

**CALIFORNIA COASTAL COMMISSION**

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# Th20b

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## **STAFF REPORT REGULAR CALENDAR**

**Coastal Development****Permit No.:****E-07-007****Applicant:****Southern California Edison****Project Location:**

1 Pebbly Beach Rd., Avalon, CA 90704 and State Lease  
6908.1; Pebbly Beach Generating Station, Catalina Island,  
County of Los Angeles

**Project Description:**

Repair existing shoreline revetment following storm  
damage by placing approximately 2,400 tons of additional  
rip-rap material above and below the mean high tide line.

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|---------------------|-----------------------------------------------------|
| ○ <b>Exhibit A:</b> | Map with Project Location                           |
| ○ <b>Exhibit B:</b> | Site Plan                                           |
| ○ <b>Exhibit C:</b> | Area Photos                                         |
| ○ <b>Exhibit D:</b> | CSLC Project Approval and Conditions (May 27, 2008) |

**Substantive File Documents:**

- E-07-007 Coastal Development Permit Application, Southern California Edison
- P. Tennant, Biological Survey Report (June 1, 2007), Southern California Edison
- R. Grove, Beach Scour Assessment (November 15, 2007), Southern California Edison
- R. Grove, Sea Level Rise Evaluation (April 3, 2008), Southern California Edison

## Synopsis

Southern California Edison (“SCE”) owns and operates the Pebbly Beach Generating Station (“Generating Station”) on the eastern shore of Catalina Island, south of the City of Avalon, in Los Angeles County (see Exhibit A). The Generating Station, acquired by SCE in 1962, provides single source power generation for Catalina Island as well as a local storage site for gas that is supplied through Catalina Island’s gas distribution network. SCE also operates a desalination plant at Pebbly Beach to supplement surface and ground water sources for Catalina Island.

Over the course of time, winter storms have removed some of the rip-rap material from an armored revetment protecting the Generating Station from high tides and large wave events which threaten to erode the local coastline and flood the site (see Exhibit C). SCE proposes to repair and enhance the existing revetment in order to ensure the safety and integrity of the facility by placing 2,200 tons of rip-rap below the mean high tide line (MHTL) and 200 tons above the MHTL (see Exhibit B). This material would anchor the existing armored slope and repair several distressed areas that are prone to washout. SCE proposes to place the rip-rap material out to the -5 foot below MHTL contour using a crane on a barge vessel anchored adjacent to the shoreline place. SCE will conduct the work over a period of five weeks, starting in October 2008, before the winter storm season begins.

SCE is proposing in this project to fill coastal waters with rock material to avert further degradation of an existing armored revetment. Because the Generating Station is an existing coastal-dependent energy facility (due to an existing desalination plant at the facility) and because SCE is proposing to restore the shoreline structure that is necessary to protect that facility, the project is an allowable use under Coastal Act Section 30235. No other feasible less environmentally damaging alternative to this project is available. SCE has proposed several mitigation measures (BMPs) to minimize any adverse environmental effects of the project. With these mitigation measures in place, the project is allowable under and consistent with the shoreline structure policy (Coastal Act Section 30235).

Placement of the additional rip-rap will not create adverse impacts to the surrounding ocean habitat or sensitive wildlife. All project activities, i.e. the placement of rip-rap, will be conducted via an offshore barge with a crane to eliminate impacts from equipment on the beach and shoreline. SCE will not grade or remove any vegetation on the shoreline and therefore will not directly create adverse biological impacts onshore as result of this project. Water quality will also not be impaired by the placement of rip-rap since the project area is within the tidal zone that is already subject to turbidity and the suspension of solids due to constant wave action. The proposed project, as conditioned, is therefore consistent with Coastal Act Sections 30230 and 30231.

There is a risk of oil spill from the barge and/or equipment used on the vessel during the project activities. The California Coastal Commission staff oil spill unit has reviewed a generic Oil Spill Contingency Plan provided by SCE that contains measures to prevent spills and contain oil or other hazardous materials. Special Condition 14 requires a project-specific OSCP to be submitted to the Executive Director for review and approval once a contractor is selected.

Special Condition 14 also requires as part of the OSCP emergency response procedures a seven (7) barrel spill response equipment kit to be kept onboard the work barges that can immediately respond to the maximum credible spill. In addition, SCE has agreed that no re-fueling of project vessels (tug or barge) will take place on the ocean. With these prevention and response measures in place, the proposed project can be found consistent with Coastal Act Section 30232.

The placement of rip-rap will not contribute to erosion or geologic instability of the beach area or near-shore zone, but will instead serve to protect against further erosion of the beach and flooding of the Generating Station facility. The revetment was also designed to take into account future sea level rise at the shoreline; however, the revetment and the Generation Station could still be at risk from strong tidal action and large waves during winter storms. The Commission is therefore requiring in Special Conditions 2 and 3 that SCE assume all future risk of damage to the shore zone structure and project site from unforeseen natural hazards, and indemnify and hold harmless the Commission against any liability with respect to the Commission's approval of the project. The project would not "contribute significantly to erosion, geologic instability, or destruction of the site or surrounding area" and, as conditioned, is consistent with Coastal Act Section 30253.

