.4%
Undeveloped Land ²	<u>2,628.0</u>	<u>33.3%</u>
Total	7,871.9	100.0%

1. Developed portion of 84.7-acre site.

2. Includes approximately 600 acres leased for agriculture.

Source: City of Rancho Palos Verdes Environmental Services

Rancho Palos Verdes has essentially no industrial land use. The only sites that could be classified as industrial are those being used for electrical and other transmission purposes.

The major industrial use on the Peninsula is Northrop's scientific research and development center in Rolling Hills Estates. Rolling Hills Estates also has most of 99.64 acres of county-owned landfill (a small portion of one parcel appears to be in Torrance) and large quarry. Within the unincorporated county area, the only significant industrial uses are a public dump, oil storage tanks and a Navy fuel depot.

3. The Goals of the City of Rancho Palos Verdes

Because of the somewhat unique geographic position of the City of Rancho Palos Verdes and the NIKE site in particular, two factors bear upon the possible uses of the site are: the general plan prepared by the City of Rancho Palos Verdes and the impact of the land use policies of the California Coastal Commission. Rancho Palos Verdes has been involved in the preparation and the adopting of a general plan. To ensure maximum citizen participation one of the first steps was the appointment by the City Council of a Steering Committee to organize a General Plan Goals Committee, composed of some 200 citizens. The Committee submitted a report to the Council which included a statement of goals, objectives, and policy recommendations on elements of the general plan. Included were recommendations for the following:

- Growth should be carefully controlled and the present semi-rural residential atmosphere with abundant open space should be preserved.
- Natural resources, natural beauty, historical heritage, and other land and water resources should be conserved.
- Highest priority should be given to acquisition and other preservation of large amounts of open space, particularly coastline, canyon, and hazardous areas.
- Public facilities should be developed to meet the political, social, cultural and recreational needs of the citizens.
- Parks and recreational programs should be developed to provide a variety of activities and in all areas of the community.
- A scenic route program should be developed to preserve and enhance scenic resources for the public benefit, while at the same time preserving the nature of the area.

The City of Rancho Palos Verdes has also established two specific plan districts, one within its coastal region including a portion of the NIKE site. This procedure is provided for under Section 65450 of State Laws Relating to Conservation and Planning. This district has been established for the following reasons:

- Further studies of earth sciences, hydrology, and biotic resources in this region are necessary in order to more accurately assess these factors as to their specific location. These studies shall determine uses in the coastal region in order to preserve and maintain resource areas, while restricting future developments from hazardous areas.
- The regional resource importance of this area requires precise and well-defined plans for both use and specific resource value of land areas.
- Existing legislation over governmental agency powers is, at this time, undetermined and will be defined later. Due to this unsettled condition, it would be premature to allow intensive development in this region until the Coastal Commission powers and plans are more defined.

The City will be initiating and receiving studies which supply additional input on proper treatment of the coastal region. Under State law, section 65451 defines specific plans as including:

"...detailed regulations, programs and proposed legislation which shall be necessary to convenient for the systematic implementation of each element of the general plan listed in Section 65302...."

Based on this specific plan, decisions may be reached which alter use or intensity of urban activities. Through these studies, information will be conveyed which will help to better define bluff regions and hold capacities in coastal areas.

The goals of the residents of the City of Rancho Palos Verdes have been translated into implementable measures through the development of the General Plan for the City of Rancho Palos Verdes. In particular, as these goals relate to the specific reuse of the NIKE site, the General Plan calls for "a civic center...ringed by parkland will be a good focus of the City." In addition, the General Plan suggests use of a portion of the NIKE site for a fire station and joint use of the site along with the Palos Verdes Unified School District. All these activities are compatible with potential use of the land as established by the California Coastal Commission under whose jurisdiction a portion of the NIKE site is.

In the course of examining appropriate uses for the NIKE site the city planning process and the possible land use policy implication of the California Coastal Commission were kept in mind. Three review meetings were held with members of the City Council and periodic meetings with city staff to ensure adequate citizen input regarding reuse of the site.

B. PRIVATE SECTOR

1. Potential Demand for Residential Housing

There is a great potential demand for residential housing throughout the Palos Verdes Peninsula. This is evidenced by both subjective and objective indicators. The best objective indicator is the dramatic growth in residential housing during the past 15 years throughout the peninsula, shown in Table 5. The table indicates that during the period from 1960-1973, the number of dwelling units in Rancho Palos Verdes increased from 3071 to 10,343, an average annual increase of almost 10%. The other three communities on the Palos Verdes Peninsula -- Palos Verdes Estates, Rolling Hills Estates, and Rolling Hills -- each experienced substantial increases in residential housing, although less explosive than for Rancho Palos Verdes.

As a whole, the number of dwelling units on the peninsula increased 133% during the period. This dramatic growth can be compared with the average annual growth rate for the Los Angeles Standard Metropolitan Statistical Area (SMSA), which was only 1.8% for the decade 1960-1970 with a much slower growth since 1970.

Another indicator of the potential demand for residential housing on the Palos Verdes Peninsula is the high median value of the dwelling units. Approximately 88% of the dwellings are single-family homes, and their median value was \$52,649 in 1970. In comparison, the median value for housing in the Los Angeles SMSA in 1970 was \$28,242.

The above statistics reflect the desirable characteristics of the Palos Verdes Peninsula as a residential area. The peninsula is blessed with:

- Air quality which is better than that of the Los Angeles Basin generally,
- A climate which is more moderate than that of the Los Angeles area, due to the ocean-side location,
- A dramatic view of the Pacific Ocean by virtue of the peninsula's elevation, and
- A relatively lower density and higher quality of development compared to the Los Angeles area, generally reflecting the historical growth of the peninsula resulting in higher-income residential land use.

Clearly, people are willing to pay a premium price to obtain residential housing on the Palos Verdes Peninsula. This upper-middle- to high-income market will continue to exert pressure on peninsula housing and on land with housing development potential.

For the future, this expectation is reflected in population and housing growth projections for the Palos Verdes Peninsula. (See Table 6.) The demand potential for residential housing in Rancho Palos Verdes is expected to increase

TABLE 5

HOUSING GROWTH ON THE PALOS VERDES PENINSULA, 1960-1973*

	1960		1970		1973		1960-1973 Average Annual Growth Rate
	Total	Percent Single- family	Total	Percent Single- family	Total	Percent Single- family	
Rancho Palos Verdes	3,071	100%	8,678	89%	10,342	85%	9.8%
Rolling Hills Estates	1,005	100	1,766	97	1,870	92	4.9
Rolling Hills	461	100	658	100	595	100	2.0
Palos Verdes Estates	<u>2,753</u>	<u>100</u>	<u>3,975</u>	<u>94</u>	<u>4,143</u>	<u>93</u>	<u>3.2</u>
Total and Percent of Total	7,290	100%	14,987	91%	16,950	88%	6.7%

*Incorporated communities only.

Source: Based on City of Rancho Palos Verdes, General Plan - Revised Draft.

TABLE 6

HOUSING DEMAND POTENTIAL FOR PALOS VERDES PENINSULA^a

	1970	1980	1990	Growth in Demand 1970-1990	Average Annual Growth Rate		
					1970-80	1980-90	1970-90
Total Incorporated Areas ^b	14,987	21,097	25,977	10,990	3.5%	2.1%	2.8%
Rancho Palos Verdes ^c (unconstrained)	8,678	13,600	17,225	8,547	4.6	2.4	3.5
Rancho Palos Verdes (constrained)	8,678	-	14,108	5,430	-	-	2.5

a. Incorporated areas only.

b. Assuming all incremental demand for the peninsula goes to the incorporated areas.

c. Based on additions to housing stock in Rancho Palos Verdes Estates, Rolling Hills Estates, and Rolling Hills only up to saturation population.

Sources: Arthur D. Little, Inc., calculations based on "Economic Analysis of Rancho Palos Verdes," Memorandum Report, Economic Research Associates, Inc., October 1974; "Development Alternatives, Rancho Palos Verdes," City of Rancho Palos Verdes Environmental Services Department, January 1975; and General Plan - Revised Draft, City of Rancho Palos Verdes, May 30, 1975.

by 2.5% on an average annual basis from 1970-1990, considered in light of the amount of land which will be available for development of housing, and in light of public policy considerations.

In 1973 there were about 2628 acres of undeveloped land in the City of Rancho Palos Verdes. However, a substantial portion of the undeveloped land is not suitable for dense development due to soil instability, hydrological problems, and other environmental considerations; some of the land is unsuitable for any development. The Rancho Palos Verdes General Plan proposes that only 1716 additional acres be allowed for development of residential housing. More than two-thirds of this land would be limited to development of no more than one unit per acre. As a result, the General Plan proposes that only 2528 additional dwelling units (from 1974 on) be allowed in Rancho Palos Verdes. Since there are already 11,600 dwelling units, the General Plan would restrict new development to no more than a 22% increase over the present number of residential dwelling units.

It appears that the demand for residential housing in Rancho Palos Verdes will in all likelihood exceed the supply of land available for housing under the General Plan.

2. Demand for Land for Retail or Commercial Use

At present, only about 3.5 acres of land in Rancho Palos Verdes are dedicated to commercial use. The largest concentration of commercial activity is at Golden Cove Center, with 16 retail stores and several offices situated on a little more than two acres. The second largest commercial area in the city is on Hawthorne Boulevard, with a handful of retail stores and some additional office space situated on about one acre.

The nearest major shopping center is the Peninsula Center, located within Rolling Hills Estates. It is estimated that residents of Rancho Palos Verdes earn a combined annual personal income of about \$268 million. It is further estimated that approximately \$90 million of this amount is spent on retail sales. However, only about one-tenth, or \$9 million, is spent within Rancho Palos Verdes.

The above figures suggest that there is a significant potential for increased retail activity in Rancho Palos Verdes. Accordingly, the General Plan proposes to expand the Golden Cove retail area and to study the possibility of developing a second "neighborhood commercial facility." The expansion of the Golden Cove area seems appropriate in view of the existing retail facilities at that site and the existing transportation arteries. A high rate of "leakage" of consumer spending will continue to benefit regional shopping centers outside of the city.

3. Demand for Land for Industrial Use

There is currently no industrial activity within Rancho Palos Verdes. The only industrial operations of significance on the entire peninsula are a Northrup scientific research and development center and a quarry. Because of historical development and policy considerations, no demand for industrial activity is

anticipated in the future. Availability of land suitable for industrial development and the difficulty of access to markets further preclude this type of land use.

4. Demand for Land for Private Educational Facilities

The demand for private educational facilities depends primarily on two factors, the size of the school-age population and the quality of existing public schools. At present, public educational facilities on the Palos Verdes Peninsula appear to be of high quality: 90% of the graduates go to college. The outstanding record of peninsula public schools tends to diminish the demand for private facilities.

The second factor, the size of the school-age population and its potential growth, also minimizes demand for private educational facilities. The school-age population for the peninsula as a whole is approximately 19,000. Because of the limited amount of growth envisioned by the Rancho Palos Verdes General Plan, the size of the school-age population is not likely to expand dramatically due to in-migration. Furthermore, the low fertility rate of peninsula families precludes the likelihood of a sudden increase in the school-age population because of new births.

There are 18 private schools on the peninsula, of which 13 are nursery schools. Marymount College, formerly located less than half a mile from the NIKE site, has moved to a new location.

We conclude that there is not a large demand for land for private educational facilities.

C. PUBLIC SECTOR USE

There appears to be a significant demand for a variety of uses by public sector agencies. These potential uses include providing land for administrative services, land for components of public safety, areas for community activities, areas for passive and active recreational activities, and finally general open space. The discussion below treats this potential demand from a general perspective.

Until 1973, Rancho Palos Verdes was governed as an unincorporated area of Los Angeles County. Its incorporation in that year indicated the desire of the residents to control the growth of residential housing, to establish a community identity, and to gain control over the community's future. Because the city was established only two years ago, the mayor and other city officers have been operating out of temporary quarters. The city government needs a permanent location to serve as a focal point for a community which is inherently diffuse due to its predominantly low-density residential character.

The civic center also could provide appropriate facilities for specific governmental and community functions. The following needs have been identified:

1. Offices for the Mayor, City Council, and City Administrative Personnel

It is generally agreed that the civic center must contain permanent offices

for the mayor, council, and administrative personnel. The amount of space which will be needed for these functions will depend on whether the city continues to operate as a "contract" city, or changes to a "full service" city. As a contract city, Rancho Palos Verdes would need less office space in the civic center since many governmental functions would be carried out by the County of Los Angeles or others. As a full service city, Rancho Palos Verdes would need sufficient office space for a full range of municipal employees.

2. Auditorium and Multi-purpose Activity Center

There are at least 200 social, service, and cultural organizations on the peninsula. Of these groups, only the Palos Verdes Community Arts Association, South Coast Botanical Gardens, and various churches have permanent facilities. Many groups suffer from a serious lack of indoor and outdoor facilities for meetings and other events. Such meeting rooms as are available are scattered throughout the peninsula; none provides a full-scale auditorium except for the high schools. These facilities could be provided in a civic center.

3. Post Office

The Palos Verdes Peninsula is currently served by a post office located on Deep Valley Road. The post office is operating in a leased building which does not provide space for the adequate handling of the current volume. Consequently, it has been searching for a new site that would permit expansion. It would be possible to include an expanded post office in a civic center. However, it appears at this time that there is no interest on the part of the post office.

4. Fire Station

At present most of the Palos Verdes Peninsula is served by Los Angeles County Fire District No. 5, under contract with the county. The district operates four stations. It would like to move the station at Abalone Cove to a more western section of the City of Rancho Palos Verdes and establish a fifth station near the intersection of Palos Verdes Drive South and Forrestal Drive. As with the post office, there appears to be a need for additional land for a fire station in the western part of the city.

5. Public Education

The entire Palos Verdes Peninsula, including Rancho Palos Verdes, is served by the Palos Verdes Peninsula Unified School District. There are presently 17,626 students enrolled in the district in 21 schools. Of these, 13 are elementary schools, 4 are intermediate, and 4 are high schools. Ten of the 21 school (8 elementary, 1 intermediate, and 1 high school) are located within the boundaries of Rancho Palos Verdes.

The growth in school-age population was rapid during the period from 1955 to 1965, but has now tapered off to about a 3% increase per year. As a result, the school district has found itself with seven extra school sites which were obtained at a time when the school-age population was expected to continue to

grow rapidly. Three of these sites have been declared surplus by the district, and two will be purchased by the city for use as parks. It is clear that the district has no need for additional school sites.

However, for many years the administrative offices of the school district have been housed in inadequate facilities. Part of the administrative staff works in buildings constructed by the U.S. Army in the early 1940s at a site in the City of Rolling Hills. Other administrative staff are housed on an interim lease basis at the NIKE site. There is a need for land to be allocated for district administrative offices.

6. Library

The entire peninsula is served by the Palos Verdes Library District. The district currently maintains three branch libraries, at Malaga Cove, Peninsula Center, and Miraleste. There are no plans for expansion of the library district by the addition of another branch; and presently there does not appear to be demand for additional library facilities. However, as growth occurs on the peninsula and Rancho Palos Verdes in particular, the need for additional branches may arise.

D. DEMAND FOR RECREATIONAL AND OPEN SPACE

There are two aspects to this demand. First, there is the regional demand, generated by the population of the greater Los Angeles area, for major park and recreational areas which offer the visitor an opportunity for a variety of recreational experiences. In contrast, there is a local demand, of the population of the peninsula and the City of Rancho Palos Verdes in particular, for areas for passive activity as well as active recreational areas such as ball fields, tennis courts, etc.

Both regional and local demand indicate a need for additional space for recreational activity. With the rapid shrinking of the supply of public open space in the Los Angeles area and the simultaneous increase in demand for such space, a supply-demand imbalance is evident throughout the area. Estimates made by the City of Rancho Palos Verdes show that, depending on the ultimate population of the city, upward of 220 acres of land will be needed to satisfy regional and local demand for both active and passive recreational pursuits.

III. NIKE SITE LA-55 USE POTENTIAL

The suitability of the NIKE site for the potential uses discussed in Chapter II involves both physical considerations and legal and institutional considerations.

Physical considerations include:

- Whether or not the soil type, degree of slope, hydrology, and other physical characteristics of the site are suitable for a proposed use.
- Whether or not the transportation system and public utility systems (water supply, electrical supply, sewage disposal, etc.) serving the site are suitable for a proposed use.
- Whether or not a proposed use is compatible with land use patterns for areas surrounding the site.
- Whether or not the existing buildings on the site are suitable for a proposed use.

Legal and institutional considerations include:

- Whether or not there are any zoning ordinances or other land use restrictions which would prohibit a proposed use.
- Whether or not GSA would be likely to make the site available for certain uses on the basis of GSA land disposal policies.

A. PHYSICAL ENVIRONMENT

The discussion below provides summary descriptions of the various aspects of the physical setting of the site; these are analyzed in detail in Chapter VI, the environmental assessment.

1. Soil Conditions

The NIKE site is composed of two soil types, Altamont clay loam and Altamont clay adobe. Both types have a relatively low bearing strength, and exhibit adverse shrink-swell behavior. Consequently, both are somewhat unsuitable for support of high-rise structures or dense development, especially when associated with slopes of 10% or more.

2. Slope Conditions

Most of the NIKE site falls within two slope classes: (a) 0-10% slope and (b) 10-25% slope. The first slope category, 0-10%, is suitable for development. The second category presents problems for construction and environmental protection: water runoff is difficult to control, grading cuts must be more extreme, and so forth. As noted above, when Altamont clay loam and Altamont clay adobe are associated with slopes exceeding 10%, soil instability becomes a problem.

Three major parts of the site have slopes of less than 10% and therefore are suitable for development. The NIKE site administration buildings are located in one of these areas and the rifle range in another.

It is also important to note that portions of the NIKE site are "sea cliff" hazard areas, as designated by the General Plan and the Southern Coastal Zone Commission. The commission has designated lands to be in this hazard category if they are located above a 20% slope line drawn from the coastline. According to commission standards, these areas should not be used for development unless a detailed study of the specific area reveals that it is suitable and safe for development.

3. Hydrology

The soil types of the site have low permeability and porosity. Therefore, control of rain runoff and erosion must be considered.

4. Landslide Potential

Approximately 1.5 miles east of the site lies an area which is subject to active landslides, Portugese Bend. The NIKE site itself is considered to be an area of "moderate ground response" characteristics. Although areas in this category are not expected to experience landslides or liquefaction, Los Angeles County standards recommend that seismic and soil reports be prepared for such an area prior to high-cost, high-occupancy, or critical use development.

5. Wildlife and Plant Habitat Considerations

The Southern Coastal Zone Commission has identified wildlife and plant habitat areas for protection and preservation. That portion of the site which is on the ocean side of Palos Verdes Drive falls within a "Class I Priority" zone. The habitat types deemed worthy of protection are the tidal pool areas, the coastal sagebrush, and the seacliff zones. The area on the inland side of Palos Verdes Drive is generally covered by vegetation which is not considered endangered.