The proposed rip-rap repair and enhancement will primarily occur below the MHTL with less than 10% of the total material above the MHTL. In addition, the material used will be similar to the existing shoreline rip-rap material. As such, the project will not negatively affect visual qualities of the coastline and will be visually compatible with the existing character of Pebbly Beach. Therefore, the project is consistent with Coastal Act Section 30251.

The proposed project will not interfere with public access of the beach area at Pebbly Beach as the construction activities will mainly occur offshore. However, public access of the shoreline is very limited by the industrial development of the coastline for approximately 2000 feet north of SCE's facility; the remaining 3000 feet to the City of Avalon is off-limits due to falling rock hazards along the shoreline. Currently, recreation at Pebbly Beach is limited to offshore water activities such as sailing and kayaking due to the lack of beach space in front of the rock revetment for onshore recreation. Snorkeling, diving and surfing are not common activities at Pebbly Beach. The placement of rip-rap out to the -5 foot contour would not adversely affect current offshore recreation activities. Due to the lack of interference with public access or recreation on the beach or in the water, the proposed project is consistent with Coastal Act Sections 30210, 30211 and 30220.

Based on a worst-case analysis of potential air emissions from the project's construction activities, the project is not likely to exceed daily thresholds of major air pollutants, as set by the South Coast Air Quality Management District (SCAQMD). Therefore, the proposed rip-rap repair and enhancement work will not result in a violation of any ambient air quality standard or contribute to an existing or projected air quality violation in the South Coast basin. The project will be consistent with the rules and requirements of the SCAQMD, and is therefore consistent with Coastal Act section 30253(3).

The Commission staff thus recommends approval of coastal development permit application E-07-007, as conditioned.

## 1.0 STAFF RECOMMENDATION

### 1.1 Approval with Conditions

The staff recommends conditional approval of Coastal Development Permit Application No. E-07-007.

#### **Motion:**

*I move that the Commission approve Coastal Development Permit Application No. E-07-007 subject to the conditions specified below.*

The staff recommends a YES vote. To pass the motion, a majority of the Commissioners present is required. Approval of the motion will result in the adoption of the following resolution and findings.

#### **Resolution**

*The Coastal Commission hereby **grants** permit No. E-07-007, subject to the conditions below, for the proposed development on the grounds that (1) as conditioned, the development will be in conformity with the provisions of Chapter 3 of the California Coastal Act of 1976 and (2) there are no feasible alternatives or feasible mitigation measures, other than those specified in this permit, which would substantially lessen any significant adverse impact which the activity may have on the environment.*

## 2.0 STANDARD CONDITIONS

1. **Notice of Receipt and Acknowledgment.** The permit is not valid and development shall not commence until a copy of the permit, signed by the permittee or authorized agent, acknowledging receipt of the permit and acceptance of the terms and conditions, is returned to the Commission office.
2. **Expiration.** If development has not commenced, the permit will expire two years from the date on which the Commission voted on the application. Development shall be pursued in a diligent manner and completed in a reasonable period of time. Application for extension of the permit must be made prior to the expiration date.
3. **Interpretation.** Any questions of intent of interpretation of any condition will be resolved by the Executive Director or the Commission.
4. **Assignment.** The permit may be assigned to any qualified person, provided assignee files with the Commission an affidavit accepting all terms and conditions of the permit.

5. **Terms and Conditions Run with the Land.** These terms and conditions shall be perpetual, and it is the intention of the Commission and the permittee to bind all future owners and possessors of the subject property to the terms and conditions.

### 3.0 SPECIAL CONDITIONS

This permit is granted subject to the following special conditions:

1. **CSLC Conditions of Approval.** Conditions of the May 27, 2008, California State Lands Commission (CSLC) approval are incorporated by reference as conditions of this permit, attached in Exhibit D. In accordance with condition #1, prior to the commencement of construction, the applicant shall submit to the Executive Director for review and approval a Work Execution Plan that includes detailed information on the proposed barge anchor locations and the geological and biological results of the pre-construction survey.
2. **Assumption of Risk.** By acceptance of this permit, the applicant acknowledges and agrees to the following:
  - a) The applicant acknowledges and agrees that the site may be subject to hazards from liquefaction, storm waves, surges, erosion, landslide, flooding, and wildfire.
  - b) The applicant acknowledges and agrees to assume the risks to the applicant and the property that is the subject of this permit of injury and damage from such hazards in connection with this permitted development.
  - c) The applicant unconditionally waives any claim of damage or liability against the Commission, its officers, agents, and employees for injury or damage from such hazards.
  - d) The applicant agrees to indemnify and hold harmless the Commission, its officers, agents, and employees with respect to the Commission's approval of the project against any and all liability, claims, demands, damages, costs (including costs and fees incurred in defense of such claims), expenses, and amounts paid in settlement arising from any injury or damage due to such hazards.
3. **Deed Restriction.** Within 45 days of the Commission's approval of this coastal development permit, the applicant shall submit to the Executive Director for review and approval documentation demonstrating that the applicant has executed and recorded against the parcel governed by this permit a deed restriction, in a form and content acceptable to the Executive Director: 1) indicating that, pursuant to this coastal development permit, the California Coastal Commission has authorized development on the subject property, subject to terms and conditions that restrict the use and enjoyment of that property; and 2) imposing Special Condition 2 of this permit as a covenant, condition and restriction on the use and enjoyment of the property. The deed restriction shall include a legal description of the entire parcel governed by this coastal development permit. The deed restriction shall also indicate that, in the event of an extinguishment or termination of the deed restriction for any reason, the terms and conditions of this coastal development permit shall continue to restrict the use

and enjoyment of the subject property so long as either this coastal development permit or the development it authorizes, or any part, modification, or amendment thereof, remains in existence on or with respect to the subject property.

4. **Limits of Development.** This permit authorizes the repair and reinforcement of the shoreline protection structure at the Pebbly Beach Generation Station, as described in the project description of this staff report and as clarified and modified by these conditions. No fill beyond that described in the proposed project plan (the footprint of the rip-rap) shall be placed without additional written approval of the Executive Director, including fill as a result of future repair or maintenance, enhancement, reinforcement, or any other activity affecting the existing shoreline protection structure if such activity extends the footprint seaward.
5. **Construction Hours.** All construction work shall occur only between the hours of 6 a.m. and 6 p.m., Monday through Saturday.

### **Shoreline Protection**

6. **Long-Term Monitoring Program.** Prior to the issuance of the Coastal Development Permit, the applicant shall submit for review and written approval by the Executive Director a long-term monitoring plan for the existing shoreline protection structure (revetment). The purpose of the plan is to monitor and identify damage or changes to the revetment such that repair and maintenance is completed in a timely manner to avoid further encroachment of the revetment on the seafloor. The monitoring plan shall incorporate, but not be limited to, the following:
  - a) An evaluation of the current condition and performance of the revetment, addressing any migration or movement of rock which may have occurred on the site and any significant weathering or damage to the revetment that may adversely impact its future performance.
  - b) Measurements to determine settling or seaward movement of the revetment. Changes in the beach profile and the seafloor profile at the toe of slope shall be noted and the potential impact of these changes on the effectiveness of the revetment evaluated.
  - c) Recommendations on any necessary maintenance needs, changes or modifications to the revetment to assure its continued function and to assure no encroachment beyond the permitted toe.
  - d) An agreement that the applicant shall apply for a coastal development permit within 90 days of submission of the report required in subsection c. above for any necessary maintenance, repair, changes or modifications to the project recommended by the report that require a coastal development permit and implement the repairs, changes, etc. approved in any such permit.

The above-cited monitoring information shall be summarized in a report prepared by a licensed engineer familiar with shoreline processes and submitted to the Executive

Director for review and written approval. The report shall be submitted to the Executive Director after each winter storm season, but prior to May 1st of each year starting with May 1, 2009. Monitoring shall continue throughout the life of the revetment or until the revetment is removed or replaced under a separate coastal development permit.

The applicant shall undertake development in accordance with the approved monitoring program. Any proposed changes to the approved program shall be reported to the Executive Director. No changes to the program shall occur without a Coastal Commission-approved amendment to this coastal development permit, unless the Executive Director determines that no amendment is legally required.

7. **Future Maintenance.** The applicant shall maintain the revetment in its approved state. Any change in the design of the revetment or future additions/reinforcement of the revetment beyond exempt maintenance, as defined in Section 13252 of Title 14 of the California Code of Regulations, to restore the structure to its original condition will require a coastal development permit. However, in all cases, if after inspection, it is apparent that repair and maintenance is necessary, the applicant shall contact the Executive Director to determine whether a coastal development permit or an amendment to this permit is legally required, and, if required, shall subsequently apply for a coastal development permit or permit amendment for the required maintenance.

## **Marine Protection**

8. **Anchor Locations and Pre-construction Survey.** In accordance with Condition #1 of the CSLC approval (see Exhibit D), prior to the commencement of construction, the applicant shall submit to the Executive Director for review and approval a Work Execution Plan that includes detailed information on the proposed barge anchor locations and the geological and biological results of the pre-construction survey. Any anchor placement shall avoid kelp communities and hard substrate.
9. **Avoid breeding season.** Offshore project activities must avoid the breeding and spawning season for Garibaldi fish, beginning March 1st through July 31st.
10. **Marine Monitoring.** Prior to the commencement of construction, the applicant shall provide for Executive Director review and approval the name(s) of the proposed marine monitor(s) to be used on the project. The monitor(s) approved by the Executive Director shall be present during all project operations when activities could result in harm to sensitive species or habitat. The monitor(s) shall ensure that the applicant and its contractors fully comply with the conditions of this permit related to biological protection.
11. **Documentation of Project Area.** No more than 48 hours before starting work at the project site and within one week of completing project work, the approved marine monitor(s) shall photograph the project area, including the area above and below the mean high tide line (MHTL), and record any sensitive species that are observed in the water. The applicant shall also maintain a daily log of project activities that includes the observations of the approved marine monitor(s). They shall record in that log both written and photographic descriptions of any observed or potential effects of the project on species of concern. For damage to or