6. Location and Surrounding Land Use Considerations

Generally, the land contiguous to the NIKE site has not been densely developed. The site is bordered on the southwest by a Coast Guard Station which operates a lighthouse and a radio facility. It is bordered on the south by a strip of coastline about 300 feet wide which is owned by the Los Angeles County Department of Beaches; this strip is used as a fishing access route from the top of the sea cliff, which is 150-200 feet above sea level, down to the beach below Palos Verdes Drive.

The land directly to the east of the site is occupied by the Salvation Army and that to the southeast by Marineland, a commercial recreational facility, now owned by Twentieth Century Fox Corporation. A portion of the northern border of the site adjoins land developed for single-family homes and the Golden Cove shopping area. The remainder of the northern border is contiguous to undeveloped land.

7. Transportation Facilities

The site is bisected by Palos Verdes Drive, one of the major arterial roads serving the Palos Verdes Peninsula. This four-lane road with divider strip is a proposed scenic highway and also the route of a proposed Los Angeles County bikeway. The arterial provides spectacular open vistas over the Pacific Ocean at numerous points. A Los Angeles County Road Department traffic count made in 1973 measured a total 24-hour traffic volume of about 9800 vehicles. The peak hour traffic registered 877 vehicles.

The site is served by a second major arterial, Hawthorne Boulevard, which intersects Palos Verdes Drive only a few hundred feet north of the site. Hawthorne Boulevard is a four-lane road with a 24-hour traffic volume of about 10,000 vehicles at a point near the site. The peak hour volume is about 1000 vehicles.

Thus, Palos Verdes Drive and Hawthorne Boulevard at present provide adequate automobile access to the site. However, future capacity increases for Palos Verdes Drive South in the Portuguese Bend slide area east of the site will be difficult because of continuing earth movement in the area.

8. Existing Site Use

At present there are five major buildings on the lower NIKE site. The site has additional facilities associated with its former military use, including underground missile storage silos and attendant fuel, test, and assembly areas. There are also pre-World War II shore gun emplacements, Coast Guard radio antennas, and miscellaneous activity areas related to the requirements of a NIKE installation. Lastly, on that part of the site west of Palos Verdes Drive there is, as noted above, a rifle range.

The upper site, which consists of 4.5 acres on Crenshaw Boulevard, contains a radar control station as part of the NIKE base facilities. The control facilities are housed in the typical DOD concrete block buildings surrounded by a drain-like fence. The facilities are situated on top of a knoll having a precipitous slope to the southwest and facing the ocean. There is a small level area on one side of the knoll sometimes used for hang gliders which may descend to the cultivated fields below.

The site is located near the end of Crenshaw Boulevard and is bordered on three sides by open space with steep slopes and a dramatic view of the coastal lands below, the ocean, and the distant islands. The fourth side contains a residential development.

B. LEGAL AND INSTITUTIONAL CONSTRAINTS ON USE OF THE SITE

1. Conditions for Acquisition of Land

The NIKE site is owned by the Federal Government. The Department of Defense has determined that the land is excess to the department's needs. Accordingly, the land has been reported to the GSA, pursuant to the Federal Property and Administrative Services Act of 1949, as amended (40 U.S.C. para 417 et seq.). Under the act, the GSA has the responsibility and authority to arrange for (a) utilization of the land by other executive agencies of the Federal Government which have a requirement for such property, or (b) disposal of the land as surplus property.

It is normal procedure for GSA to offer surplus land first to state and local governments and other public institutions. Land which is not transferred to these entities is then made available to the general public on a competitive bidding basis. As a general rule, public entities do not submit competitive bids for such surplus property. Rather, they obtain the property from GSA on the basis of a "negotiated sale." A negotiated sale means, in essence, that GSA will grant a portion of the property to a public entity as long as the entity is willing to pay the full value of the land as determined by a GSA appointed appraiser.

In the case of two public entities which want to purchase the same parcel of land and are able to pay the full appraised value, GSA has sole authority to choose one or the other of the two entities, ostensibly on the merits of the proposed use, and complete the sale. As a practical matter, GSA prefers not to mediate between conflicting proposals, and encourages potential purchasers which are public entities to coordinate their requests to the extent possible.

Although public entities are normally required to pay the full appraised value of the land under a negotiated sale, GSA sometimes allows a purchase on credit. At present, the typical terms which GSA will allow are 20% of the purchase price in cash at the time of transfer, the balance to be paid over 10 years at 10.5% annual interest on the unpaid balance. Other, more favorable terms may be possible.

There are a number of exceptions to the general rule that a public entity must pay the full appraised value of the land under a negotiated sale. In some instances a public entity may obtain the surplus land at no cost. The two major instances are when the public entity intends to use the land for (a) a public park or recreation area, or (b) public health or educational uses (40 U.S.C. para 484(k)(1) and (2)).

a. Public Parks and Recreation Areas

Under 40 U.S.C. para 484(k)(2), GSA is authorized to assign to the Secretary of the Interior for disposal surplus property which has been recommended by the Secretary as being needed for use as a public park or recreation area. In the sale of such land to a state, political subdivision, or other public entity, the price may be adjusted to take into consideration "any benefit which has accrued or may accrue to the United States" by such use of the land. As a practical matter, this provision means that the land may be obtained at a discount of up to 100%. However, land so obtained for park and recreational use

is subject to a restriction in the deed requiring that the land be so used in perpetuity. If this restriction is broken, the land reverts to the Federal Government, at its option.

b. Health or Educational Use

Under 40 U.S.C. para 484(k)(1), the GSA is authorized to assign to the Secretary of Health, Education, and Welfare for disposal surplus property which has been recommended by the Secretary as being needed for use for educational purposes or in the protection of public health. When land is sold in this way, the price may be adjusted to take into consideration benefits which accrue to the United States, as in the case of parks and recreational use.

However, when the proposed use is for educational or health purposes, the transfer of the land may be made not only to state and local governments, but also to tax-supported medical institutions or to nonprofit hospitals and similar institutions (40 U.S.C. para 484(k)(1)(B)). As a practical matter, this means the land may be obtained at a discount of up to 100%, as recommended by the Secretary of HEW. Land so obtained for health or recreational use is also subject to a deed restriction, in this case requiring that the land be so used for a minimum of 30 years. If this restriction is broken, the land reverts to the Federal Government, again at its option.

As indicated above, the GSA customarily makes surplus land available for use by public entities before offering it for public sale at competitive bidding. Only that land not transferred to public entities is offered for public sale.

c. Availability of Surplus Land

In the case of the NIKE site at Point Vicente, this study has revealed that public entities intend to submit proposals to GSA covering the entire site. (see Section C below). Some of the proposed uses meet the eligibility requirements for the 100% discount provisions; in other cases, the public body will have to pay for the land.

Assuming that the prospective governmental/public agency "purchasers" can obtain adequate financing, there will be no surplus land remaining to be offered at public sale. In particular, no land will become available for private uses.

2. Procedure for Obtaining Surplus Property

Public entities wanting to obtain surplus property must conform to detailed GSA procedure. The first step is for each interested public entity to file a notice of interest with GSA, within the 20-day period following the date on which GSA announces that the property is surplus. The notice of interest must:

- Disclose the contemplated use of the property by the public entity,
- Contain a citation of the applicable statute under which the public entity desires to procure the property,

- Indicate whether the public entity desires an interest in the land less than the title,
- State the length of time required to develop and submit a formal application for the property,
- Where payment to the government is required for the proposed use by the public entity, include a statement of whether or not funds are available, and if not, the period of time required to obtain them.

GSA normally allows 30-60 days for a public entity to develop and submit a formal request for the property.

The second step is submission of a formal application and proposal to the appropriate Federal department. With respect to the NIKE site, for example, each public entity wishing to use a part of the site for recreational purposes must apply to the Bureau of Outdoor Recreation, Department of the Interior; similarly, applications for use of land for educational or public health purposes, must be submitted to the Office of Surplus Property Utilization, Department of Health, Education, and Welfare. An application for a use which is not eligible for a discount (as discussed above) is submitted directly to the GSA.

It is the responsibility of the Department of the Interior to resolve conflicting proposals for park and recreation use, and the responsibility of HEW to resolve conflicting proposals for health or education uses. Both departments then submit their recommendations to GSA, which makes the final determination on disposal of the property. It is GSA which must resolve all conflicts between proposed park and recreation use, proposed health and education use, and proposed uses which are not eligible for discounts.

Once GSA has made its final decision, the third step is accomplished by transferring the surplus property to the successful applicants. Technically, the transfer is accomplished as follows: GSA assigns to the Department of the Interior those portions of the land which will be used for park/recreational use; the department then drafts the deed and transfers the land from the Federal Government to the respective public entity. GSA similarly assigns to HEW those portions of the surplus land which will be used for health/education purposes; HEW drafts the deed and transfers the land. Lastly, GSA transfers directly to the successful public entity those portions of the land which will be used for purposes not eligible for a discount.

The above procedure is shown schematically in Figure 3.

3. Constraints Arising from City Zoning Ordinances

As noted earlier, the City of Rancho Palos Verdes was incorporated only two years ago. Since then, it has focused considerable attention on the preparation of a general plan. After extensive study and numerous public hearings, the City Council adopted a General Plan for Rancho Palos Verdes on June 26, 1975. Among its many provisions, the plan establishes land use standards for the city. In particular, under a new zoning ordinance, the NIKE site has been designated for park and recreational and institutional use.

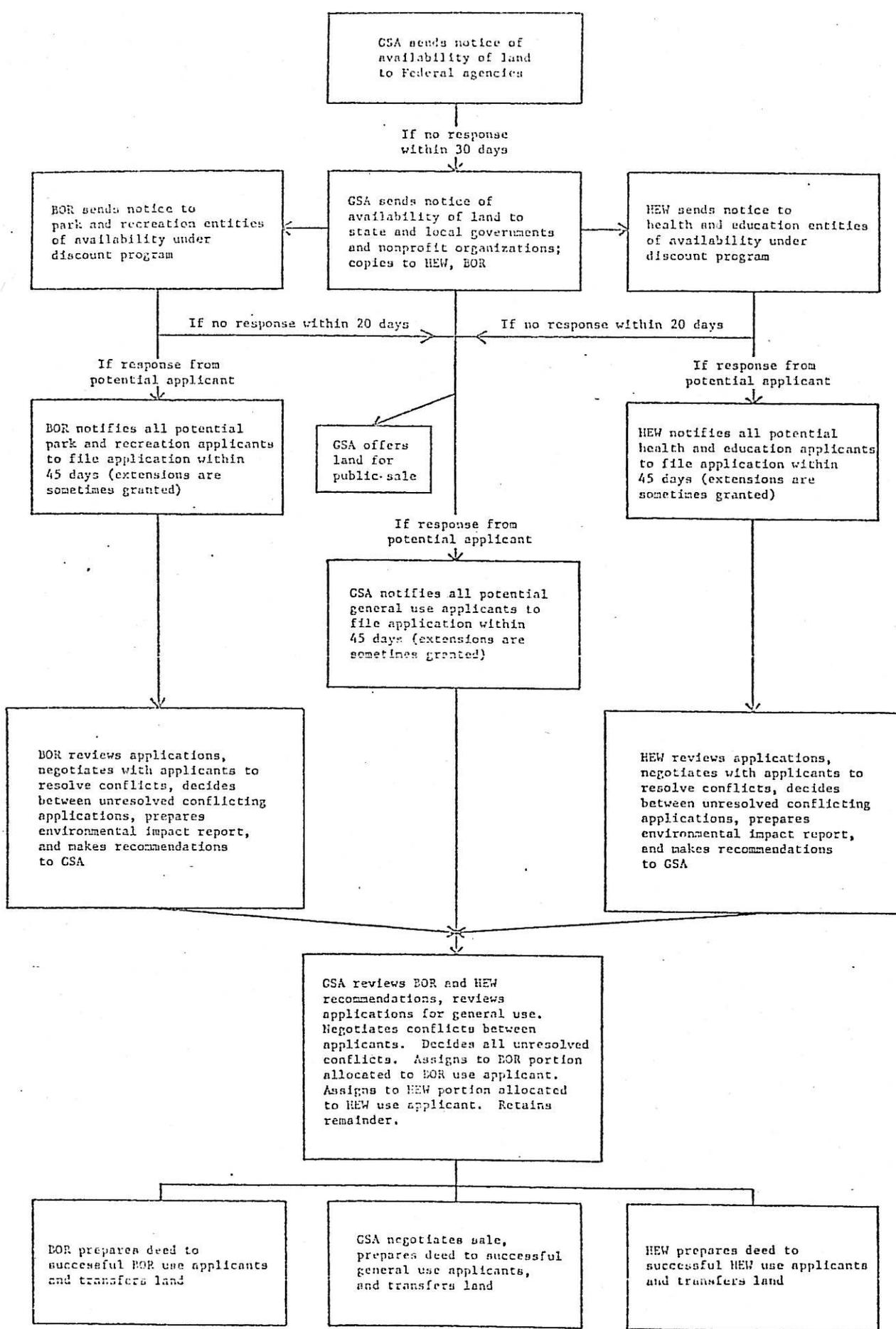


FIGURE 3 PROCEDURE FOR OBTAINING SURPLUS PROPERTY

Since the land use restriction is a legitimate exercise of the city's power to adopt a general plan and to establish zoning restrictions, it is valid and enforceable with respect to all private entities. One significant effect of the NIKE site zoning is its exclusion of private housing development.

The zoning is also applicable to all local public agencies (California Government Code, paras 53090 and 53091).^{*} Accordingly, any local agency which obtained a portion of the NIKE site from the Federal Government would be restricted to the uses specified in the zoning ordinance. This conclusion applies particularly to the school district, since the city's General Plan provides for the location of public schools.^{**}

As for county, state, and Federal governmental entities, the general rule is that these are not bound by the city zoning ordinance.^{***} For example, if a county agency were to obtain a portion of the NIKE site from the Federal Government and attempt to use it for a purpose consistent with the agency's authority and power, the city could not prevent such use through a zoning restriction. This result flows from the general principle that each higher level of government has sovereign power over lower levels. On the other hand, another fundamental principal of American government, the principle of comity, demands that higher levels of government pay due respect to the public policies embodied in local ordinances: although not bound by local ordinances, higher levels of government should not cast them aside lightly. This principle is recognized in the Federal Property and Administrative Services Act, the act authorizing GSA disposal of surplus property, in the following language:

"In disposing of surplus real estate and buildings a reasonable period of time shall be allowed for local governmental units to perfect a comprehensive and coordinated plan of use and procurement." (40 U.S.C. para 484a)

^{*}Government Code, para 53090, defines local agency as "an agency of the State for the local performance of governmental or proprietary function within limited boundaries...." Government Code, para 53091, states in part: "Each local agency shall comply with all applicable...zoning ordinances...city in which the territory of the local agency is situated."

^{**}Government Code, para 53091, provides in part: "Notwithstanding the preceding provisions of this section, this section does not require a school district to comply with the zoning ordinances of a county or city unless such zoning ordinance makes provision for the location of public schools and unless the city or county planning commission has adopted a master plan."

^{***}See County of Los Angeles v. City of Los Angeles, 212 C.A.2d 160 (1963); City of Orange v. Valenti, 37 C.A.3d 240 (1974).

In conclusion, although the zoning ordinance of Rancho Palos Verdes cannot prevent a nonconforming use by a county, state, or Federal entity, it should be considered for the purposes of this study to have persuasive authority.

C. ALTERNATIVE USES OF SITE

1. Current Situation Regarding Possible Uses

A number of governmental entities have put forward proposals for the reuse of the NIKE site. These range from the U.S. Coast Guard and the U.S. Postal Service at the Federal level to various local and county applicants including the City of Rancho Palos Verdes, Los Angeles County Department of Beaches, Los Angeles County Department of Parks and Recreation, Palos Verdes Peninsula Unified School District, and Los Angeles County Fire District No. 5. These are the known governmental applicants at this time; others may make proposals as the surplus procedure continues.

The following is a summary of the known plans for the reuse of the site. As can be seen, potential conflicts can arise between and among the various reuse proposals.

2. Reuse Proposals

a. City of Rancho Palos Verdes

Over the last year and a half, the City of Rancho Palos Verdes has actively sought utilization of at least a portion of the surplus NIKE site for various functions necessary for its governmental operations, ranging from administrative functions to proposed open space and recreational activities for city residents. Currently, the city has an interim lease arrangement with the U.S. Army Corps of Engineers for part of the site. Jointly with the Palos Verdes Unified School District, the city occupies existing facilities on the main site: the city uses the existing administration building, and the district, the barracks and bachelor officers quarters building. Through this lease arrangement, the Federal Government is gaining interim caretaker and security services for the site; city and school district investment in renovation is also upgrading the facilities.

This commitment by the city and the school district indicates their interest in future utilization of at least a portion of the site for various administrative functions. It also indicates their need for administrative space. Prior to negotiation of the lease and utilization of the NIKE site buildings, the city was leasing space in a local shopping center. The school district, as noted in Chapter II, houses part of its administrative staff in inadequate (and unsafe) quarters.

Reference has been made above to the strong need for a central geographic focus for Rancho Palos Verdes. The NIKE site is a logical location for administrative offices and for a community focal point. The two needs have been combined into a civic center concept, incorporating the requirements of a maturing city.

Estimates of land use requirements of a civic center at Point Vicente were developed for two functional scenarios, with Rancho Palos Verdes operating either as a full service city or as a contract city with limited direct services. The facility space needs and personnel estimates were derived from a review of similar sized cities in California that have developed plans for housing city government functions.

(1) Full Service City. This scenario assumes that Rancho Palos Verdes would at some future time provide a wide range of governmental services. A civic center facility therefore would include space for council, city administrator, and related functions, environmental services, parks and recreation, fire department administration, data processing, and a police department. The total net floor area requirement, as shown in Table 7, would be 19,900 square feet. At a net-to-gross floor area ratio of 75%, to account for wall thickness, service areas, and building efficiency, the gross floor area would be 24,900 sq ft.

For planning purposes it is also assumed that the civic center would include an auditorium seating 500 and an activity center for various community functions. These facilities would add 14,500 gross square feet,* for a total floor area of 39,400 sq ft. It is further assumed that half of the civic and activity center functions, and the auditorium, would be located at the ground level, for a total area of 23,500 gross sq ft.

Parking space needs were determined on the basis of number of employees and city vehicles and of visitor requirements. However, the estimate of 145 vehicles, or 47,125 square feet for the civic center, is overshadowed by the need for 200 spaces for the auditorium, requiring 65,000 sq ft plus 5% for circulation.

It is further estimated that one acre will be required for landscaping and unforeseen future needs. The total area requirement, therefore, is estimated to be 135,000 square feet, or 3.1 acres.