destruction of vegetation caused by project activities, the monitor(s) shall note the affected species, date, time, location, size and area of impact, and the activity contributing to the damage or destruction. The log shall also include descriptions of any spills, releases, or debris that affect coastal waters and the beach area along with a description of the measures taken to address these events. Within thirty days of project completion, and no later than December 31, 2008, the applicant shall submit to the Executive Director a written report incorporating the above information and the pre- and post-disturbance photographs.

12. **Marine Mammal Safety Zone.** Rip-rap placement activities shall be suspended if any marine mammals are observed within a 200 foot radius of the vessels. Rip-rap placement may resume once the mammals are outside of this safety zone. The marine monitor(s) will be responsible for monitoring this zone during project activities. In the event that the monitor(s) determines a mammal has entered this zone, the monitor(s) shall have the authority to suspend rip-rap placement until the mammal has passed outside of this zone.
13. **Water Quality.** The applicant shall place a silt curtain around the barge laying rip-rap to control turbidity plumes in the water column during project discharge activity.
14. **Spill Prevention and Response.** Prior to the commencement of construction, SCE shall submit to the Executive Director, for his review and approval, a project specific oil spill contingency plan (OSCP) for the work barges and vessels that will be used for the project operations. The applicant and its contractors shall be trained in and adhere to the emergency procedures and spill prevention and response measures specified in the OSCP during all project operations. The OSCP shall provide for emergency response and spill control procedures to be taken to stop or control the source of spill and to contain and clean-up the spill, in order to prevent and minimize potential impacts to marine and coastal resources. The OSCP shall include, at a minimum: 1) identification of potential spill sources and estimate of a reasonable worst case spill; 2) identification of and evidence of contract with the designated oil spill response organization (OSRO) that will provide on-water containment and recovery operations and shoreline protection in the event of a reasonable worst case spill in the project area, and the OSRO's response time to spill site; 3) identification of prevention and response equipment and measures that will be taken to prevent potential oil spills, including the provision for a seven (7) barrel spill response equipment kit that shall be kept onboard the work barges to prevent and minimize the potential impacts from small on-deck spills; and 4) emergency response and notification procedures, including a list of contacts to call, that will be used in event of an oil spill.
15. **Air Quality.** Prior to the commencement of construction, the applicant shall submit for review by the Executive Director a copy of any permit(s) issued by the local air district (SCAQMD) to be used for this project.



## **4.0 FINDINGS AND DECLARATIONS**

### **4.1 Project Description**

Southern California Edison owns and operates the Pebbly Beach Generating Station on the eastern shore of Catalina Island, approximately one mile south of the City of Avalon (see Exhibit A). The Generating Station provides single source power generation for Catalina Island as well as a local storage site for gas that is supplied through Catalina Island's gas distribution network. SCE also operates a desalination plant at Pebbly Beach to supplement surface and ground water sources for Catalina Island. An existing paved road provides access to the Generating Station (see Exhibit A).

Past winter storm events have removed some of the rip-rap material along the 370-foot shoreline revetment that protects the Generating Station from high tides and large wave events which threaten to erode the coastline and flood the site. The rip-rap is designed to shield the Generating Station from flooding during wave heights of up to 10 feet, but the armored slope is currently degraded due to rock that has migrated offshore due to wave action and is in need of enhancement to meet this protective standard. With this repair, SCE predicts the estimated lifetime of the revetment to be around 100 years.

The existing revetment is situated on a relatively flat low-lying area that slopes gently downward from the facility at a 1.5 to 1 ratio, from an elevation of 18 feet to -4 feet mean lower low water (MLLW) (see Exhibit B). SCE proposes to repair the existing rip-rap by placing 2,200 tons of 5 to 10 ton rocks below the mean high tide line (MHTL) and 200 tons of 2 to 5 ton rocks above the MHTL, anchoring the toe of the armored slope and reinforcing eight distressed areas prone to washout that do not meet the 1.5 to 1 slope ratio. The toe of the slope is classified as a natural hard-pack (small grain) sand, gravel and small cobble area that is relatively flat. The material to be added at the toe of the slope will be double-layered with the largest rip-rap (10-ton rock at the north and south edges and 5-ton rock in the middle) on either side of the -3 feet MHTL contour to prevent continued rip-rap slippage, and will result in additional seafloor coverage of approximately 1,850 square feet (370 x 5 feet) beyond the existing rip-rap coverage of 12,000 square feet. This expansion of the original footprint of the revetment (by 15%) is needed since it was not originally constructed with anchor material at the toe of the slope.

The rip-rap to be used will be sourced from a local quarry (within 20 miles) on Catalina Island and will be a similar material to the existing revetment rock. Rip-rap will be loaded onto the barge at the quarry and transported to the project site using a tug boat. SCE proposes to use two barge vessels, a 90-foot long barge to store the rip-rap material, and a 120-foot long by 38-foot wide by 8-foot tall derrick barge with a mounted crane measuring 105 feet in boom length (80-foot radius) to place the material on the existing armored slope and seafloor. No re-fueling of project vessels will take place on the ocean. Instead, equipment and vessels will be re-fueled onshore at a qualified contractor's site a minimum of 100 feet away from the shoreline. BMPs and a project-specific Oil Spill Contingency Plan will be in place at all times to prevent and minimize impacts from an oil or hazardous materials spill.

SCE proposes to conduct the work over a period of five weeks, starting in October 2008. In the event the project is delayed, Special Condition 9 requires that SCE must avoid the breeding and spawning season for Garibaldi, March through July. Special Condition 5 requires work hours to be limited to 12 hours a day, 6 AM to 6 PM, Monday through Saturday.

## 4.2 Other Agency Approvals

1. City of Avalon - On June 19, 2008, the City of Avalon, acting as lead agency under CEQA, filed a Class I Notice of Exemption for the rip-rap slope stabilization project at Pebbly Beach. The City also signed off on Appendix B stating that the proposed project does not need a local Land Use Permit.
2. State Lands Commission - On May 27, 2008, the State Lands Commission (CSLC) issued a letter to SCE concluding that no amendment to the existing state lands lease PRC 6908.1 is required for the rip-rap repair and enhancement project since it qualifies as repair and maintenance under CSLC's Land Use, Repairs, and Maintenance, and Additions, Alterations, and Removal provisions (see Exhibit D). CSLC also attached 3 conditions to this exemption, which are incorporated by reference into this permit under Special Condition 1.

## 4.3 Coastal Act Issues

### 4.3.1 Shoreline Protection

Coastal Act Section 30235 states:

*Revetments, breakwaters, groins, harbor channels, seawalls, cliff retaining walls, and other such construction that alters natural shoreline processes shall be permitted when required to serve coastal-dependent uses or to protect existing structures or public beaches in danger from erosion, and when designed to eliminate or mitigate adverse impacts on local shoreline sand supply. Existing marine structures causing water stagnation contributing to pollution problems and fishkills should be phased out or upgraded where feasible.*

The overall purpose of the project is to repair and enhance a shoreline protection structure to ensure its structural integrity and to prevent future flooding of the Generating Station property due to high tides and/or waves. Despite the enlargement of the existing project footprint (approximately five feet seaward resulting in an additional 1,850 square feet of seafloor covered), the additional fill is necessary to repair an existing revetment in the coastal zone for the purpose of protecting a coastal-dependent facility.

Analyzing whether a shoreline structure is necessary involves looking at alternatives. Aside from the proposed repair project, other options could include: (a) install a new concrete wall face, and (b) repair the revetment from the beach. Installing a more permanent structure (i.e. a concrete seawall) to protect the Generating Station from severe storms would require extensive construction work for the demolition, removal, and disposal of the existing rip-rap, and thus could be more environmentally damaging than the proposed project. SCE may replace the rip-rap with a seawall in the future due to rising sea level and climate change, but does not believe that a

new structure is necessary at this time. Anchoring the toe of the slope with new rip-rap is more economically and environmentally feasible at this time than removing the existing rip-rap along the armored slope and constructing a new concrete wall in its place. SCE states it considered a "no project" alternative, however this would have resulted in continued deterioration of the revetment and potential damage to existing equipment at the power plant.

Repairing the revetment from the beach rather than from offshore would have required heavy equipment and workers on the beach and, on balance, would be more environmentally damaging as compared to the proposed project. Moreover, the beach area is very narrow and would not allow sufficient space for the large equipment needed to repair the revetment. For the reasons described above, the Commission finds that the proposed project is the least environmentally damaging feasible alternative, and is necessary to protect an existing coastal-dependent facility.

SCE submitted an analysis of the potential for shoreline scour and impacts on local sand supply in the Beach Scour Assessment, conducted in November 2007. This analysis states that the Pebbly Beach shoreline is a relatively stable environment that has not significantly eroded or scoured since the rip-rap was originally installed. The study concludes that this stable situation will not change with the repair and placement of the additional rip-rap.

To guard against future seafloor encroachment and potential impacts from a larger revetment, Special Condition 4 of this permit prohibits additional fill beyond that described in the November 30, 2007, and April 2, 2008, project plans (the footprint of the rip-rap) unless additional fill is granted written approval by the Executive Director. Special Condition 6 also requires a monitoring plan to monitor and identify damage or changes to the revetment such that repair and maintenance is completed in a timely manner to avoid further encroachment of the revetment on the seafloor. Special Condition 7 ensures SCE would apply for a permit or amendment to this permit if any future repair or maintenance activity extends the footprint seaward of the permitted boundary.