(2) Contract City. In preparing space need estimates for a contract city, it was assumed the city would continue to operate as presently structured (Table 8). Estimates were made for such functions as city administration and council, basic office and maintenance services, and the present Environmental Services and Parks and Recreation departments. It was also assumed that the other civic center functions of an auditorium and a multi-purpose activity center as discussed above would be included. The necessary additions for landscaping, parking, and vehicle circulation were also similarly estimated.

The total gross area requirement under this scenario would be 107,500 gross square feet or 2.5 acres. It was assumed that half the civic center plus the auditorium/activity center gross floor areas would be at ground level. Although the parking requirements for city purposes would be less under this scenario, or 40 cars, the presence of an auditorium would require the same number of spaces as the full service scenario, or 200 cars. It is also assumed that landscaping needs under this scenario would be less, amounting to only half an acre.

*Net-to-gross ratio of 65%.

TABLE 7

SPACE NEEDS ESTIMATES FOR
RANCHO PALOS VERDES AS A FULL SERVICE CITY

<u>Function</u>	<u>Number of Personnel</u>	<u>Net Square Feet</u>	<u>Gross Square Feet</u>
1. Civic Center			
City Council		2,100	
City Manager	5	860	
City Clerk	5	500	
City Attorney	3	400	
Office Services	4	900	
Environmental Services/ Public Works	19	3,400	
Administrative Services	9	1,150	
Data Processing	4	900	
Recreation Services	7	780	
Fire	4	400	
Police (Public Safety)	81	5,400	
Central Communications		400	
Lunch Room		500	
Lobby		400	
Central Storage		500	
Conference Rooms (2)	—	<u>360</u>	
Subtotal	141	18,950	
Public Space/Circulation (5%)		<u>950</u>	
Total Net		19,900	
Total Gross Floor Area			24,900
2. Other Civic Facilities			
Auditorium (500 seats)		7,500	
Multi-purpose Activity Center		<u>2,500</u>	
Total Net		10,000	
Total Gross (1.45) Floor Area			<u>14,500</u>
Total Gross Building Area			39,400

3. Parking

Auditorium (200 autos, including
space for 145 autos in civic
center)

65,000

Circulation (5%)

3,250

Total Parking Area

68,250

4. Total Land Area Required

Buildings*

23,500

Parking

68,250

Landscaping (1 acre)

43,500

Total Gross Land Area, Square Feet

135,250

Total Gross Land Area, Acres

3.1

*Based on half of civic and activity centers and full auditorium on ground level.

TABLE 8
SPACE NEEDS ESTIMATES FOR
RANCHO PALOS VERDES AS A CONTRACT CITY

<u>Function</u>	<u>Number of Personnel</u>	<u>Net Square Feet</u>	<u>Gross Square Feet</u>
1. Civic Center			
City Council/Mayor		2,100	
City Manager/Personnel	5	860	
City Clerk	3	330	
Administrative Services	6	1,500	
Office Services/Reception	4	-	
Environmental Services/ Public Works	15	2,500	
Recreation Services	7	780	
Lunch Room/Lounge	-	250	
Lobby	-	250	
Conference Room	-	<u>180</u>	
Subtotal	40	10,000	
Public Space/Circulation (5%)		<u>500</u>	
Total Net		10,500	
Total Gross			13,300
2. Auditorium and Activity Center			
Total Building			<u>14,500</u>
			27,800
3. Parking			
Auditorium (200 autos, including space for 40 autos in civic center)		65,000	
Circulation (5%)		<u>3,250</u>	
Total Parking Area			68,250
4. Total Land Area Required			
Buildings*			17,500
Parking			68,250
Landscaping (0.5 acre)			<u>21,750</u>
Total Land Area			107,500
Total Gross Land Area, Acres			2.5

*One-half civic center and auditorium at ground level.

b. Palos Verdes Peninsula Unified School District

The Palos Verdes Peninsula Unified School District has requested a part of the NIKE site for use as a district Instructional Materials Preparation Center, Administration Center, and Instructional Equipment Storage Unit.

The district administration offices and Educational Support Services Center have occupied substandard structures for the past 19 years -- five years before, and 14 years since, unification. As noted earlier, these standard Army-built structures were originally intended for temporary use, for up to five years.

An adequate Instructional Materials Preparation Center is a primary need in providing supplementary educational program materials. Also, facilities are needed for office space, other administrative areas, and appropriate public meeting rooms for the Board of Education, as well as for storing instructional equipment.

As also noted, the district, along with the city, is temporarily using NIKE facilities; it subleased these from the City of Rancho Palos Verdes October 1, 1974.

The school district wants to eventually move all administrative personnel from their present quarters to the NIKE site. This move will require some modification of the existing building at the site, as well as additional buildings. Table 5 shows the space requirements for the district's administrative functions.

c. U.S. Coast Guard

The U.S. Coast Guard has asked the GSA to grant it fee title to 6.06 acres of the NIKE site and an easement for access entailing an additional 0.52 acres to facilitate ongoing operations. The land is the present location of three radio antennas which the Coast Guard uses for ship-to-shore communications and for monitoring emergency frequencies. Another piece of land is the location of the main entrance road of the Coast Guard station, and the other is that sought as an easement for communication cables leading to the radio antennas.

d. U.S. Postal Service

At one time the U.S. Postal Service wanted to relocate its Palos Verdes Peninsula Post Office to the 4.5-acre radar control site on Crenshaw Boulevard. As an alternative, it was proposed that the Postal Service will construct its new post office at the main NIKE site. At present the U.S. Postal Service has not indicated its interest in the property.

The present main post office facility for the peninsula provides interior space of 13,535 square feet, including 8960 sq ft of workroom space and a platform of 1800 sq ft. According to the Postal Service, this space is inadequate for operations and customer services. Parcel post distribution and similar operations must be performed on the dock. The parking for postal carrier, customer, and employee vehicles is inadequate and cannot be improved because of lack of space for expansion.

TABLE 9

PALOS VERDES PENINSULA UNIFIED SCHOOL DISTRICT
SPACE REQUIREMENTS FOR ADMINISTRATION SUPPORT CENTER

<u>Function</u>	<u>Area Requirements</u> (sq ft)
Superintendent	1,020
Educational Administration	1,830
Instructional Improvement	
1. Special Assistant to Superintendent	
2. Special Assistant/Research and Testing	
3. Special Assistant/Curriculum Development	
4. Coordinator of Pupil Personnel Services	
5. Staff Assistant/Instructional Media Center	9,420
Business Division	
1. Assistant Superintendent for Business	720
2. Accounting	1,280
3. Food Services	620
4. Information Systems	1,200
5. Data Processing	1,600
6. Housing	1,250
7. Miscellaneous	<u>2,550</u>
Total Space Requirements	25,150
Total Parking Requirements	200 Spaces

Source: Palos Verdes Peninsula Unified School District.

The proposed facility would accommodate the following functions:

- Collect and receive all mail originating locally.
- Provide mail depositories for local mail and other separations as required.
- Provide local cancellation and/or distribution for customer pre-sorted mail identified for local delivery.
- Segregate all classes except parcel post as required; containerize and dispatch to Inglewood Sectional Center for processing.
- Separate for local distribution and delivery parcel post addressed to zip code area 90274; separate, containerize, and dispatch all other in accordance with Los Angeles BMC plan.
- Provide all carrier delivery for zip code area 90274.
- Provide service for all collection routes and special delivery.
- Provide lockbox and customer pick-up service for zip code area 90274.

Since the U.S. Postal Service is a Federal corporation and not a line agency of the Federal Government, it would have to purchase the NIKE site land which it seeks at full market value.

e. Proposal of the Los Angeles County Department of Beaches

The U.S. Army Corps of Engineers has given this county department a five-year lease as of October 1, 1974, for the property adjacent to the coastal areas.

County policy gives the Department of Beaches responsibility for development and operation of coastal recreation property located seaward of the nearest major thoroughfare. The department's immediate plans call for opening of the rifle range site for public use on completion of first-phase development. This initial development will include:

- Leveling of the target mound, removal of existing structures, and grading of the park area.
- Installation of utilities, landscaping, and sprinkler system.
- Preparation of a parking area for 25 cars to supplement existing parking for 24 cars.

- Provision of pedestrian access by means of a sidewalk to be built along Palos Verdes Drive
- Construction of stairs for access to the beach and tide pools -- the major component of the first phase.
- Installation of safety fencing -- split rail or other wood material of pleasing appearance -- on the bluff above the steep cliff.
- Installation of park facilities that will initially include 12 picnic tables, 12 braziers, 2 drinking fountains, and 2 temporary portable toilets.

Ultimately, the Department of Beaches envisions the following development for the beach portion of the site:

- A low-profile structure, architecturally designed for the site, to provide shade and weather protection. This building will house marine exhibits and other educational materials, and will serve as an interpretive center for marine sciences. A circular, open-sided viewing structure also is being considered.
- Expansion of parking, picnic, and recreational facilities to meet a gradually increasing patronage. It is recognized, however, that the natural character of the area must be retained by limiting the number of visitors. This will be done by limiting the amount of parking, the size of the park, and the number of picnic tables and other facilities. Additional picnic facilities and parking spaces will be limited to double those provided in the initial phase.
- A permanent restroom building replacing the temporary toilets.
- Appropriate improvements to access roads.

The area will thus have parking, picnic areas, and access to the lower beach area. The ultimate goal is a relatively low level of development, maintaining as far as possible the natural and aesthetic setting, providing primarily picnic areas and parking to accommodate demand.

f. Proposal of the Los Angeles County Department of Parks and Recreation

This county department at one time proposed to use the Point Vicente NIKE site as a "marine park" -- one in a chain of parks along the southern Los Angeles County coast. At present, it appears that there no longer is a strong interest by Parks and Recreation to pursue this possible use.

The department considered the site to have a number of significant features:

- The 270-degree panoramic vista of the coastline and ocean, the beauty of the steep cliffs, and the profusion of native vegetation, provide a beautiful setting for a natural park.
- The site's long use as a military reservation gives it a historical significance.
- The site provides unique scientific resources such as marine tide pools, geological formations, and biota, and exceptional conditions for scuba diving. It is also the best site for viewing the migration of the California gray whale.

To quote the Department of Parks and Recreation position paper:

"The undeveloped coastal shoreline of California, particularly in Los Angeles County, is a diminishing resource. Additional natural shoreline cannot be created for public use, but existing undeveloped coastal areas can be preserved by appropriate government agencies. The State's 'California Coastline Preservation and Recreation Plan' has identified a tremendous demand for facilities for beachcombing, sightseeing, photography/painting, and walking for pleasure. This plan recommends that any federal land along the coast that becomes surplus should be made available for park and recreation purposes."

The department had developed two proposals. The first envisioned use of all of the land now held by the Federal Government for park and recreational areas. The second envisioned part of the land being used as a civic center, and the remainder as park and recreational areas.

In the first proposal, the focus of attention would be a marine interpretive center. The center would initially be housed in the existing multi-purpose building while a permanent site was under construction. The department favors the present location of the Coast Guard radio towers for the permanent site of the center; its second choice would be the present location of the missile silos. Picnic facilities and other "passive" facilities would be located on the lower elevation adjacent to Palos Verdes Drive. The department proposes to construct two major access points: one from the present entrance on Hawthorne Boulevard, and the second from Palos Verdes Drive West, leading to parking facilities at the lower elevation. Extensive landscaping would be undertaken.

The department's second proposal differed from the first, principally by allocating the area now occupied by the multi-purpose building and other buildings to a civic center for the City of Rancho Palos Verdes.

IV. ALTERNATIVE DEVELOPMENT PLANS

As indicated in the previous chapters, alternative uses of all or part of the NIKE Site LA-55 have been proposed by a number of jurisdictions. On the basis of the preceding analysis and the institutional and policy constraints regarding the site, it appears that the most appropriate use or set of uses would be those with a public orientation. While there is demand for land for housing, commercial, and other private sector uses on the peninsula and in Rancho Palos Verdes in particular (Chapter II), the characteristics and current ownership of the site suggest such public usage.

It has been indicated in Chapter II that a significant proportion of the purchasing power of the residents of Rancho Palos Verdes is spent in commercial areas external to the city. Thus, at least theoretically, a demand exists for the establishment of commercial areas within the city to capture this leakage. In the general plan, it is proposed that for the future two additional retail areas be developed. The first will involve the development of a seven-acre parcel adjacent to the Golden Cove Center. The second suggested addition to the commercial activity in the city would provide a neighborhood scale commercial center in the southeastern section of the city.

The expansion area directly adjacent to Golden Cove Center and immediately north of the NIKE site will provide sufficient capacity to serve the convenience needs of the residents of this portion of the city. Because of its location at the extreme point on the peninsula and consequent lack of a central location and good transportation access, commercial activity beyond a neighborhood level would not be feasible or desirable in this general location. Thus, consideration of possible commercial activity on all or a portion of the former NIKE site would not be justified from a market standpoint or compatible with the goals of the residents of Rancho Palos Verdes.

The anticipated growth in population in the City of Rancho Palos Verdes will not require an additional regional or subregional shopping center to augment the Peninsula Center in the City of Rolling Hills Estates. The only need exists for the provision of additional neighborhood convenience centers in unserved areas of the city.

The largest concentration of retail outlets in Rancho Palos Verdes is at the Golden Cove Center containing 16 retail stores including a supermarket and a variety of smaller stores. This commercial center, immediately adjacent to the former NIKE site, provides for the convenience shopping needs of the population of the western portion of Rancho Palos Verdes.

The three alternative plans discussed in this chapter reflect the conclusion that the NIKE site would be best for the purposes of concentrating and centralizing various public uses. As will be seen, an attempt has been made to minimize potential conflicts of use to ensure that the development program can be implemented within a reasonable period of time.

The main thrust of all three plans is the utilization of the majority of the potentially buildable area of the main site for administrative functions of the City of Rancho Palos Verdes and the Palos Verdes Peninsula Unified School District. The functional space requirements discussed in Chapter III have been translated into levels of acreage requirements and a preliminary allocation of land for these purposes has been made.

In addition to the land requirements for these administrative functions at the main site, land area has been allocated (depending on the plan) for the following types of areas:

- A fire station for Los Angeles Fire District No. 5.
- A U.S. Postal Service station.
- Open space and recreation land administered by the Los Angeles County Department of Beaches.
- Open space and recreational land administered by the Los Angeles County Department of Parks and Recreation.
- Under all plans the upper site of 4.5 acres has been designated as a neighborhood park to be administered by the City of Rancho Palos Verdes.

At present there are indications that the U.S. Postal Service and the Los Angeles County Department of Parks and Recreation no longer have an interest in the site.

It is recommended that the city utilize the upper site of 4.5 acres for open space and recreational uses. For one, there is an overriding need for parkland in the city, particularly in this area, and for another, the site has relatively little land area suitable for building. The site is also one of the very few remaining sites in Rancho Palos Verdes still available to the public with such spectacular features and suitable for a neighborhood, residential-scale park. Activity development of this site would be generally of a neighborhood park.

PLAN A -- COOPERATIVE USE

Plan A proposes use of the main NIKE site by five public jurisdictions in addition to the Coast Guard (for its land needs as described in Chapter III). (See Figure 4.) These jurisdictions include the City of Rancho Palos Verdes, the Palos Verdes Peninsula Unified School District, Los Angeles County Department of Beaches, Los Angeles County Fire Department, and the U.S. Postal Service. Under this plan it is assumed that the City of Rancho Palos Verdes would utilize a building site of between 3 and 4 acres, and would have under its jurisdiction an active recreational area of 6.6 acres and approximately 68 additional acres of open space. This would require the purchase by the city of approximately 4 acres at full market value; because the remaining acreage under city jurisdiction would be in the category of open space and recreation, it would be eligible for a Bureau of Outdoor Recreation write-down on the land.

Under this plan, the Palos Verdes Peninsula Unified School District would require almost 4 acres of building site. It is assumed that the U.S. Department of Health, Education, and Welfare would provide assistance in getting a below-market purchase agreement for the necessary land.

In addition, land has been allocated for a Los Angeles County Fire Department station which would require 1.4 acres of land. Although such use is uncertain at this time, space has also been provided for a post office, which is expected to require approximately 3 acres.

Finally, the land between the ocean and Palos Verdes Drive north of the U.S. Coast Guard Lighthouse Reservation has been assumed to be developed and administered by the Los Angeles County Department of Beaches to provide for parking, picnic areas, and access to low-intensity coastal use.

The area allocated for city and school district administrative functions generally encompasses that part of the site presently housing various NIKE buildings and associated NIKE structures. The land proposed for fire station and post office use extends the building area somewhat to the northeast of the currently used building area. Thus this plan entails minimum encroachment on existing open space.

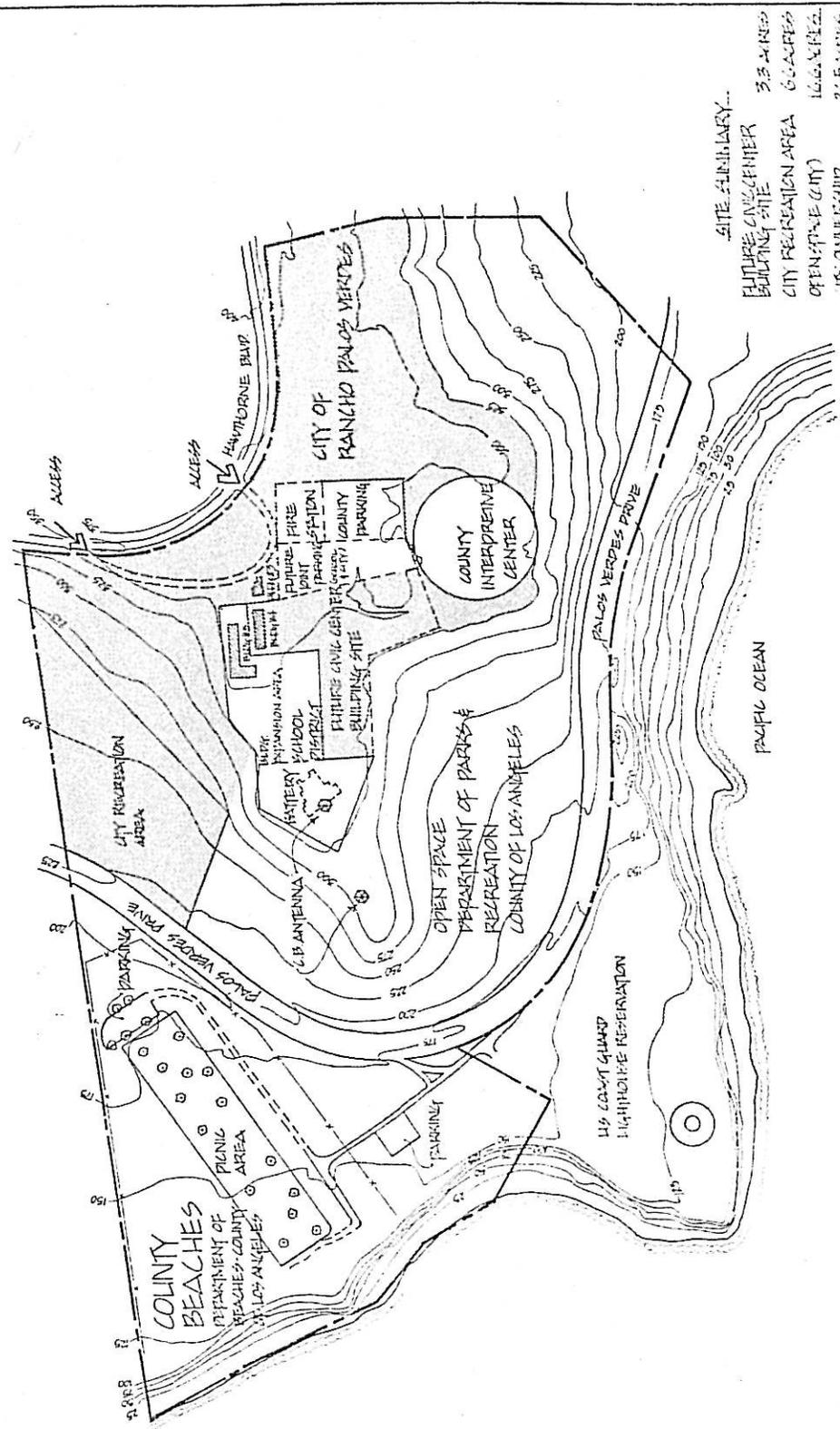
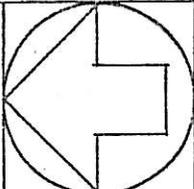
The area which the city would use for an active recreational area is now open space and therefore would change somewhat in character. If effected, the County Department of Beaches proposal would entail some development -- particularly of picnic and parking areas. It appears that an additional access point will have to be provided under this plan because of the probable congestion at the Hawthorne Boulevard access.

Thus, it can be seen that other than intensification of activities on the present building area, changes will be minimal in those areas that are now relatively undeveloped. Plan A also includes a number of compatible uses for the various component areas of the site.

PLAN B -- PARTIAL CITY AND COUNTY OWNERSHIP

Plan B provides a slight variation on Plan A (see Figure 5). The basic differences are the assumption of no postal service area and a jurisdictional change for a large portion of the open space. Under this plan, the Los Angeles County Department of Parks and Recreation would have jurisdiction over at least 50 acres of the open space, and would have land for a county interpretive center focusing on the marine resources of the area, plus parking for the center. The city would retain control of the city recreation area as indicated above.

Thus Plan B differs from Plan A primarily in the entity controlling a large part of the open space component of the NIKE site, and reduces the number of uses of the buildable area by excluding the post office.



SITE SUMMARY...

FUTURE CIVIC CENTER BUILDING SITE	3.3 ACRES
CITY RECREATION AREA	60 ACRES
OPEN SPACE (CITY)	16.6 ACRES
CITY ANTEENNA	26.5 ACRES
SCHOOL DISTRICT	5.8 ACRES
PORT PARKING	1.3 ACRES
CITY PARKING (DISTRICT)	0.8 ACRES
FIRE STATION	0.2 ACRES
COUNTY BEACHES CENTER	5.8 ACRES
COUNTY INTERIM CENTER	10 ACRES
DEPARTMENT OF PARKS & RECREATION	50 ACRES
COUNTY OWNERSHIP	87.6 ACRES

FIGURE 5 PLAN B - PARTIAL CITY AND COUNTY OWNERSHIP

PLAN C -- MINIMUM CITY OWNERSHIP

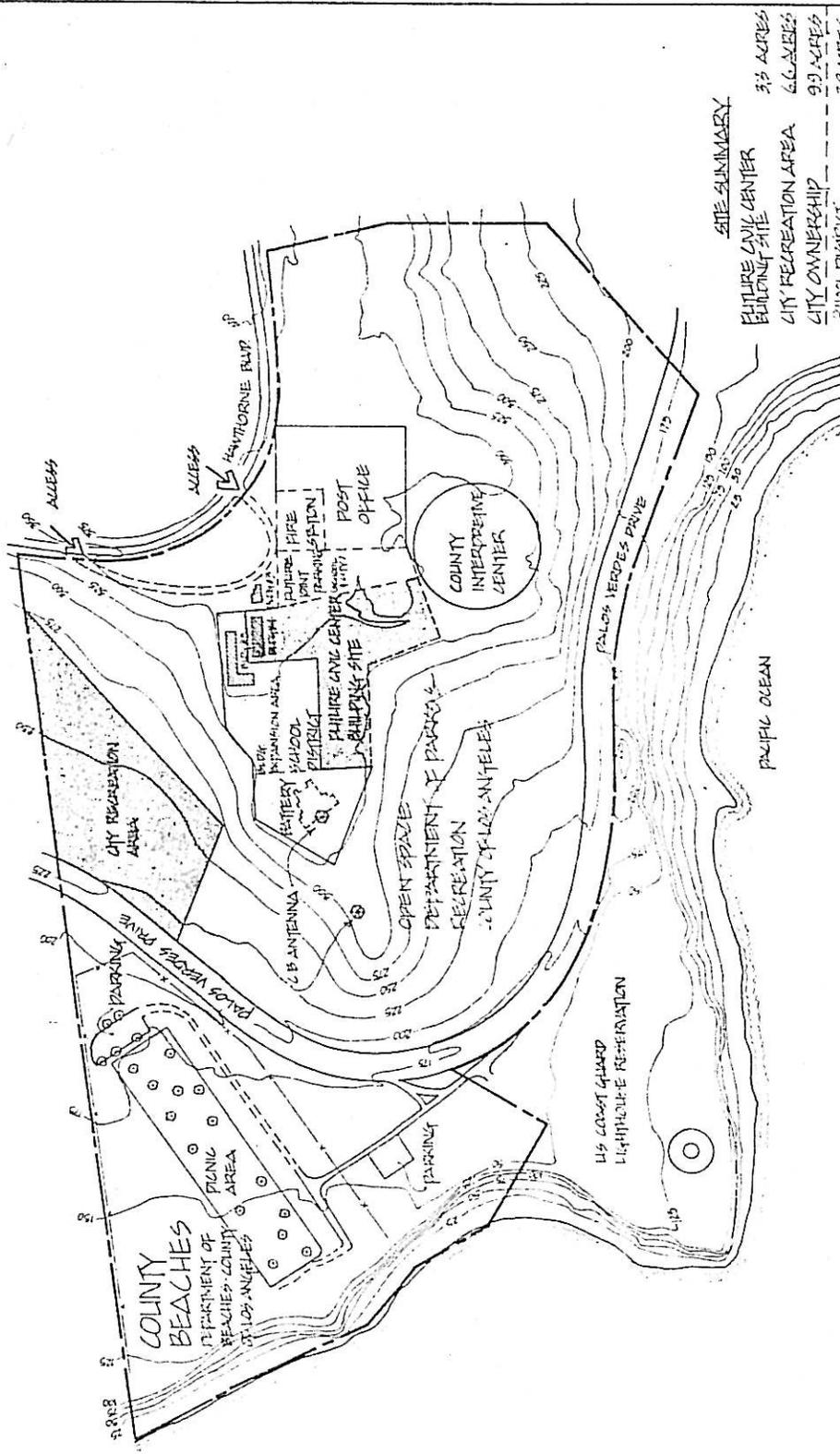
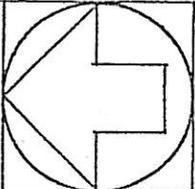
Plan C reinstates the space required for the post office as well as an expanded area of jurisdictional control by the Los Angeles County Department of Parks and Recreation (Figure 6). Control by the City of Rancho Palos Verdes would be restricted to the civic center requirements and an active city recreation area on Palos Verdes Drive.

PHASING OF DEVELOPMENT

It is anticipated that for the interim period, which may extend up to 10 years, the school district and the city will be utilizing for their administrative functions the existing NIKE facilities now occupied on an interim lease arrangement. Development of the civic center is not expected to occur for some time. This is based on the financial position of the city and the need for prudent management of its limited revenue-generating capability.

As to the other uses, it is anticipated that the fire station would be completed in the next two to three years, and the post office facility within the next five years. The Los Angeles County Department of Beaches' portion of the site would have an initial development period over the next four to five years with future development occurring in the following five-year period. Under Plans B and C, with the Los Angeles County Department of Parks and Recreation having jurisdiction over the majority of the open space, development to a passive level and the creation of a county interpretive center would occur over the next five years.

The sequence of activities related to open space development for the City of Rancho Palos Verdes would stress (depending on alternative) the acquisition of the various open space and proposed recreational areas and the staged development of these areas with the open space area of 70 acres first, followed by the upper site with essentially passive activities, and finally the 6.6-acre active recreational area adjacent to the open space portion of the main site.



SITE SUMMARY

FUTURE CIVIC CENTER BUILDING SITE	33 ACRES
CITY RECREATION AREA	60 ACRES
CITY OWNERSHIP	93 ACRES
CELL TOWER	38 ACRES
JOINT PARKING	13 ACRES
FIRE STATION	0.8 ACRES
POST OFFICE	30 ACRES
COUNTY BEACHES	30 ACRES
COUNTY INTERPRETIVE CENTER	58 ACRES
DEPARTMENT OF PARKS & RECREATION	64.6 ACRES
COUNTY OWNERSHIP	101.2 ACRES
TOTAL SITE AREA	126.0 ACRES

FIGURE 6 PLAN C - MINIMUM CITY OWNERSHIP

V. IMPLEMENTATION MECHANISMS

A. FINANCIAL PLAN

Depending on the phasing of development of the portion of the NIKE site under the City of Rancho Palos Verdes' jurisdiction, the financial implications for the city can be significant. Thus timing is all-critical to such development. This chapter examines the probable cost implications and the possible financial mechanisms which the city may use for this development. It is assumed that those jurisdictions controlling other uses will prepare their own schedule of financial requirements and assess the adequacy of their resources to meet the respective development costs.

A few preliminary observations are in order. First, the financial requirements will be of three kinds -- site acquisition, development costs, and operating costs. Second, the capital costs will be phased over time. The first phase will consist mainly of capital requirements to purchase the land from the Federal Government. Estimates of this cost are preliminary, since the final figure will depend mainly on the value established in the appraisal conducted by GSA. The second phase will consist mainly of construction costs for the civic center buildings. The total will vary considerably depending on two factors which are difficult to predict: one, the actual time that the city will need to begin construction on these buildings -- e.g., 5, 10, or 15 years from now, and two, the amount of inflation which will occur in construction costs over that time period.

For purposes of assessing the financial implications to the City of Rancho Palos Verdes of land acquisition, the following assumptions have been made:

- The city will purchase at full market value, four acres of land necessary for the civic and administrative center.
- Under any of the alternative plans (A, B, or C) the city will be able to negotiate with the Bureau of Outdoor Recreation for a full write-down of land associated with recreation and open space uses.
- Development of the civic center will not occur before 1985 and interim use will be made of the existing facilities for administrative functions of the city.
- For that portion that the City of Rancho Palos Verdes will purchase at full market value under a negotiated sale from GSA, the best terms available from GSA will be the requirement of 20% of the land value down with the remainder to be paid over a 10-year period at 10.5% annual interest.
- All or a portion of the public access to the site will be dedicated, on completion of construction, to the City of Rancho Palos Verdes for maintenance.

1. Acquisition of Site for Civic Center

At present it is difficult to determine the exact valuation that will be placed on the land required for the civic center and administrative offices. For purposes of the financial analysis, a purchase price of \$30,000 per acre has been used including the value of existing improvements. This purchase will be the initial cost that the city must face in developing the site for community activities. While GSA prefers in the course of its negotiated sale to have the total purchase price in cash, arrangements can be made for time payment of the acquisition cost.

However, the terms as established by GSA are not the most favorable under existing conditions. Twenty percent of the purchase price is required initially with the balance payable over a 10-year period at 10.5% annual interest. Assuming a land value of \$30,000 an acre and a purchase of approximately four acres, the city would have to provide funds for a down payment of \$24,000 and would make annual payments of approximately \$16,000 for 10 years. (See Table 10.)

To place these figures in perspective vis-a-vis the fiscal position of the city, the impact in terms of percentage of general fiscal expenditures would range from 0.8-3.7% based on 1975-76 estimated expenditures. Presumably, under this assumption, the capital outlay would come from the General Government Account or from the Capital Improvements and Acquisition Fund. The sources of funds could be the General Fund surplus, the Environmental Excise Tax, and/or revenue sharing.

Other mechanisms for financing the purchase of the land may be available. Cities in California have a variety of financing methods, including general obligation bonds, revenue bonds, assessment bonds, promissory notes, and the creation of a surplus property authority. As a practical matter in this instance, general obligation bonds and the surplus property authority are probably the only ones of these financing methods available. Revenue bonds would not be appropriate since they depend for repayment on revenue generated by the use of the facility created by the bond. Nor are assessment bonds appropriate since they relate to special improvement programs.

The earliest possible election at which the voters of Rancho Palos Verdes could pass on a proposed bond for purchase of a portion of the NIKE site would be March 1976. In order to place a bond issue on that ballot, the city must take action by November 1975. It appears that municipal bonds are currently marketed at about 7-8% interest. Because of the process involved in marketing a municipal bond, the city would not actually have the proceeds from the bond issuance until approximately three months after the election, assuming the bond issue was approved by the voters.

For the city, the issuance of a general obligation bond means a significantly lower annual payment over a longer period of time. For example, for a land acquisition cost of \$120,000 (4 acres @ \$30,000 per acre), the annual amount would be \$11,300 for a general obligation bond compared to \$16,000 under GSA terms after a down payment of \$24,000.

TABLE 10

FISCAL IMPLICATIONS OF CIVIC CENTER LAND PURCHASE

<u>Land Purchase</u>	Fiscal Year <u>1975-76</u> (down payment)	Annual Expenditures for Fiscal Years <u>1976 Through 1985</u>	Total Expenditures <u>1975-85</u>
Assumption A*			
\$120,000 (4 acres @ \$30,000 per acre)	\$24,000	\$15,960	\$183,600
	<u>Annual Expenditures Fiscal Years 1976 Through 1997</u>		<u>Total Expenditures 1976-97</u>
Assumption B**			
\$120,000	\$11,300		\$226,000

*GSA Terms - 20% down, balance repaid over 10 years at 10.5% interest.

**Issuance of General Obligation Bond - 7%, 20-year bond, equal annual payments.

Source: Arthur D. Little, Inc., estimates.

Another possible means of financing the purchase of the property is the surplus property authority. Under most circumstances a city in California may not acquire real property under an arrangement which encumbers that real property for a period of years unless there is approval by the voters. The California Legislature has provided an exception to this general rule with respect to Federal surplus property. It is possible without voter approval to hypothecate Federal surplus property as security for a loan, the proceeds of which are to be used to purchase Federal surplus property. (California Government Code Section 40567.) In effect, when Federal surplus property is involved, a city may apply for a loan from financial institutions for the purpose of purchasing the property in much the same way as a private entity would approach financial institutions. No prior approval by the voters is required. The vehicle for reaching this goal is the surplus property authority. (California Government Code Sections 40500-40592.)

A surplus property authority is a public corporation governed by a commission composed of the members of the legislative body of the city. In a typical case, the president of the commission is the presiding officer of the legislative body of the city, the clerk of the commission is the city clerk, and the treasurer of the commission is the city treasurer. In short, the people who govern the surplus property authority are normally the same people who govern the city.

The surplus property authority is set forth in part by California Government Code Section 40567. This section states:

"The authority may:

- "(a) Purchase, lease, obtain option upon, acquire by contract or grant, any real property as defined in Section 40517 (surplus Federal property) or personal property within or contiguous to the local agency, or any interest in, or improvements on, such property.
- "(b) Sell, lease, exchange, transfer, assign, subdivide, pledge by mortgage, deed of trust, or otherwise dispose of any real or personal property or any interest in such property.
- "(c) Maintain and operate any property acquired by it, for any public purpose.
- "(d) Lay out, open, extend, widen, straighten, establish, or change the grade, and improve, in whole or in part, rights-of-way necessary or convenient for such property.
- "(e) Clear buildings, structures, or other improvements from the property.
- "(f) Develop the property or any part thereof as a building site, including but not limited to grading, shaping, cutting and filling, locating and relocating public streets and places therein, and the installation of street improvements therein or therefor.

- "(g) Rent, maintain, manage, operate, improve, and repair property.
- "(h) Insure, or provide for the insurance of, any real or personal property or the operation thereof against risks and hazards, and against the liabilities of the authority, its officers, agents, and employees.
- "(i) Borrow money and hypothecate property and revenues as security therefor."

With respect to the specific situation in Rancho Palos Verdes, the following arrangement appears possible under California law. The city could activate its surplus property authority. The authority could negotiate with the city for a long-term contract under which the city would pay the authority rent for the use of property on the NIKE site. The authority could then turn to financial institutions and apply for a loan to purchase a portion of the NIKE site and offer a security for the loan, the rental income from the city, and the land to be purchased. If the financial institution were willing to make a loan on this basis, the authority could proceed to purchase the Federal surplus property without first obtaining approval from the voters. Although title to the land would be vested in the surplus property authority, the city would be in no jeopardy of losing control of the land, since the governing body of the authority is identical to the governing body of the city. It would also be possible to phase development in increments.

2. Costs Associated with Construction of Civic Center

In terms of the financial requirements for the construction of the civic center and related buildings, estimates have been based on 1975 dollars. For purposes of fiscal planning, we have assumed that these facilities would not be built before 1985.

Including the cost of demolition and depending on the amount of square footage required for the administrative functions (contract versus full service city), estimates for the civic center, including administration buildings, auditorium, parking, landscaping, and associated development, could result in a range of costs from approximately \$1.6-2.1 million. (See Table 11.) Assuming a 20-year, 7% general obligation bond, the equal annual payments result in a range of cost (depending on the size of the administration building area) of approximately \$155,300-198,300. This is a significant addition to the ongoing expenditures of the City of Rancho Palos Verdes.

3. Costs Associated with Recreation and Open Space Areas

The next cost component associated with use of the NIKE site is that related to the developed recreational area and the open space and passive recreational areas. As discussed in Chapter IV, under Plan A the city would be responsible for approximately 77 acres of recreational and open space land at the main NIKE site and 4.5 acres at the upper site on Crenshaw Boulevard. It has been assumed for purposes of fiscal impact analysis that there will be no cost of acquisition; thus the city would bear only development and maintenance costs. It is estimated that during the first five-year period, approximately \$132,000 will be required for development of the 6.6-acre area including sports field, picnic areas, and tennis courts (Table 12). Maintenance during the period for this developed area will start at roughly \$5,000; by 1980, at full development, the annual cost will approximate \$33,000.