With these measures in place, the Commission finds that the project would not adversely affect shoreline sand supply and is permissible in coastal waters under Coastal Act Section 30235.

#### **4.3.2 Marine Resources/Water Quality**

Coastal Act Section 30230 states:

*Marine resources shall be maintained, enhanced, and where feasible, restored. Special protection shall be given to areas and species of special biological or economic significance. Uses of the marine environment shall be carried out in a manner that will sustain the biological productivity of coastal waters and that will maintain healthy populations of all species of marine organisms adequate for long-term commercial, recreational, scientific, and educational purposes.*

Coastal Act Section 30231 states:

*The biological productivity and the quality of coastal waters, streams, wetlands, estuaries, and lakes appropriate to maintain optimum populations of marine organisms and for the*

*protection of human health shall be maintained and, where feasible, restored through, among other means, minimizing adverse effects of waste water discharges and entrainment, controlling runoff, preventing depletion of ground water supplies and substantial interference with surface water flow, encouraging waste water reclamation, maintaining natural vegetation buffer areas that protect riparian habitats, and minimizing alteration of natural streams.*

SCE proposes to reinforce and enhance an existing rip-rap revetment that has been eroded over time due to scouring by storms and wave action. This reinforcement will fill eight existing voids in the revetment and prevent further slippage of rip-rap offshore by anchoring the toe of the slope. Marine biologists employed by SCE conducted a biological survey in May 2007 of the Pebbly Beach rip-rap and intertidal area out to the -5 foot isobath line, the proposed extent of the rip-rap (Biological Survey Report, SCE, 2007). The biologists conducted the survey during morning low tide, and detected similar intertidal fauna and flora as was observed during previous surveys completed in the 1980's. Species observed include: barnacles, mussels, green anemone, rough limpet, Owl limpet, green alga, red coralline alga, rock louse, little black snail, and purple rock crab.

The only fish species observed in and around the rip-rap was Garibaldi, a state protected fish that lives amongst the shallow rocks near the shoreline. Past surveys indicate that there are few other fish species within the intertidal area down to the -7 foot below MHTL contour; however, a 2004 survey of the area by L.A. de Wit for Padre Associates (for the SCE Pier Removal project) noted that fish densities and diversity increased farther offshore in the -12 to -30 foot contour shallow subtidal area due to the presence of higher relief structures. Garibaldi, kelp bass and seniorita were most common in the offshore area. The 2007 biological survey of the rip-rap slope shows that Garibaldi appears to be the most common fish species of the project area.

The habitat surveyed below the rip-rap slope is characteristic of a high-impact intertidal area, primarily coarse sand with gravel and intermittent boulders and cobbles (see Exhibit D). This area is where the largest rip-rap material (5-10 tons) will be placed to anchor the toe of the armored slope. While the large rip-rap will cover up approximately 1,850 square feet of nearshore sandy bottom habitat (15% more than is currently covered by rip-rap), it will create additional habitat for the Garibaldi which hide in the interstitial spaces of the existing rocks.

The 2004 survey recorded three eelgrass patches further offshore, starting around the -26 foot below MHTL contour; however, this area is approximately 200-250 feet east of the project site. Giant kelp stands were also noted offshore from Pebbly Beach in this previous survey, but recent aerial surveys showed no kelp canopy in the general location of the project. To protect against any kelp stands that may exist but were not observed during this survey, Special Condition 8 requires SCE to avoid placing anchors for the work barges in kelp communities or on hard substrate.

The beach area is mostly covered with small boulders and rip-rap, and the surrounding coastline is characterized as rocky bluffs. Down coast of the project site lies Edison point, a rocky outcrop, where several species of seabirds, including western gulls and double-breasted cormorants, were observed perching during the May 2007 survey. The cormorants were also observed fishing in the offshore area adjacent to the project site at Pebbly Beach. The survey

concludes that seabirds will not be directly impacted by the proposed project as they do not live or nest in the vicinity of the revetment. Noise created during the placement of rip-rap and the operation of the barges may have the potential to indirectly affect birds foraging in the area; however, the survey states that foraging birds will likely move down- or up-shore during project activities without additional impacts.

The 2007 survey results concluded that the proposed addition of rip-rap material down to the -5 foot below MHTL contour is not likely to have adverse impacts on the biota of the project area. All marine species observed except one, Garibaldi, are invertebrates that are known to be accustomed to periodic disturbance from wave events and would not likely be disturbed by the placement of new rip-rap. Garibaldi are not likely to be affected by the project activities, including the discharge and placement of rip-rap and the operation of two barge vessels offshore, adjacent to the shoreline; however, if the rip-rap is placed during breeding season (March through July), young Garibaldi that hide in the interstitial spaces of the existing rocks may be affected. Project construction activities are proposed to begin this fall, starting in October and lasting approximately five weeks, thereby avoid the breeding season of Garibaldi. In the event of a project delay, Special Condition 9 requires that SCE must avoid the breeding season for Garibaldi, from the beginning of March through the end of July.