TABLE 11

PRELIMINARY ESTIMATES FOR CIVIC CENTER BUILDING CONSTRUCTION
(1975 dollars)

Demolition of Existing Buildings (\$12/sq ft)	=	\$180,000
Civic Center Building Costs		
Civic Center Administrative Area (\$30/sq ft)		
(1) Contract City	=	400,000
(2) Full Service City	=	750,000
Auditorium (\$40/sq ft)	=	580,000
Parking (\$1/sq ft)	=	68,000
Landscaping (\$1.75/sq ft)	=	<u>38,000</u>
Subtotal		\$1,266,000 ^a - \$1,616,000 ^b
Fees, contingencies, and overhead @ 30%		\$ <u>379,000</u> - \$ <u>484,800</u>
Total		\$1,645,000 \$2,100,800

a. If total = \$1,645,000 then annual requirement^c = \$155,300.

b. If total = \$2,100,800 then annual requirement^c = \$198,300.

c. Issuance of general obligation bond - 7%, 20-year bond, equal annual payments.

Source: Arthur D. Little, Inc.

TABLE 12

FISCAL IMPLICATIONS FOR RANCHO PALOS VERDES ASSOCIATED
WITH DEVELOPMENT AND MAINTENANCE OF OPEN SPACE AND RECREATIONAL AREAS

	Annual Fiscal Requirements					
	Fiscal Year <u>1975-76</u>	Fiscal Year <u>1976-77</u>	Fiscal Year <u>1977-78</u>	Fiscal Year <u>1978-79</u>	Fiscal Year <u>1979-80</u>	Fiscal Year <u>1980-81</u>
Developed Recreational Area (6.6 acres)						
Site Acquisition Costs ^a	-	-	-	-	-	-
Development Costs ^b	-	\$26,400	\$26,400	\$26,400	\$26,400	\$26,400
Maintenance Costs ^c	-	5,000	10,000	17,000	25,000	33,000
Open Space and Passive Recreational Area (70 acres)						
Site Acquisition Costs ^a	-	-	-	-	-	-
Development Costs ^d	-	14,000	14,000	14,000	14,000	14,000
Maintenance Costs ^e	-	5,000	6,000	10,000	12,000	14,000
Recreational Area at Upper Site (4.9 acres)						
Site Acquisition Costs	-	-	-	-	-	-
Development Costs ^f	-	5,000	5,000	5,000	5,000	5,000
Maintenance Costs ^g	-	1,000	2,000	3,000	4,000	4,500

- a. Assumes 100% write-down from Bureau of Outdoor Recreation.
b. Assumes total development costs of \$132,000 (\$20,000 per acre).
c. Assumes maintenance cost of \$5,000 per developed acre.
d. Assumes total development cost of \$70,000.
e. Assumes maintenance costs of \$200 per acre.
f. Assumes total development costs of \$22,500.
g. Assumes maintenance costs of \$1,000 per acre.

Source: Arthur D. Little, Inc., estimates.

For the recreational area at the upper site, composed of 4.5 acres, it is estimated that development costs will be approximately \$5,000 per acre for a total cost of \$22,500 over the five-year development period. Annual maintenance is estimated at \$1,000 per acre.

For the larger open space and passive recreational area, it is again assumed that there will be no site acquisition cost. Total development cost is estimated at \$70,000. The maintenance cost would increase gradually from about \$5,000 and level off in 1980 at approximately \$14,000 annually.

4. Total Financial Impact

We have also considered the total fiscal implications of the various land uses to be developed and maintained by the City of Rancho Palos Verdes. The interim period -- i.e., 1975-85 -- could entail annual acquisition, development, and maintenance costs ranging from a low of \$48,000 in the initial year to a high in 1985, when construction of the civic center is started, of \$330,000. Most of the annual requirements would necessitate \$90,000-100,000 for maintenance and development (Table 13). For the period beyond 1985, the average annual requirement would be approximately \$300,000 (again in 1975 dollars). These figures indicate that, relative to present city spending, the city will need adequate financial resources to acquire, develop, and maintain this site. The city has the flexibility to plan and develop based on available financial resources.

B. MANAGEMENT PLAN

Coordination and proper phasing of development of the NIKE site under either Plan A, B, or C will involve a number of public jurisdictions, which will also be involved in adequate maintenance of various parts of the site. Some mechanisms for coordination of development and maintenance will be necessary.

A joint powers agreement among the several jurisdictions appears to be the most appropriate mechanism for these purposes. It could also provide for pro rata sharing of the ongoing costs of access development and maintenance.

A joint powers agreement is a flexible mechanism whereby several governmental entities may join together to carry out any governmental function which is within the power of each of the entities. Such agreements are specifically authorized by the California Government Code Sections 6500-6583. The public agencies which may enter such an agreement include the Federal government and its departments and agencies, the state and its departments and agencies, a county and city, and a public corporation. Accordingly, each of the entities which might receive a portion of the NIKE site is eligible to join in a joint powers agreement.

A joint powers agreement specifies the purpose of the agreement. In the case of the NIKE site, the agreement could be established for provision of security, maintenance, and other related services to the entities included in the civic center complex. A joint powers agreement also specifies the source of financial resources to carry out the purposes of the agreement in accordance with a formula negotiated between the entities which are part of the agreement.

TABLE 13
NIKE SITE ACQUISITION AND DEVELOPMENT COSTS

Year	Civic Center		Road Improve- ments	Open Space Area (70 acres)		Recreation Area at Main Site (6.6 acres)		Upper Site Recreation Area (4.9 acres)		Total
	Land and Building Acquisition	Development		Maintenance*	Development	Maintenance	Development	Maintenance	Development	
1975-76	\$ 48,000	-	-	-	-	-	-	-	-	\$ 48,000
1976-77	31,920	-	\$ 1,700	\$14,000	\$ 5,000	\$ 26,400	\$ 5,000	\$ 5,000	\$ 1,000	86,020
1977-78	31,920	-	1,700	14,000	6,000	26,400	10,000	5,000	2,000	94,020
1978-79	31,920	-	1,700	14,000	10,000	26,400	17,000	5,000	3,000	104,020
1979-80	31,920	-	1,700	14,000	12,000	26,400	25,000	5,000	4,000	154,020
1980-81	31,920	-	1,700	14,000	14,000	26,400	33,000	2,500	4,500	121,020
1981-82	31,920	-	3,000	-	14,000	-	33,000	-	4,500	89,420
1982-83	31,920	-	3,000	-	14,000	-	33,000	-	4,500	59,420
1983-84	31,920	-	3,000	-	14,000	-	33,000	-	4,500	89,420
1984-85	31,920	-	3,000	-	14,000	-	33,000	-	4,500	89,420
1985-86	31,920	\$198,200	48,000	-	14,000	-	33,000	-	4,500	332,720
Total for 1975-85	\$367,200	\$198,200	\$68,500	\$70,000	\$114,000	\$132,000	\$255,000	\$22,500	\$37,000	\$1,354,500
Annual Average for Period 1986-97	-	\$198,200	\$48,000	-	\$14,000	-	\$33,000	-	\$4,500	\$297,700

*Additional maintenance over and above existing level.

Source: Arthur D. Little, Inc., estimates.

Some joint powers agreements create a separate entity to carry out the functions and purposes of the agreement. Other agreements delegate to one party operating responsibility to carry out the agreement. In the case of the NIKE site, the logical candidate for general operating responsibility would be the City of Rancho Palos Verdes. The city will probably have the largest investment in capital in the civic center complex. Furthermore, the city is the governmental unit which has been the focal point for putting together a proposed use plan of the NIKE site and will continue to be a focal point in the development of the civic center.

Once the entity to carry out the agreement is chosen, it is important to designate the decision-making body of the entity, and to provide for advisory groups if desired. A treasurer or comptroller must also be named.

A joint powers agreement normally states the period of its duration and provides for arbitration in case of disagreements.

A joint powers agreement certainly may be suitable for operation and maintenance of the 70 acres of open space on the lower site. All entities explore the possibility as a way to economically share the operating and maintenance costs.

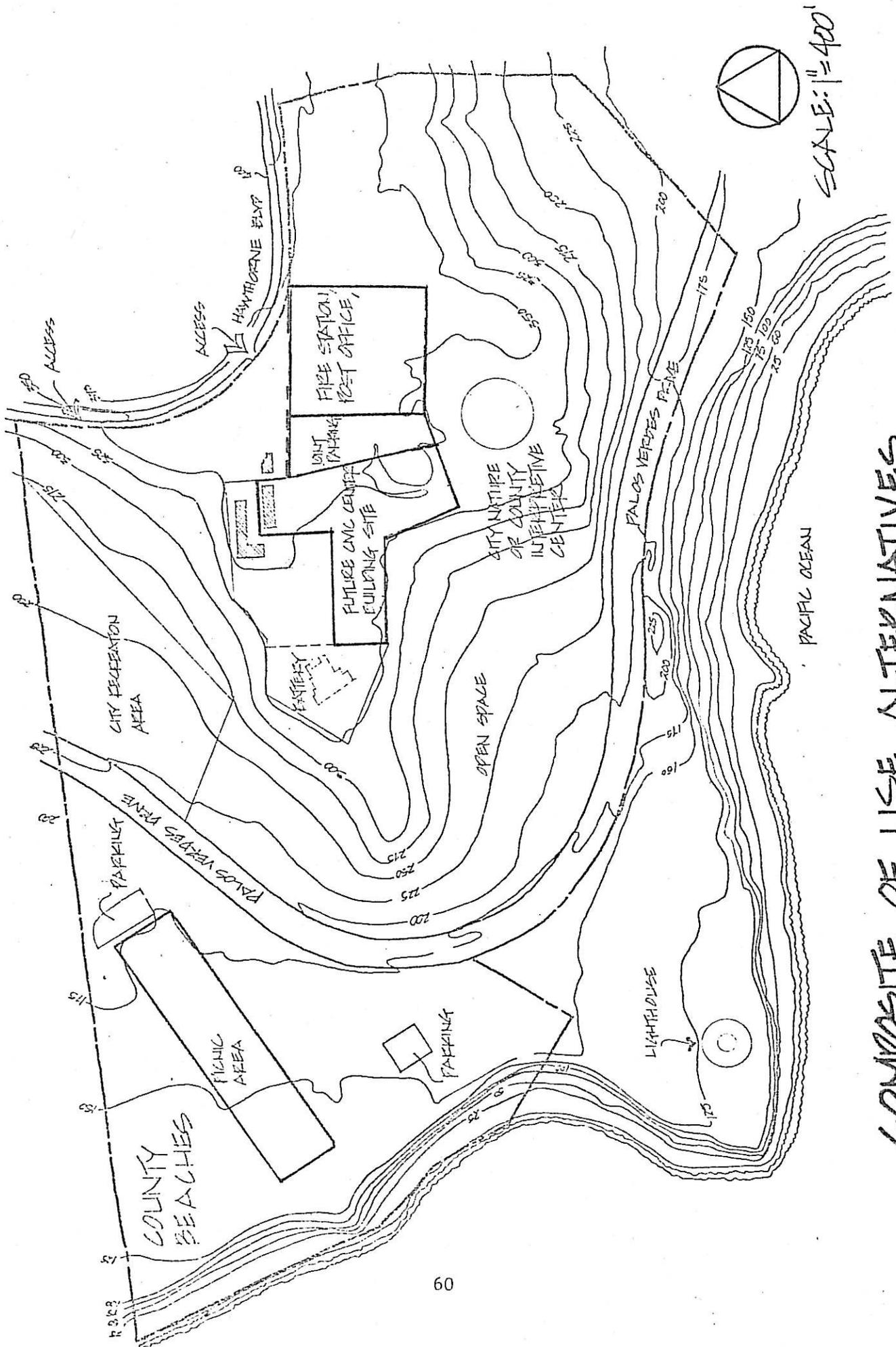
VI. ENVIRONMENTAL ASSESSMENT

A. DESCRIPTION OF PROPOSED ACTION

The proposed allocation of uses for the NIKE site was detailed in Chapter IV. For the purposes of environmental assessment, Table 14 and Figure 9 summarize the uses indicated in Plans A, B, and C.

TABLE 14
COMPARATIVE SUMMARY OF COOPERATIVE USE ALTERNATIVES
(in acres)

<u>Proposed Use</u>	<u>Plan A</u>	<u>Plan B</u>	<u>Plan C</u>
City			
Civic Center Building Site	3.3	3.3	3.3
City Recreation Area	6.6	6.6	6.6
City Nature Area	2.0	-	-
City Open Space	<u>68.4</u>	<u>16.6</u>	<u>-</u>
City Total	80.3	26.5	9.9
School District	3.8	3.8	3.8
Joint Parking (city and school)	1.3	1.3	1.3
Fire Station	0.8	0.8	0.8
Post Office	3.0	-	3.0
County			
County Beaches (Department of Beaches)	30.8	29.8	30.8
County Interpretive Center	-	5.8	5.8
County Parking	-	1.0	-
County Parks (Department of Parks and Recreation)	<u>-</u>	<u>50.0</u>	<u>64.6</u>
County Total	30.8	86.6	101.2
Total	120.0	120.0	120.0



COMPOSITE OF USE ALTERNATIVES

FIGURE 7

As shown in Table 14, the most significant differences between the three options involve open space allocations for the city and the county Department of Parks and Recreation. Plan B excludes the post office, while Plan A excludes the county interpretive center, county parking, and county parks. Because of the similarities of the three plans regarding key facilities, the accompanying composite map (Figure 7) serves as the basis for presenting environmental features and impacts.

B. DESCRIPTION OF ENVIRONMENTAL SETTING

1. Topography and Slope

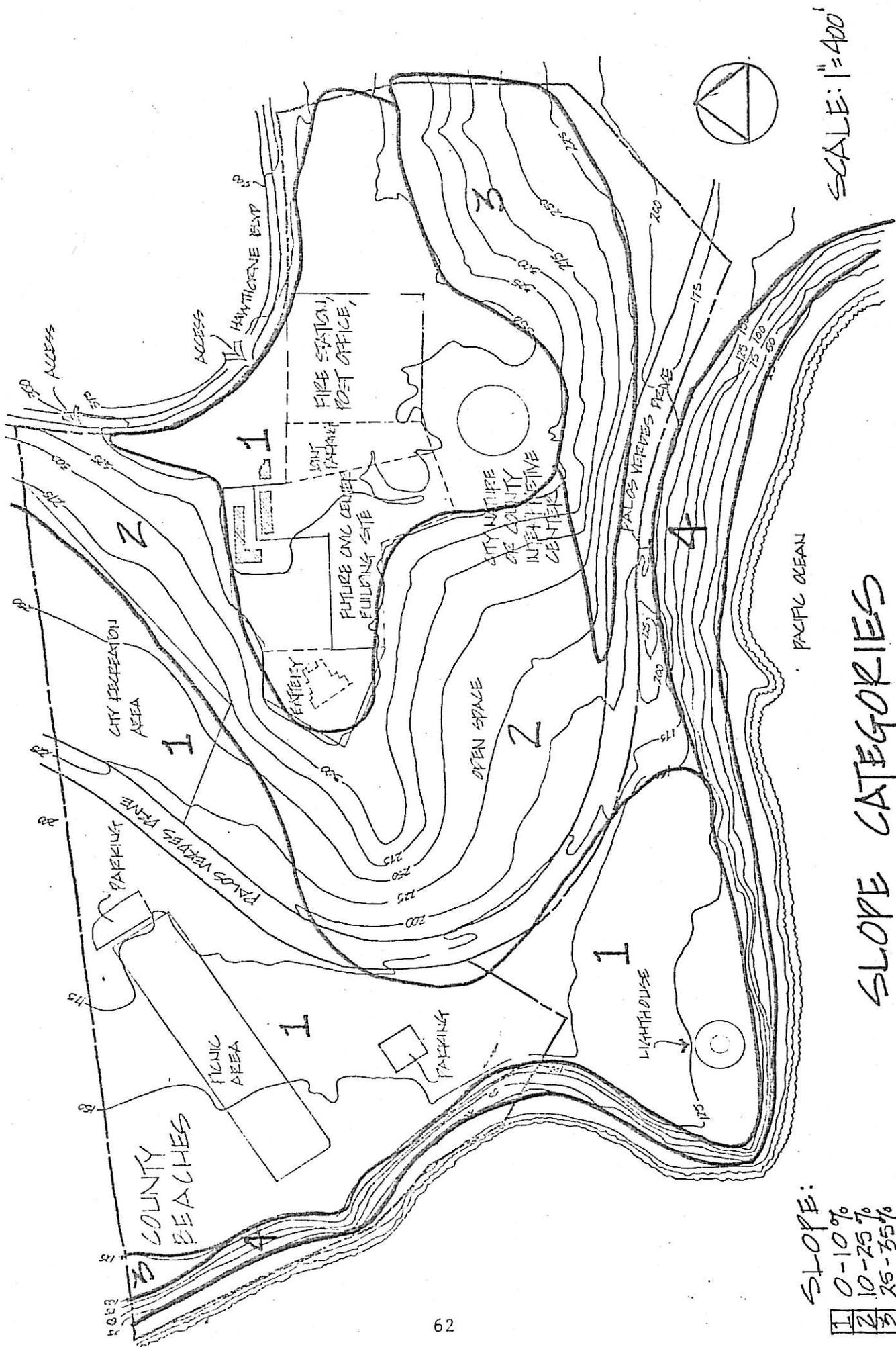
The site is simple in structure and is essentially situated on the first and second marine terraces from the coastline. Existing and proposed facilities occupy portions of the site characterized by slopes of less than 10%. More accurately, areas designated for future activities generally lie between 1% and 3% slope. As a general rule, terrain with less than 10% slope is easiest to develop in terms of construction economics and is less susceptible to erosion or landslide hazards. However, such factors as the composition of bedrock, its inclination, and drainage characteristics, can modify certain locations. (These factors are discussed below.)

Other sections of the site are situated within slope categories of 10-25% and on steeper slopes as shown in Figure 8. The portion between the beach and the first terrace is a cliff with a slope exceeding 35% and has consequently been designated a sea cliff erosion zone. Any modifications of this terrain should be discouraged. Between Palos Verdes Drive and the existing battery is the second bluff, with slopes of 10-25% and 25-35%. Development of such an area is technically feasible but entails higher costs and more stringent controls. Areas within these high slope categories would best serve passive recreation purposes, which are unlikely to increase the possibilities of slope instability or erosion.

2. Climate and Hydrology

The climate along the Southern California beach area is almost completely dominated by the ocean. This climatic zone will extend upward to about the 700-foot elevation. It is a mild marine climate, with mild winters and cool summers, with frequently limited sunshine because of daily fogs or cloud cover. However, areas near the mouths of canyons may suffer in winter from cold air drainage moving down from the canyons at night. Consequently, extreme lows in the vicinity of the site can range from 24-35°.