This permit incorporates several other conditions to ensure that marine resources are not adversely affected during project activities. Special Conditions 10 and 11 require SCE to employ a marine monitor(s) approved by the Executive Director to document the state of the project site both immediately before and after the project, and to maintain a daily log of project activities that includes the observations of the approved marine monitor(s) and whether the project affected any species or habitat in the area, as well as descriptions of any spills or releases that may have affected surrounding coastal waters or the beach. To prevent damaging effects to marine mammals, Special Condition 12 requires SCE to establish a 200-foot radius safety zone that will be monitored by a marine monitor who can stop project activities until any mammals have passed outside of the zone. Therefore, although noise and vibrations will likely result from the project which could hinder the normal activities of marine wildlife in the area, the project is conditioned to minimize these effects, and requires that an approved marine monitor(s) be available to observe and ensure that any effect on marine life from the activities is minimized.

Coastal water quality could also be adversely impacted by turbidity and resulting sedimentation plumes during the placement of rip-rap on the seafloor. To control turbidity plumes in the ocean near the project vessels, Special Condition 13 requires SCE to install a silt curtain around the barge vessel laying rip-rap during any discharge activity. This will insure that any sediment disrupted from the seafloor during the placement of the rip-rap stays within the immediate area and does not impair local water quality.

The final remaining potential impact on marine resources and water quality from the proposed project is the discharge of oil or other hazardous substances from project vessels and equipment, which is discussed in Section 4.3.3 below. While a release of oil or other hazardous material from the tug or barge vessels could result in adverse impacts to marine flora and fauna and impair water quality, SCE has proposed several BMPs and will submit a project-specific Oil Spill Contingency Plan once a contractor is selected, as required by Special Condition 14, to prevent and minimize any potential spills and their impacts.

### *Conclusion*

For the reasons discussed above, the Commission finds that the project, as mitigated, will maintain the biological productivity and quality of coastal waters and minimize adverse effects on marine resources and water quality, and is therefore consistent with Coastal Act Sections 30230 and 30231.

### **4.3.3 Oil and Hazardous Substance Spills**

Coastal Act section 30232 states:

*Protection against the spillage of crude oil, gas, petroleum products, or hazardous substances shall be provided in relation to any development or transportation of such materials. Effective containment and cleanup facilities and procedures shall be provided for accidental spills that do occur.*

The proposed project involves the use of two marine barges situated adjacent to the shoreline as well as heavy equipment, including a crane, winches, lights, and generators, to lay additional rip-rap material along the existing armored slope. A tug boat will be used to transport the barges to the project site, and will remain stationed near the barges for the duration of project construction activities. There is risk of an oil or hazardous substance spill from the barges, tugboat, and/or equipment used during the project activities which could adversely impact marine resources and coastal water quality (addressed above).

### *Spill Prevention*

The first test of Coastal Act Section 30232 requires SCE to provide “protection against the spillage of crude oil, gas, petroleum products, or hazardous substances...” SCE has proposed several best management practices (BMPs) to prevent and minimize any potential oil and hazardous substance spills.

Special Condition 14 requires that prior to commencement of construction activities, SCE shall submit a project-specific oil spill contingency plan (OSCP) with specific measures to prevent and minimize the risk of oil and hazardous substance spills and any potential adverse impacts to coastal and marine resources. SCE has also agreed to refrain from refueling equipment on the ocean or other unprotected areas to insure that fuel or other hazardous materials do not contaminate coastal waters. SCE is also required by CSLC to report any debris or materials that fall into coastal waters and to verify that all such materials were retrieved. With these measures in place, the Commission finds the project consistent with the first test of Coastal Act Section 30232.

### *Oil Spill Response*

The second test of Coastal Act Section 30232 requires SCE to provide “effective containment and cleanup” equipment for accidental spills that do occur. In past practices, the Commission

has defined “effective” to mean the ability to keep oil from adversely affecting shoreline resources.

As mentioned above, Special Condition 14 requires the applicant to submit a project-specific oil spill contingency plan (OSCP) once a contractor has been selected for the project. The OSCP will need to include provisions for a seven (7) barrel spill response equipment kit to be kept onboard the work barges and emergency response and notification procedures, including a list of contacts to call that will be used in event of an oil spill. Special Condition 14 also requires SCE and its contractor to identify and provide evidence of contract with a designated oil spill response organization (OSRO) that will provide on-water containment and recovery operations and shoreline protection in the event of a spill in the project area.

Based on the above information, the Commission finds that the spill response equipment and procedures required for this project are consistent with the second test of Section 30232.

### *Conclusion*

For the reasons discussed above, the Commission finds the project consistent with the oil and hazardous substance spill prevention and response requirements of Coastal Act Section 30232.