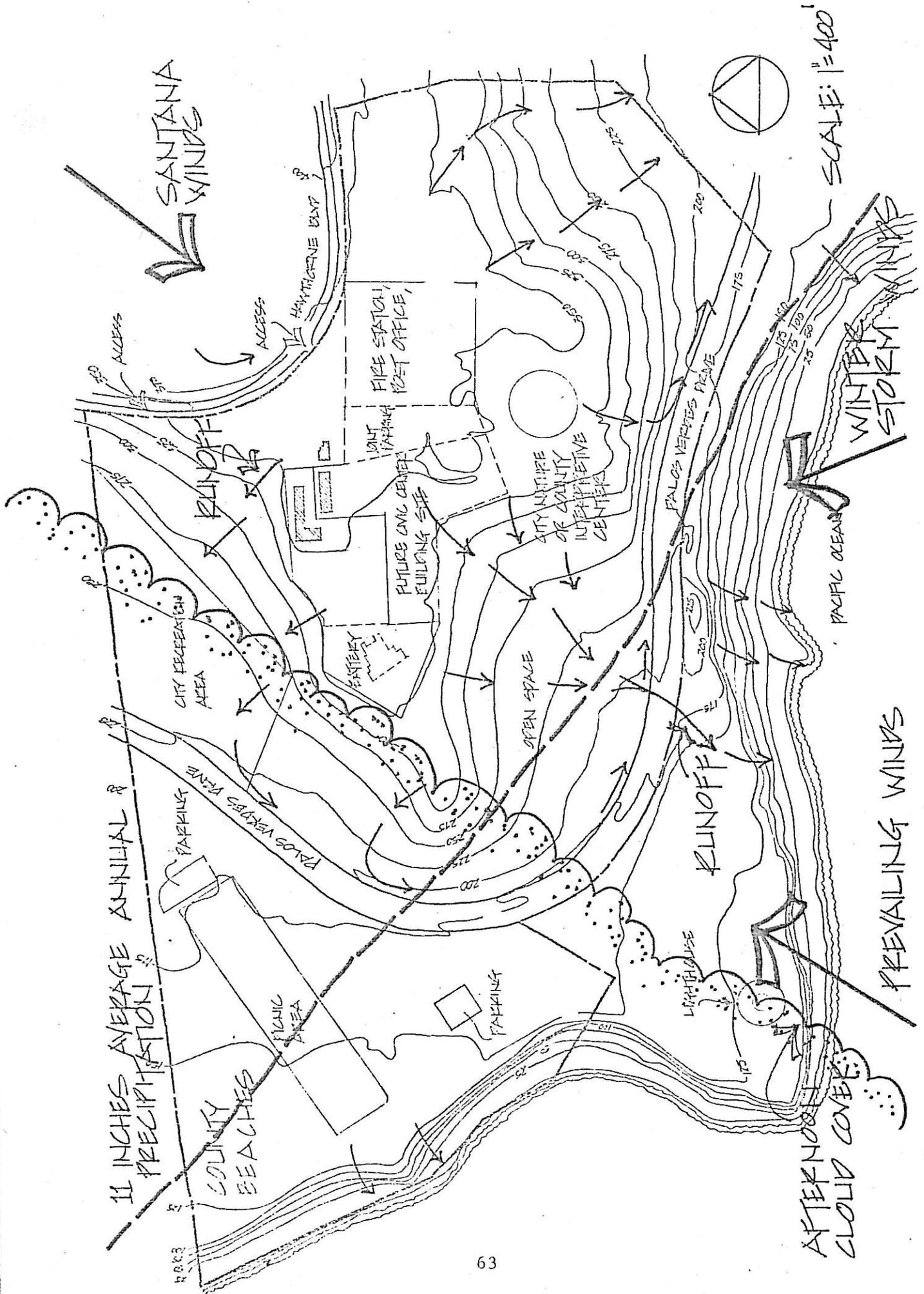
The all-time high temperatures are interesting in that they help define the total climate. High temperatures can exceed 100°, although this is infrequent. Average temperatures in January range from 49-59°, and in July, from 61-72°. In general, Point Vicente itself is slightly windier and cooler and receives more fog and low cloudiness than do higher sections of the site. This is due largely to the unsheltered aspect of the Point. Because of its exposure, the site will experience strong winter storm winds, frequently in excess of 25 miles per hour. Figure 9 shows the directions of prevailing winds as well as winter storm and Santana winds.



SLOPE:
 0-10%
 10-25%
 25-35%
 35%+

1	2	3	4
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FIGURE 8



CLIMATE & DRAINAGE

FIGURE 9

Due to the proximity of the ocean, the air quality over the site is frequently superior to that in more inland locations. Alternating land/sea breezes serve to flush out local sources of pollution. However, inversion conditions during the spring and summer help create higher than average local pollutant levels. In general, sea breezes produce a migration of pollutants, transporting them inland and down the coast.

Hydrological considerations are directly related to precipitation. The site receives an average of approximately 11 inches of rainfall per year, although this figure can be significantly exceeded during winters of severe storms. In terms of rainfall, this location is semi-arid, which results in a relatively low level of surface runoff, except during winter storms. There are no perennial or intermittent stream courses on or adjacent to the site. Runoff is in the form of sheetwash which flows down the sides of the slopes. Most of this runoff flows directly south into the ocean. There were no observed portions of excessive down-cutting or erosion; the native plant cover along the steeper slopes is relatively undisturbed.

The soils on the site have high clay content and poor percolation characteristics, and hence lower absorption capacity. The addition of impermeable surfaces such as roads, parking lots, and buildings will slightly reduce the area which could naturally absorb rainfall, which may increase by a minor degree the amount of runoff on adjacent slopes. However, with the proper drainage facilities and the maintenance of vegetation coverage, erosion potential will be negligible.

Due to the elevation of the NIKE site, there is little or no possibility of flooding. However, lower portions of the study area, around the proposed county beaches picnic area, may face some minor risk from tsunami inundation.

Core samples taken by the U.S. Army Corps of Engineers to a depth of 30 feet indicate no evidence of groundwater in the vicinity of the future civic center building site. However, it is likely that the water table is closer to the surface on that portion of the site proposed for county beaches and picnic areas.

3. Soils

Altamont clay adobe and Altamont clay loam constitute the soils underlying the site. As indicated in Figure 10, Altamont clay adobe is found west of Palos Verdes Drive. This is a brown heavy plastic clay soil from 10-18 inches deep with a pronounced adobe structure. Parent material is encountered at an average depth of 3-6 inches. In places, the subsoil is quite compact with occurring seams of sandstone, chert, and shale. In general, this section is well drained but the soil absorbs water slowly; the subsoil can become well saturated during the rainy season.

Clay content ranges from 18.7% in the subsoil to nearly 39% in the upper soil profile. Consequently, this soil is extremely sticky when wet, which presents some excavation and cultivation difficulties. On slopes of more than 10%, the shallowness of the soil, its high shrink-swell behavior, high susceptibility to erosion, and relatively low bearing strengths create additional moderately difficult construction problems.

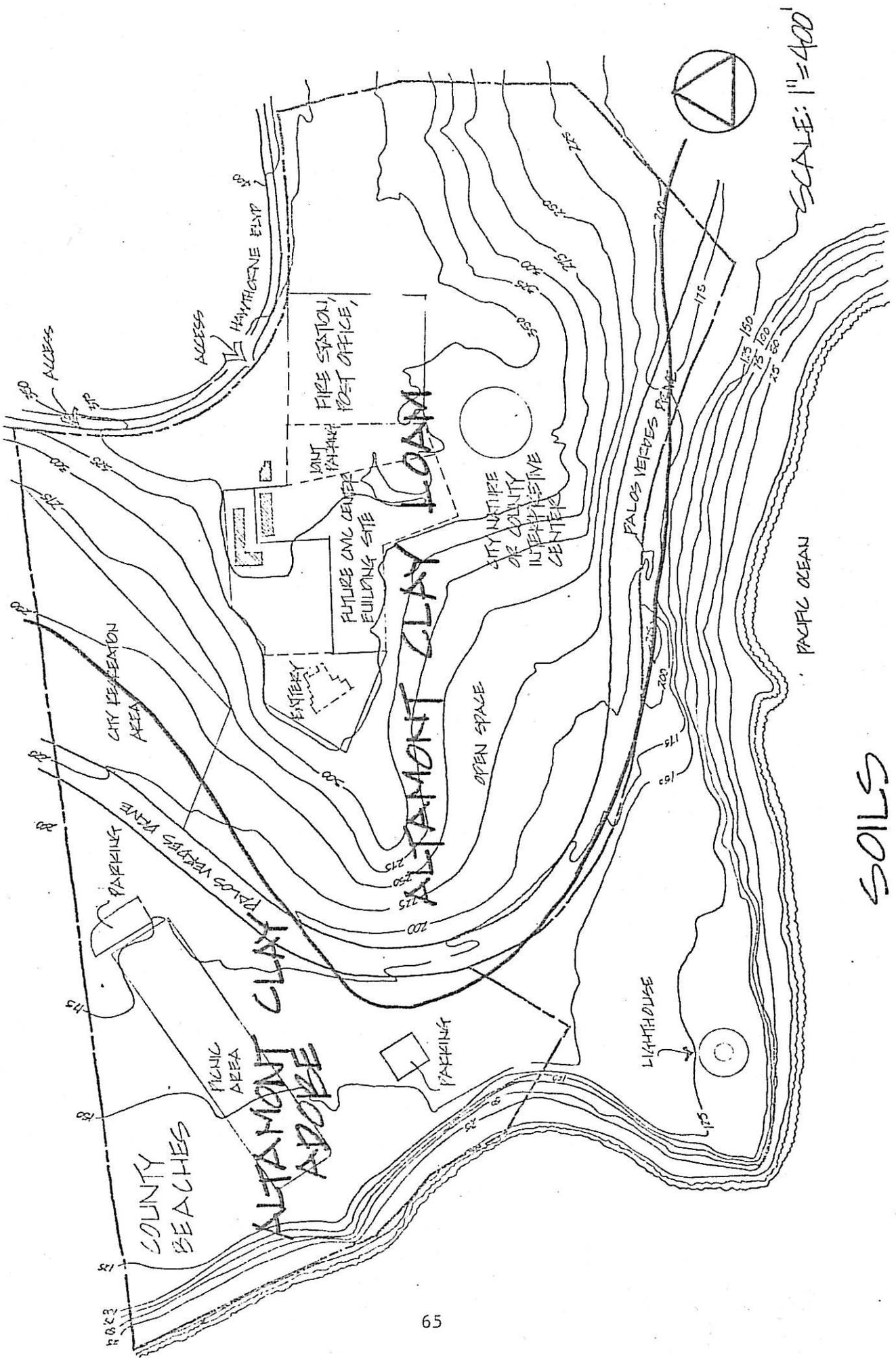


FIGURE 10

SOILS

To the east, the adjacent Altamont clay loams, ranging from light brown to dark brown in color, form to a depth between 12-18 inches. Outcrops of chert, shale, and sandstone can be observed. This soil cracks considerably when dry and exposed, but it absorbs moisture more readily than the Altamont adobe. Clay content ranges from 17% in the subsoil to approximately 28% in the upper soil horizon. Like the Altamont clay adobe, the clay loam exhibits significant limitations on slopes exceeding 10% because of its shallowness to the rock subsoil, its high shrink-swell behavior, and low bearing strength. However, construction methods including soil removal and replacement or pile foundation footings placed in parent material can mitigate these shortcomings.

4. Vegetation and Wildlife Communities

The plant community on and around the NIKE site between Hawthorne Boulevard and Palos Verdes Drive is best characterized as coastal sage scrub (Figure 14). This variety of low scrubby native vegetation is commonly found along coastal slopes. Some grassland varieties, including bunch grasses, flowering annuals, and introduced weedy grasses, are also present. Among the scrub type vegetation, the common foxtail seems to predominate.

There is a small variety of introduced ornamental species in and around existing buildings and facilities. Some of these observed and scattered species are: Washingtonia Palms, several Italian Stone Pines, a row of Eucalyptus ficifolia, remnants of iceplant, several Modesto ash trees, a garbonzo bean field, and patches of turf grass.

Although there is nothing distinctive or significant about either the native or exotic species on the site, large portions of this area have been designated in city documents as Natural Vegetation Preservation Areas. While not necessarily aesthetic, these native varieties play an important role in preserving steeper slopes from severe erosion and are a factor in maintaining slope stability. The only rare or endangered vegetation which may be found in the city itself is Chaetopappa lyonii. This small herbaceous plant, with yellow, daisy-like flowers, was first identified in 1945 and is believed to grow along some of the slopes in the Rancho Palos Verdes vicinity. However, there is no evidence of its existence on the NIKE site.

The portion of the site between Palos Verdes Drive and the ocean is, according to the Coastal Commission, a Class I Priority Wildlife and Plant Habitat (Figure 11). This designation includes all of the coastline areas at Rancho Palos Verdes, having limits between Palos Verdes Drive West and South and the 50 fathom line offshore. Such a classification carries with it recommendations to protect and preserve an endangered habitat which is representative of one of the eight major habitat types of the Southern California coastal area. The area is an important seabird and tidepool area. This entire coastal strip is considered by both local and regional governments an essential marine resource.

The entire site is designated a "low risk" fire hazard zone in the city's Public Safety Element. However, coastal sage scrub plant communities should not be disregarded as a substantial fire hazard for they can burn vigorously and have the ability to renew themselves in as little as three years' time. Although it is off the site, it should be noted that the slope facing the proposed civic

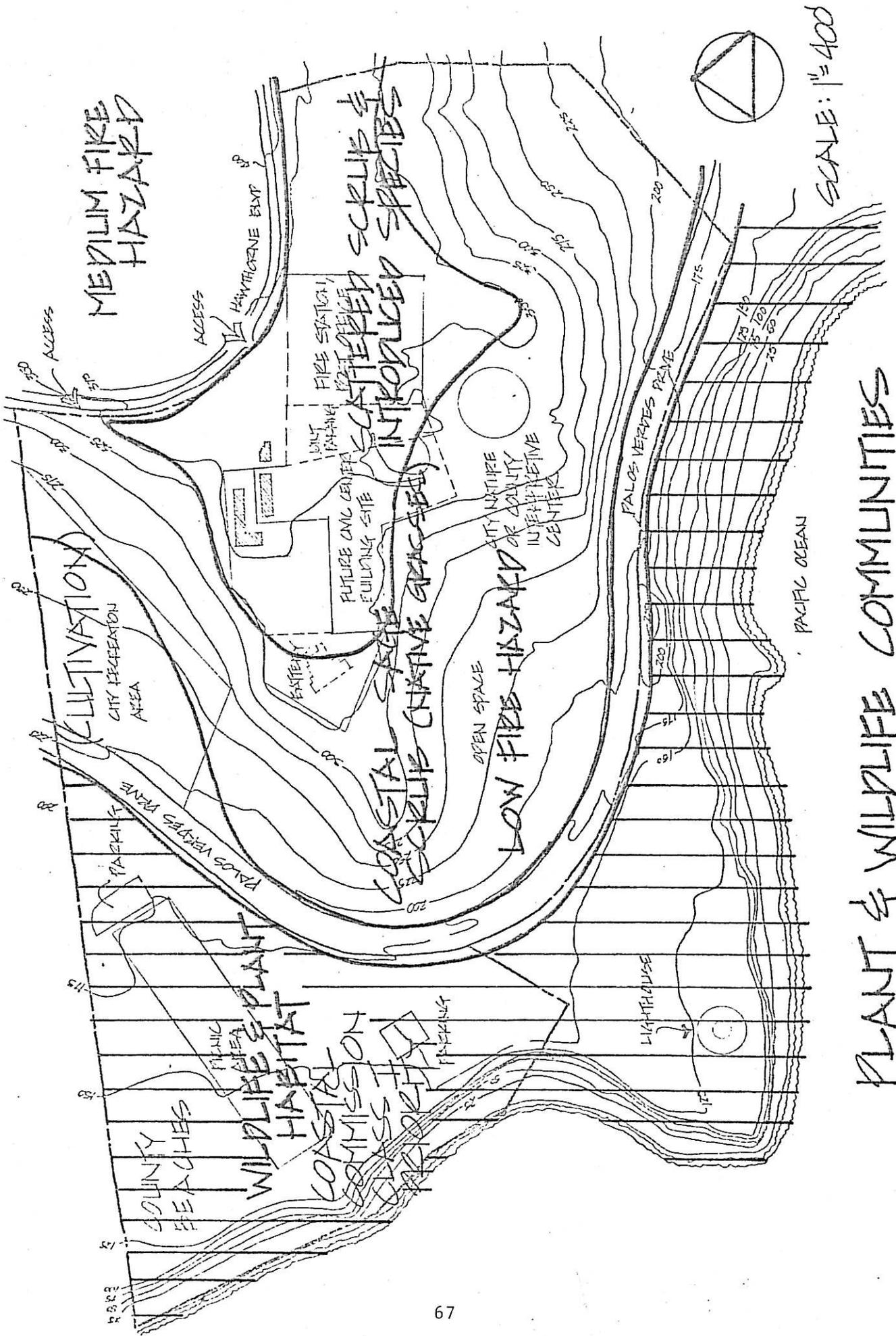


FIGURE 11

center complex to the east of Hawthorne Boulevard is considered to be of "medium" fire hazard potential. This problem may be exacerbated during periods of easterly Santana winds. Consequently, the civic center complex could be threatened from the east by a brush fire, although Hawthorne Boulevard should prove to be an effective barrier.

A review of wildlife literature indicates that there is apparently no species within the city or on the site which has been included on the state's Rare and Endangered Species list. Animals that would frequent the site include a large variety of birds, some small rodents such as field mice, ground squirrels, and perhaps an occasional skunk or rabbit; various snakes might also be found. Occasionally, coyotes and foxes are sighted in canyon areas in the vicinity of the site, but these instances are very rare.

5. Geology

The Palos Verdes Peninsula is basically an uplifted block of earth between an offshore fault and the Palo Verdes Fault to the east. The gross structure is anticlinal, with metamorphic schist overlain by sedimentary deposits. The sedimentary rocks are included generally to the north on the northerly flanks of the Palos Verdes Hills and to the south on the southerly side. It is these inclinations that have been responsible for some of the previous large-scale landslides elsewhere on the peninsula.

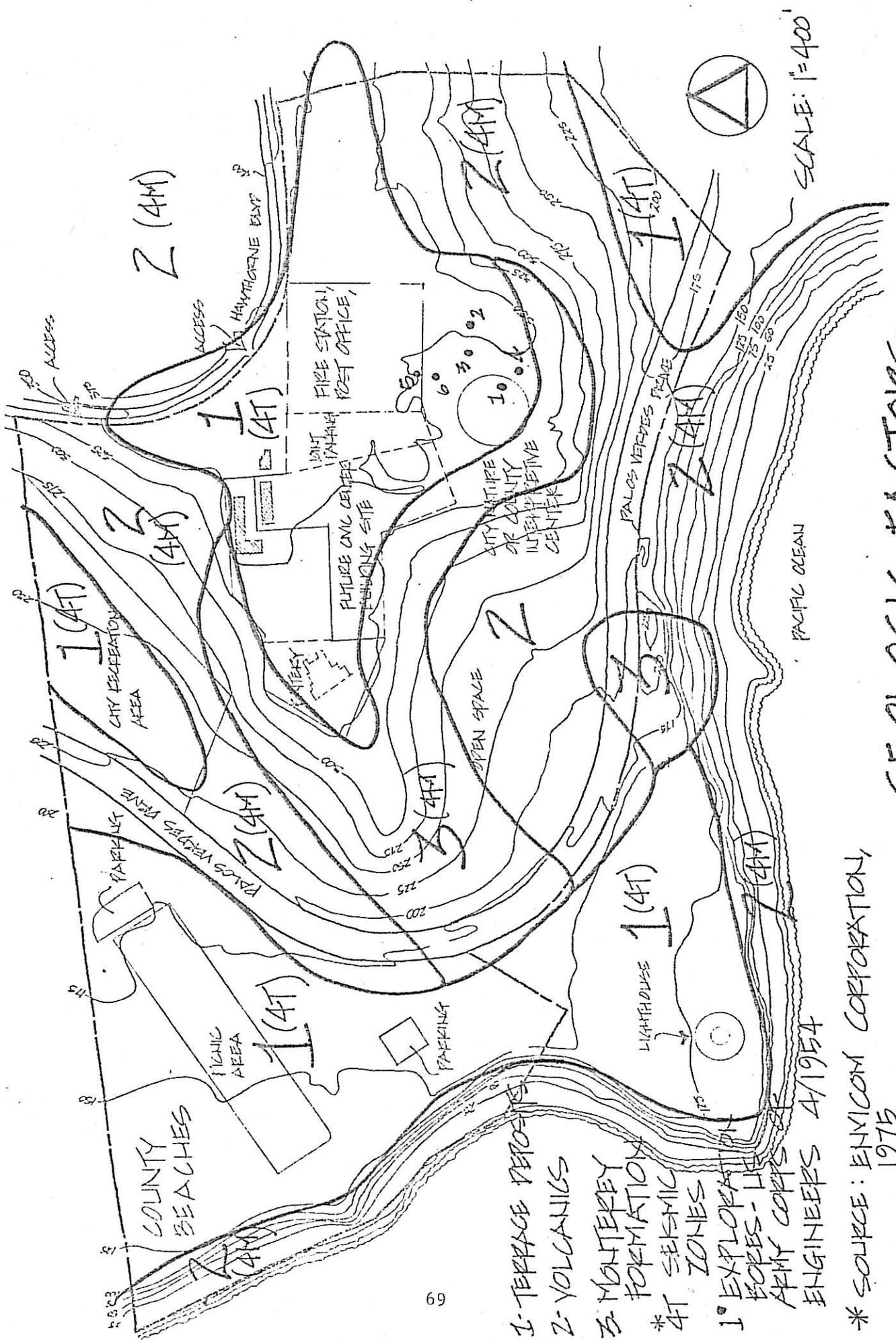
Three basic geologic formations are present in the study area, as shown in Figure 12. These three rock types are: terrace deposits, intrusive volcanics, and the Monterey Formation.

The terrace deposits cover the lower marine terrace comprising the county beaches and Coast Guard Station, as well as the upper terrace involving the proposed civic center site. These accumulations of debris represent ancient wave-cut benches and are characterized by some accumulations of poorly stratified sand and clay. However, original boreholes drilled by the Army Corps of Engineers in 1954 indicate that the predominant bedrock in the area of the existing silos is sandstone, with minor deposits of chert, limestone, siltstone, and siliceous shale (Figure 13). Such deposits constitute adequate foundation conditions.

The second type of deposit consists of intrusive volcanics which were intruded between the layers of sedimentary rock. These rocks are frequently characterized by dull rust brown to black color.

The third, or Monterey Formation, is made up of various proportions of shale, diatomite, and mudstone, with some occasional sandstone. On steeper slopes the thin bedding planes produced planes of weakness which have been responsible for landslides elsewhere on the peninsula. Development on these formations should be carefully evaluated from a slope stability standpoint by qualified engineering geologists and soils engineers.

The study area is located on a seismically active area and fairly close to several of the many active and potentially active faults in Southern California. Location of these faults is shown in Figure 14. Table 15 indicates expected seismic behavior from those faults most likely to affect the site.



SCALE: 1"=400'

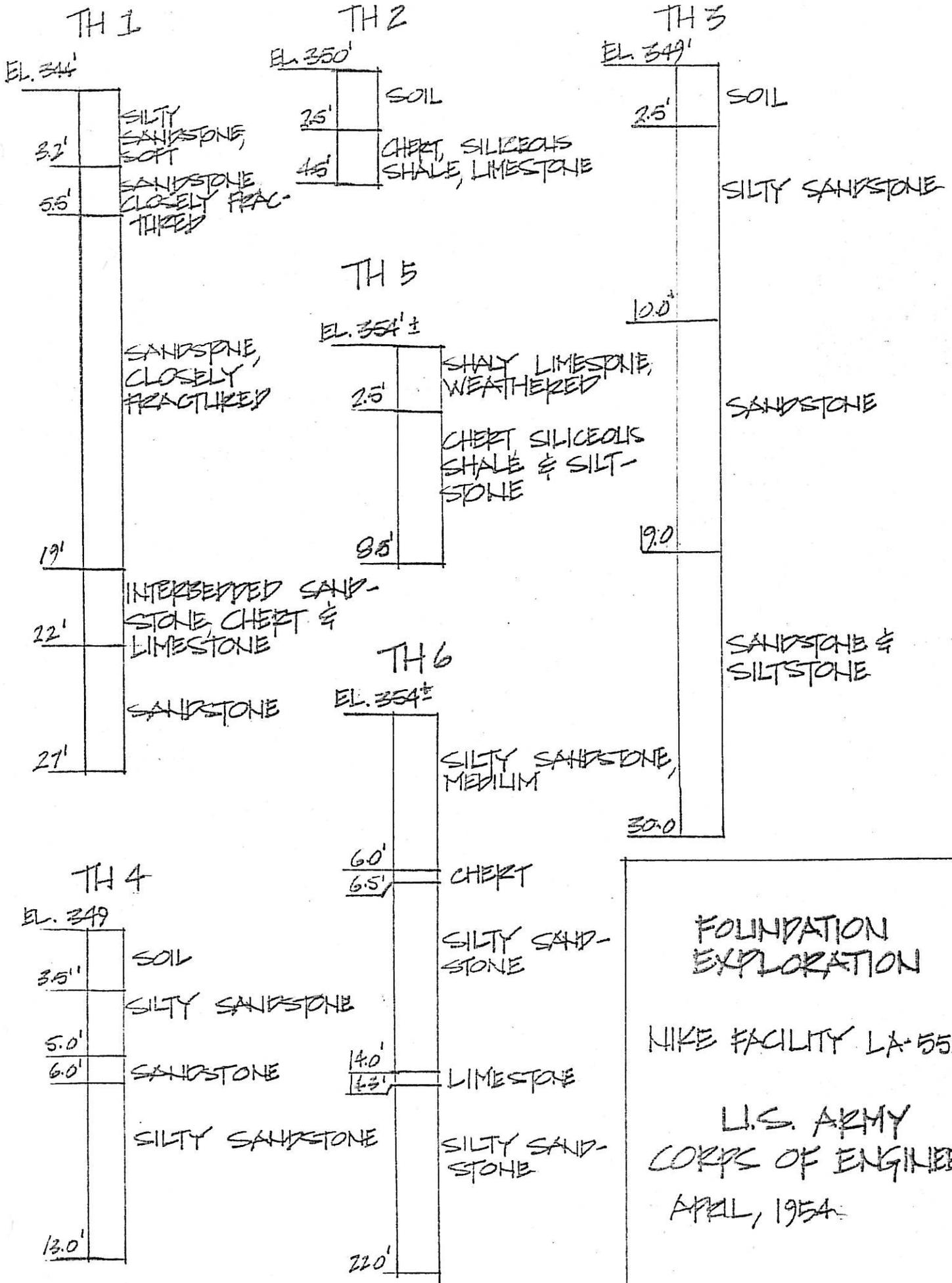
- 1- TERRACE DEPOSITS
- 2- VOLCANICS
- 3- MONTEREY FORMATION
- * 4T SEISMIC ZONES
- 1° EXPLORATION BORES - USE ARMY CORPS OF ENGINEERS 4/1954

* SOURCE: ENVICOM CORPORATION, 1975

GEOLOGIC FACTORS

BOUNDARIES & LOCATIONS APPROXIMATE

FIGURE 12



FOUNDATION
 EXPLORATION

NIKE FACILITY LA-55L

U.S. ARMY
 CORPS OF ENGINEERS

APRIL, 1954

PERZAWN, ARL, JULY, 1975

SCALE: 1"=5'

FIGURE 13

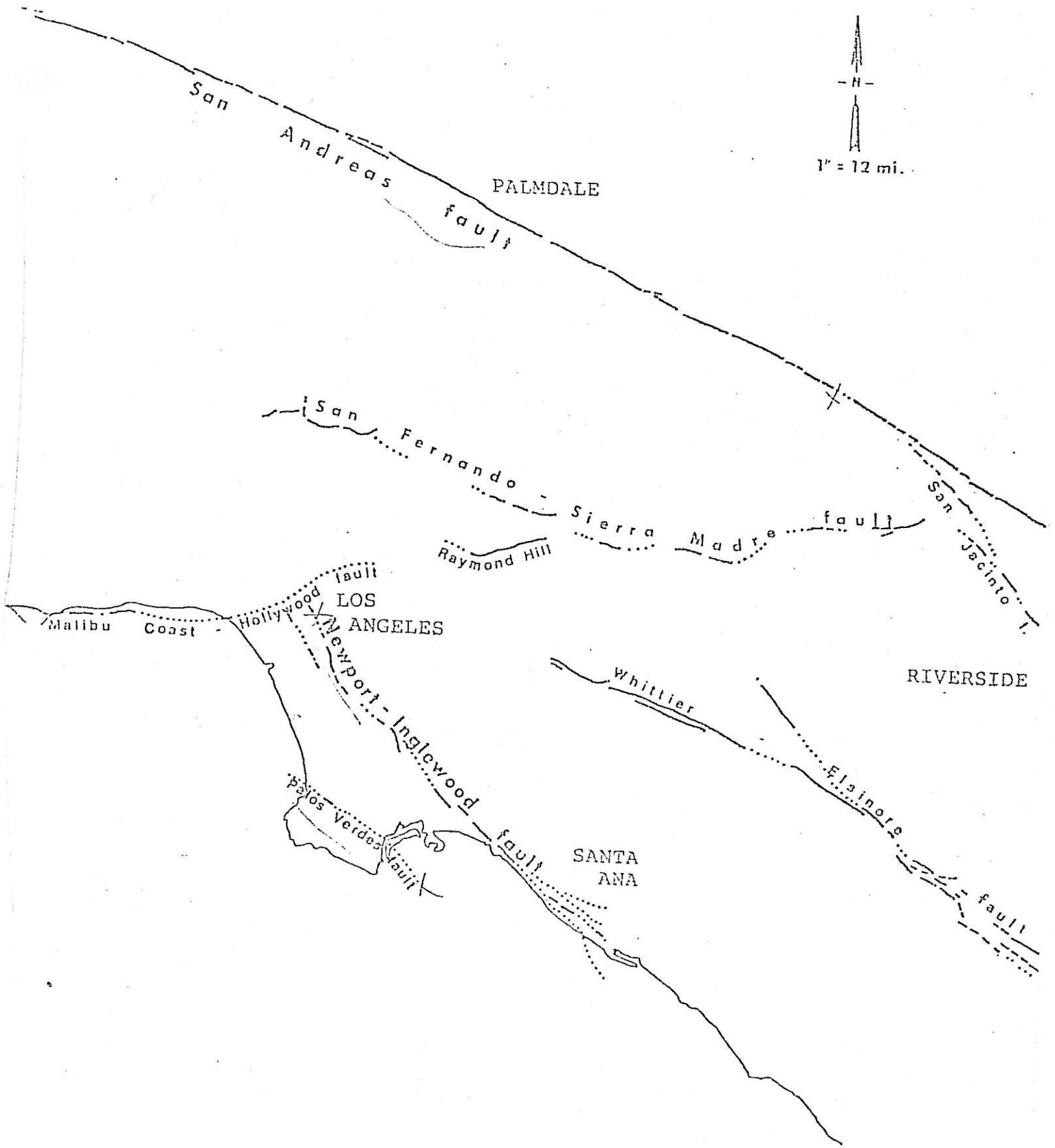


FIGURE 14 INDEX MAP, SELECTED FAULTS LOS ANGELES AREA

TABLE 15
 FAULTS MOST LIKELY TO AFFECT THE NIKE SITE

<u>Active Faults</u>	<u>Distance (miles)</u>	<u>Expected Magnitude</u>	<u>Maximum Acceleration (gravity)</u>	<u>Approximate Probability of Occurrence (100 yrs)</u>
Newport-Inglewood	7-13	6.0-6.5	0.21-0.38	Intermediate
San Andreas	55-58	8.0-8.5	0.11-0.13	Likely
<u>Potentially Active Faults</u>				
Palos Verdes	1-5	5.0-6.0	0.10-0.60	Very Low
Malibu Coast- Hollywood	14-25	5.5-6.5	0.05-0.16	Low

Source: Envicom Corporation, 1975.

According to the Envicom Corporation, the approximate probability of occurrence shown in Table 15 should be considered on a relative scale with "likely" being a probability of more than 50% and "low" being a probability of less than 15%.

Earthquakes stemming from activity on the Newport-Inglewood Fault could result in greater ground acceleration because of the fault's proximity to the study area. An earthquake generated by the San Andreas Fault has a high probability of occurrence and, in the consensus of many geologists, will be one of California's "great" earthquakes. Ground accelerations are not considered to be unusually high from this fault because it is more than 50 miles to the north-east, although strong shaking from such an earthquake is expected to last 40-60 seconds. As shown in Table 15, the Palos Verdes Fault is considered potentially active. Its closeness to the site is responsible for the high figure for ground acceleration, even though the probability of such an occurrence is considered "very low."

Significant earthquakes may be caused by other faults, but available evidence suggests that their effect in the study area will be much less serious than possible effects of the Newport-Inglewood, Palos Verdes, or San Andreas faults.

Because there are no faults on the NIKE site or within the immediate vicinity, there is little possibility of surface fault rupture affecting any existing or proposed development on the site.

The seismic zones are based on distance from the Newport-Inglewood Fault and on local subsurface geologic conditions, with all terrace deposits designated "4T" and other deposits designated "4M." Using these parameters, the Envicom Corporation projects the following potential seismic activity for these zones:

- 4T
 - Maximum ground acceleration -- 0.30 (gravity)
 - Predominant period in seconds -- 0.2-0.4
 - Duration of strong shaking in seconds -- 12-14

- 4M
 - Maximum ground acceleration -- 0.24 g
 - Predominant period in seconds -- 0.2-2.3
 - Duration of strong shaking in seconds -- 12-14

It should be emphasized that a very strong earthquake caused by San Andreas Fault activity will produce significantly more ground motion at the NIKE site than the above figures indicate. For an earthquake magnitude of 8.5, maximum ground acceleration could be 0.15 g (due to the 55-mile distance between the site and the fault); the predominant period in seconds, 0.2-0.4; and the duration of strong shaking between 40-50 seconds. Under such conditions, construction should be limited to low-rise structures, with medium-rise buildings possible in some circumstances.

Published landslide maps for the City of Rancho Palos Verdes show no present or probable landsliding on or immediately adjacent to the NIKE site. However, because underlying geological relationships are complex and unpredictable, a "low risk" designation should not be taken too literally. Even though the site is within a zone of "acceptable risk," more thorough evaluations of the site should be made by engineering geologists before any development is allowed. Changes in the amount of runoff due to impervious surfaces, changes in the amount of rainfall during winter storms, or increased irrigation for landscaping may induce some slope instability. Studies made by the firm of Eckbo, Dean, Austin & Williams, Inc., suggest that a portion of the site situated between the existing NIKE silos and Hawthorne Boulevard may be subject to some landslide potential. Additional exploratory borings should be undertaken in this part of the site preliminary to any development there.

The California Coastal Zone Conservation Commission designates as a sea cliff hazard zone, the area from the base of the cliff facing the ocean and extending inland several hundred yards. This zoning is based on the various angles of repose of certain soil masses. Within this zone, city or county authorities will require detailed engineering and geologic studies to demonstrate the site's suitability and stability for the proposed development.

There is little likelihood of settlement on the site. Settlement is generally associated with rapidly deposited alluvium materials, subsurface peat deposits, improperly founded or improperly compacted fills, or highly fractured landslide deposits which do not occur here. Additionally, there is no evidence indicating the possibility of liquefaction.

6. Visual Qualities

Perhaps the single most important resource of the site and its vicinity are the superb views of and from the site. Figure 15 records the project team's impressions during visits to the site.

Point Vicente and the site of the proposed civic center are important focal points which are highly visible from a number of nearby vantage points. These focal points afford excellent 270-degree "view sheds" of the coastline and ocean, exceptional views of surrounding marine habitats, and surface geology, and opportunities to view the annual migration of the California gray whale. The site is visible from a number of view locations along major public routes and elsewhere. For these reasons, as well as the recommended designation of Palos Verdes Drive as a scenic corridor and highway, the proposed development should be visually compatible with the local environment and should take advantage of, but not obstruct, views from nearby vantage points.

C. PROBABLE ENVIRONMENTAL IMPACTS

From our review of the salient environmental conditions on and surrounding the site, some qualitative judgments can be reached concerning the types and degree of possible impacts of the proposed development.

An analysis of impacts requires that they be considered systematically. For example, some impacts are related to construction techniques or land uses which may affect natural features. These impacts may have negative or positive effects. Furthermore, impacts can be of short-term nature because the environment has the capacity to recover; they may be major or long-term with the environment particularly vulnerable. Therefore, the following discussion considers separately those impacts that are possible during the period of interim use of the site, the construction phase, and the operational phase.

1. Interim Period

The present low-intensity use of the site -- that is, the relatively few city and school district employees working there -- entails no apparent significant long-term impacts to either the activities engaged in on the site or to natural features, such as soils, topography and slope, climate, and vegetation. However, there are some questions with respect to geological hazards and visual considerations. The present buildings which will remain in use until 1985 may be found to be structurally inadequate in the event of a major earthquake. In addition, some of the present 14 occupied and vacant buildings leave the passerby with an unpleasant impression. Some guidelines to solution of these problems are provided in Section E below.

2. Construction Phase

As discussed above, construction of the fire station may begin within two to three years, while the post office and the beaches and county parks may be developed within five years. The civic center itself is unlikely to be underway for 10 years and will take approximately two years to complete. As can be seen, this will permit a gradual but orderly phasing program.

Construction activity normally entails grading, excavation, laying of foundations, cut and fill, irrigation of plant materials, and traffic generation. Each of these activities can be affected by and can affect specific environmental features. The proposals presented in this report were formulated with these concerns in mind. Following is a description of the possible but minor impacts associated with this phase of development.

a. Topography

Because most of the proposed facilities and land uses will be on relatively level terrain, there will be a minimum of land clearing and little change in the natural terrain. No structures are situated on areas of steep slope.

b. Climate and Air Quality

There will be a minor amount of dust and noise resulting from limited grading operations and other construction activity. A minor amount of sedimentation from exposed soil due to land clearing may occur; however, this can be easily controlled by seasonal timing.

c. Soils

By providing the proper foundation types, and avoiding over saturating the soils by irrigation, to landscaping, etc., such factors as poor bearing strength and shrink-swell behavior will be minor constraints on construction.

d. Vegetation

Most of the significant shrub-type vegetation exists on steeper portions of the slope designated for passive recreation. Consequently, there will be little or no effect on these plant communities during the construction phase.

e. Wildlife

There are no significant forms of wildlife on this site to be endangered.

f. Geology

Proposed buildings will sustain minimum damage from severe ground shaking if they are designed and built in accordance with the expected seismic activity as outlined above.

g. Visual

Traffic generation, deliveries of material, and work in progress will make the construction area temporarily unsightly.

3. Operational Phase

If the mitigating measures discussed in Section E below are taken during the construction phase, most of the possible adverse impacts that could follow during the operational phase will be eliminated.

a. Natural Environmental Impacts

The uses proposed for the county beaches and parks and the city recreation area will leave the existing topography and much of the existing vegetation and wildlife intact. Nor will this low level of use be threatened by adverse geological conditions. If the proper landscape design is instituted, the proposed activities will enhance the visual quality of the area. The post office and fire station may draw some criticism because of the storage and parking facilities they will require. However, the proper design, color, and texture of construction materials, and landscaping around these facilities, can ameliorate much of this criticism.

While the civic center buildings will face the possibility of seismic activity, stringent structural design controls should make them as safe as the prevailing level of technological capability makes possible. Because of their extensive visibility, these structures, like the post office and fire department, should be designed in keeping with the natural shape of the terrain, and with appropriate height limitations. The amount of traffic generated will depend on the population of the city at that time and on whether Rancho Palos Verdes is a full service or contract city. (Again, related mitigating measures are suggested in Section E.)

b. Employment

Complete development of the proposed project will result in employment at the site of approximately 400 people: 140 city administrative employees, 72 school district staff, and 140 U.S. Post Office employees (assuming this facility is included). In addition, because of the planned recreational use of a large part of the site, a significant visitor flow is anticipated. At full development, the average daytime population, including employees and visitors, will be 1000 persons. This population will be concentrated at the upper part of the site, with additional visitors at the beach area and the recreational area adjacent to Palos Verdes Drive.

It is important to note that, excluding the jobs created during the construction period, there will be no net increase in employment in the peninsula area. Rather, there will be shifts of employment from other areas of the peninsula which do not represent net additions to the employment in the area.

Thus, the growth-inducing impact of the project will be minimal, limited mainly to the probable increase in employee and visitor use of the shopping center adjacent to the proposed development.

c. Traffic

Traffic will increase both within the site and on the immediately affected arterials of Hawthorne Boulevard and Palos Verdes Drive. Tables 16-20 show the peak and average daily volumes that can be anticipated from the development of

TABLE 16

NIKE SITE LA-55 USER VEHICLE-TRIPS AT FULL DEVELOPMENT,
WEEKDAY 24-HOUR PERIOD

<u>Functional Area</u>	<u>Employee Trips</u>	<u>Visitor and Miscellaneous Trips</u>	<u>Service Trips</u>	<u>Total</u>
Civic Center				
Administrative Area	62-216	100-350	50	212-616
Other Civic Facilities	-	400	-	400
School District				
Administrative Area	110	50	-	160
Fire Station	15	-	20	35
Post Office	280	600	50	930
Interpretive Center	<u>4</u>	<u>250</u>	<u>-</u>	<u>254</u>
Total - Upper Portion of Site	471-625	1,400-1,650	120	1,991-2,395
City Recreational Area	-	150	-	150
Los Angeles County Department of Beaches	-	<u>500</u>	-	<u>500</u>
Total - Lower Portion of Site	-	650	-	650

TABLE 17

NIKE SITE LA-55 USER VEHICLE-TRIPS AT FULL DEVELOPMENT,
WEEKEND 24-HOUR PERIOD

<u>Functional Area</u>	<u>Employee Trips</u>	<u>Visitor and Miscellaneous Trips</u>	<u>Service Trips</u>	<u>Total</u>
Civic Center				
Administrative Area	-	-	-	-
Other Civic Facilities	-	200	-	200
School District				
Administrative Area	-	-	-	-
Fire Station	15	-	20	35
Post Office	10	100	-	110
Interpretive Center	<u>-</u>	<u>500</u>	<u>-</u>	<u>500</u>
Total - Upper Portion of Site	25	800	20	845
City Recreational Area	-	250	-	250
Los Angeles County Department of Beaches	-	<u>1,000</u>	-	<u>1,000</u>
Total - Lower Portion of Site	-	1,250	-	1,250

TABLE 18

NIKE SITE LA-55 USER VEHICLE-TRIPS AT FULL DEVELOPMENT,
WEEKDAY AFTERNOON PEAK

<u>Functional Area</u>	<u>Employee Trips</u>	<u>Visitor and Miscellaneous Trips</u>	<u>Service Trips</u>	<u>Total</u>
Civic Center				
Administrative Area	31-108	10-35	5	46-148
Other Civic Facilities	2	20	-	22
School District				
Administrative Area	55	5	-	60
Fire Station	5	-	2	7
Post Office	60	60	-	120
Interpretive Center	<u>2</u>	<u>25</u>	-	<u>27</u>
Total - Upper Portion of Site	155-232	120-145	7	282-384
City Recreational Area	-	10	-	10
Los Angeles County				
Department of Beaches	<u>3</u>	<u>20</u>	-	<u>23</u>
Total - Lower Portion of Site	3	30	-	33

TABLE 19

NIKE SITE LA-55 USER VEHICLE-TRIPS AT FULL DEVELOPMENT,
WEEKDAY EVENING PERIOD - WORST CASE

<u>Functional Area</u>	<u>Employee Trips</u>	<u>Visitor and Miscellaneous Trips</u>	<u>Service Trips</u>	<u>Total</u>
Civic Center				
Administrative Area	5-15	-	-	5-15
Other Civic Facilities	10	200	-	200
School District				
Administrative Area	5	-	-	5
Fire Station	-	-	5	5
Post Office	10	50	-	60
Interpretive Center	<u>-</u>	<u>100</u>	-	<u>100</u>
Total - Upper Portion of Site	30-40	350	5	375-385
City Recreational Area	-	30	-	30
Los Angeles County				
Department of Beaches	-	<u>50</u>	-	<u>50</u>
Total - Lower Portion of Site	-	80	-	80

TABLE 20

NIKE SITE LA-55 USER VEHICLE-TRIPS AT FULL DEVELOPMENT,
WEEKEND PEAK PERIOD

<u>Functional Area</u>	<u>Employee Trips</u>	<u>Visitor and Miscellaneous Trips</u>	<u>Service Trips</u>	<u>Total</u>
Civic Center				
Administrative Area	-	-	-	-
Other Civic Facilities	-	200	-	200
School District				
Administrative Area	-	-	-	-
Fire Station	10	2	-	12
Post Office	10	30	-	40
Interpretive Center	<u>-</u>	<u>50</u>	-	<u>50</u>
Total - Upper Portion of Site	20	282	-	302
City Recreational Area	-	50	-	50
Los Angeles County				
Department of Beaches	-	<u>100</u>	-	<u>100</u>
Total - Lower Portion of Site	-	150	-	150

the project. Assuming that in the case of no project, growth on the arterials will correspond roughly to the anticipated growth in population in the general area, traffic generated as a result of the project will represent about an additional 20% load on the arterials beyond the increase occurring without the project. With the inclusion of the project-related traffic, it appears that the capacity of the arterials will not be reached; hence, no additional land will be needed to increase the capacity of either Hawthorne Boulevard or Palos Verdes Drive.

On the site itself, an improved internal road system will be needed. It has been suggested that an additional access to the upper part of the site be provided farther down Hawthorne Boulevard. However, traffic flow considerations suggest that this be used primarily for emergency vehicles and that the existing access be maintained for the upper portion of the site, with a signal provided to accommodate emergency vehicles such as fire-fighting equipment. A two-lane entrance road into Hawthorne Boulevard should be adequate to serve the needs of the upper site development.

d. Fiscal

The fiscal implications of this project for the city are primarily those of financing land acquisition, the necessary capital investment for the civic center buildings, the development costs associated with the recreational and open space land, and the ongoing maintenance of the facilities. Since it has been assumed that the need exists for this concentration of administrative and community activities, the development of the site is an accommodation of the city's requirements to carry out its normal functions. Should the development not occur at this site, provisions would have to be made elsewhere in the city for this purpose.

e. Utilities

The existing capacity of the water and sewer systems, including a four-inch water line and a six-inch sewer line, is more than adequate to serve the proposed development and anticipated growth. Additional lines may be required in the beach area and the city recreational area along Palos Verdes Drive, but these will have minimal impact.

D. UNAVOIDABLE ADVERSE IMPACTS

Because of consideration being given to the natural, economic, and social environment, there are no significant long-term impacts associated with the site or its proposed uses, particularly if the mitigating measures described in Section E below are incorporated in more detailed site planning and design.

Such features as soils, local micro-climate, and wildlife comprise minor short-term constraints to the proposed actions; these, however, can be offset through the use of prevailing construction techniques. Appropriate site investigations should be made to establish that the study area is an essentially stable zone geologically as compared with other areas in the peninsula.

We assume that final design plans for the civic center and other buildings will include low-rise structures that blend with surrounding vegetation and earth patterns. Open space facilities -- e.g., beaches and parks -- will not threaten the carrying capacities of vegetation or wildlife because of the restricted daytime use and prohibition of overnight camping.

The projected average daily traffic (ADT) volume contributed to Hawthorne Boulevard from the site, when fully developed, will be approximately 18% of the anticipated ADT volume for that arterial; hence development-related traffic will not be a major problem. Air pollution resulting from development-related auto use will be a negligible addition to pollution from other local sources and will be ameliorated by the flushing action of land and sea breezes.

The proposed uses will not place restrictive burdens on existing utility lines because, as noted above, these are not now carrying capacity loads.

E. MITIGATING MEASURES

The following measures are intended to serve as guidelines for detailed site planning and design which will lead to the orderly phasing and construction of the proposed facilities.

1. Interim Mitigation Measures

- Determine the structural stability of the existing occupied buildings -- i.e., their design capacities to withstand the projected earthquake-induced effects discussed in Section B-5 above.
- Paint the building currently being used by school district administrative staff similar to the city offices for greater compatibility with the surrounding earth and vegetation colors.
- Consider filling in the existing silos which are potentially dangerous and an eyesore, and consider developing that area as a temporary parking lot, viewing station, or picnic area.
- Remove the present guardhouse at the entrance to the proposed civic center site along with chain link fencing and replace the latter with more attractive fencing material and fast-growing plant materials such as Ceanothus, Cotoneaster lactea, eucalyptus, Fraxinus uhdei, and Hakea suaveolens.
- Maintain surveillance and control over weed growth in those areas that could be subject to moderate grass fire potential.

2. Construction and Operational Phases

- No earth fill material should be deposited over the sides of the banks; all cut portions of slopes should be revegetated as soon as possible. Activity entailing soil exposure should be conducted only during the dry season to reduce possibility of soil erosion.

- In areas of more than 10% slope, native vegetation should not be disturbed unless it is immediately replaced by fast-growing, climate-adapting varieties. In general, structures should be kept to the upper side of the 325-foot contour line on the second terrace. On the lower terrace, a 25-foot minimum setback should be considered prior to approval by detailed engineering studies in these zones.

- All buildings should be sited to take advantage of the cooling effect of prevailing winds; also, screening should be provided to reduce heating needs resulting from winter storm winds.

- Additional runoff from the building sites should be directed through underground pipes toward existing drainage facilities along Palos Verdes Drive and Hawthorne Boulevard.

- Native ground cover should be maintained in those areas not designated for recreational purposes. In other areas where native and introduced species are desired for slope control or for visual effects, they should be selected from hearty, arid-climate, erosion-prevention varieties. The latter include the Arctostaphylos varieties as well as Ceanothus griseus, Echium fastuosum, Hypericum calycinum, Jasimum mesnyi, and Rhus integrifolia. Ice plant (Carpobrotus edulis) should not be planted on slopes of 25% or greater, because of its tendency to become heavy from high water content which may induce soil creep on steeper slopes.

- Future landscape plans should be submitted showing the retention and enhancement of natural vegetation and how such vegetation will enhance soil and slope stability.

- The number of visitors per day to recreation areas in zones of significant plant and animal habitats should be restricted in accordance with the carrying capacities of existing flora and fauna.

- While the soils of the site are highly expansive, this condition does not preclude development, provided modern soil engineering procedures and proper foundation design are employed.

- Further detailed investigation should be conducted through borings to determine the subsurface structure of the site with respect to potential seismic and landslide activity.

- Building design standards should anticipate seismic behavior as discussed in Section B-5 above and, if necessary, the uniform building code should be modified accordingly.

- In design, the civic center should be low-rise (maximum of two stories) and exterior color(s) should be earth tones to match the colors of vegetation during the dry season. Setbacks should be arranged so that these buildings are not highly visible from lower elevations. Building materials and textures should be in keeping with the character of the surrounding area and buildings -- for example, the use of exposed wood for compatibility with the Golden Cove Center. In short, the proposed buildings should create architecturally a focal point that will enhance, rather than detract from, the surrounding area.

- A traffic signal should be installed at the existing access point at Hawthorne Boulevard to facilitate movement of emergency vehicles (from the suggested fire station). An additional access road to the upper part of the site should be limited to use by service or emergency vehicles.
- Public transit facilities should serve the site of the proposed civic center at the earliest possible date.
- Before the county beaches and picnic areas become operational, a signal should be installed at the exist of the proposed pcinic area on Palos Verdes Drive where several accidents have occurred in the past.
- The final designs for the civic center and other public uses should conform to guidelines proposed in the city's Overlay Control District within the Natural Environment Element and the Urban Environment District of the General Plan.

F. ALTERNATIVES TO THE PROPOSED ACTION

Chapter II of this report has discussed the economic, political, and social aspects of other land uses for the study area. With respect to residential use, it bears repeating that it is unlikely, because of Federal priorities, that the GSA will allow private development of the site. In addition, the limited amount of land free of steeper slopes would restrict residential development to only a small part of local housing demand. Furthermore, high construction costs probably would preclude housing for low- and moderate-income families.

Table 17 lists the priorities established by the South Coast Regional Commission of the California Coastal Zone Conservation Commission for the Palos Verdes area. It shows a high priority for natural preservation uses, which are encompassed in the proposals for city and county open space land use. It is likely that the designation of high priority for very low-density residential development would be modified with respect to this site once the commission is aware of the unique public service and site-enhancement opportunities afforded by the unified proposals submitted herein.

As noted in Table 21, the commission considers commercial and industrial uses of low priority for this area.

If we assume a "no use" or "as-is use" of the site, it is likely that following the five-year lease agreement between local and Federal agencies, a number of competing public and private agencies would submit proposals leading to piecemeal development. The opportunity for a cohesive design solution would be lost. In addition, existing buildings and facilities would remain underdeveloped, maintenance probably would decline, and the area would probably remain a visual liability.

One of the advantages of Plan A over Plans B and C, is that through city guidance, open space and outdoor activities can be combined into a comprehensive design solution which will integrate the proposal with the existing commercial center to the north. In addition, external sources of daily use of the

TABLE 21

USE PRIORITIES FOR THE PALOS VERDES COASTAL AREA
AS SELECTED BY THE SOUTH COAST REGIONAL COMMISSION

<u>High Priority Uses</u>	<u>Moderate Priority Uses</u>	<u>Low Priority Uses</u>
Natural preservation, reclamation area	Civic, institutional	Boating facilities
Water and other recreation	Agricultural	Resources extraction
Very low-density residential	Low/medium residential	Military
	Tourist commercial	High-density residential
	Land, transit	General commercial
		Industrial
		Freeways or arterials
		Waste disposal
		Power generation
		Water desalinization
		Wastewater reclamation

Source: South Coast Regional Commission, California Coastal Zone Conservation Commission, Intensity of Development, Findings and Policies Adopted January 6, 1975, p. 55.

site can be more effectively controlled in order that carrying capacities and vulnerabilities of local plant and wildlife communities are more adequately protected. However, with respect to Plans A and C, the proposal for a post office may engender some criticism due to the visibility of delivery vehicles, although this can be mitigated with proper screening devices.

A positive consideration in terms of Plan C is that the extensive amount open space and its associated costs with respect to planting and maintenance will be borne by the county agencies, rather than from the more limited funds from city sources.

G. RELATIONSHIP BETWEEN SHORT- AND LONG-TERM USE

Currently, the site is an under-utilized piece of land. Because of its location adjacent to the shopping center and magnificent views of the ocean, it is a potential regional focal point. By putting together the proposals of local public agencies, a unified configuration of land uses has been worked out which will provide citizens of the area with a convenient local government complex.

The proposals will require minor excavation, movement, or placement of earth material, and consequently will have few short-term effects on natural features. The proposals are compatible with surrounding uses as opposed to industrial and commercial alternatives, which because of former precedent and policy are not considered appropriate here. Residential uses, although perhaps economically competitive, would serve very limited interests rather than broader public benefits.

Due to the limited extent of the site and because the suggested uses are prescribed in staged intervals, and because the government agencies involved are highly cognizant of the local environmental constraints, there appears to be little possibility of significant impact on existing physical features.

The proposals are timed to take advantage of Federal land surplusing policies rather than permitting such an opportunity to be lost to other diverse interests which would lead to competing and conflicting claims and more fractionated development of the site.

H. IRREVERSIBLE COMMITMENT OF RESOURCES

The irreversible changes involved with these proposals would be the commitment of an under-utilized parcel of land in its present state to the development of public uses. However, these proposals offer the preservation of land with moderate physical constraints and propose proper mitigating measures.

Implementation of these projects will not require large quantities of materials and energy resources for construction, for example, as compared with low- or medium-density housing.

The proposals will commit the site, approximately 120 acres, to land uses and open space which will last for decades; however, no extractive materials are existent here nor is soil productivity or environmental damage an issue. Geological constraints are of considerable importance and their mitigating measures have been previously outlined.

The project will not generate large increases in population, traffic, or other growth consequences which cannot be adequately met by present levels of service.

The project is not expected to have many significant net stimuli for local growth. The activities proposed here would likely have been carried out in other locations of the city; by pooling them here the public interest is served in terms of convenience.