#### **4.3.4 Hazards**

Coastal Act Section 30253 states:

*New development shall:*

- (1) Minimize risks to life and property in areas of high geologic, flood, and fire hazard.*
- (2) Assure stability and structural integrity, and neither create nor contribute significantly to erosion, geologic instability, or destruction of the site or surrounding area or in any way require the construction of protective devices that would substantially alter natural landforms along bluffs and cliffs.*

The proposed project is intended to reinforce an existing rip-rap revetment that has become degraded over time and to prevent further slippage of the rip-rap offshore by anchoring the toe of the slope. The placement of rip-rap will not contribute to erosion or geologic instability of the beach area or near-shore zone, but will instead serve to protect against further erosion of the beach and flooding of the Generating Station facility. Because the project activities are all expected to take place offshore and no equipment will be used on the beach, no changes in topography of the beach will result. In addition, the coastal bluffs up- and down-shore of the project site will not be altered and the geologic stability of the bluff area will be maintained. Any changes in the topography of the nearby seafloor area due to anchor placement will be restored through natural wave and tidal action.

SCE states in its Sea Level Rise Evaluation that the revetment height and slope were designed to take into account future sea level rise (between 0.6 feet and 1.6 feet per century) and consequent large wave events, in the context of the projected 100-year design life of the rip-rap structure.

However, winter storm conditions can generate waves in the project area that have the potential to cause further structural damage to the rip-rap structure, resulting in intense flooding of the Generation Station facility as a whole. Therefore, the existing revetment and SCE's facility could still be at risk from strong tidal action and large waves during winter storms.

The Commission is therefore requiring in Special Condition 2 that by accepting this permit the applicant (a) acknowledges and agrees that the site may be subject to hazards from liquefaction, storm waves, surges, erosion, landslide, flooding, and wildfire; (b) acknowledges and agrees to assume the risks to the applicant and the property of injury and damage from such hazards in connection with this permitted development; (c) unconditionally waives any claim of damage or liability against the Commission, its officers, agents, and employees for injury or damage from such hazards; and (d) agrees to indemnify and hold harmless the Commission, its officers, agents, and employees with respect to the Commission's approval of the project against any and all liability, claims, demands, damages, costs (including costs and fees incurred in defense of such claims), expenses, and amounts paid in settlement arising from any injury or damage due to such hazards.

In Special Condition 3, the Commission is requiring the applicant to submit to the Executive Director for review and approval documentation demonstrating that the applicant has executed and recorded a deed restriction, in a form and content acceptable to the Executive Director, within 45 days of the Commission's approval of the coastal development permit. The deed restriction shall 1) indicate that, pursuant to the coastal development permit, the California Coastal Commission has authorized development on the subject property, subject to terms and conditions that restrict the use and enjoyment of that property; and 2) impose Special Condition 2 of the coastal development permit as a covenant, condition and restriction on the use and enjoyment of the property. The deed restriction shall include a legal description of the entire parcel governed by this coastal development permit. The deed restriction shall also indicate that, in the event of an extinguishment or termination of the deed restriction for any reason, the terms and conditions of the coastal development permit shall continue to restrict the use and enjoyment of the subject property so long as either the coastal development permit or the development it authorizes, or any part, modification, or amendment thereof, remains in existence on or with respect to the subject property.

As designed and conditioned, the Commission finds that the project would not "contribute significantly to erosion, geologic instability, or destruction of the site or surrounding area" and is therefore consistent with Coastal Act section 30253.

#### **4.3.5 Visual Quality**

Coastal Act Section 30251 states:

*The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas. New development in highly scenic areas such as those designated in the California Coastline Preservation and*



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*Recreation Plan prepared by the Department of Parks and Recreation and by local government shall be subordinate to the character of its setting.*

The proposed rip-rap repair and enhancement will primarily occur below the MHTL, with less than 10% of the total rock material to be placed above the MHTL. The project will take place entirely within the existing revetment footprint, with the exception of the extension of the slope approximately 5 feet seaward. The intention of the proposed project is to restore eight distressed areas and return the revetment to a more uniform armored slope, thus enhancing the current condition of the revetment. No natural landforms will be altered to achieve the rip-rap repair and enhancement objective. To avoid visual impacts of the addition of rip-rap along the shoreline, the material used will be of similar color and quality to the existing shoreline rip-rap material and sourced from a local quarry. As such, the new rip-rap will blend in with the existing revetment and will be visually compatible with the character of Pebbly Beach (see Exhibit C). The Commission thus finds the proposed project will not negatively affect visual qualities of the coastline nor alter existing natural landforms and is consistent with Coastal Act Section 30251.

#### **4.3.6 Public Access and Recreation**

Coastal Act Section 30210 states:

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

Coastal Act Section 30211 states:

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

Coastal Act Section 30220 states:

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

As mentioned above in Section 4.3.5, the proposed construction activities will primarily occur offshore, with only 10% of the rip-rap material to be installed above the mean high tide line, within the footprint of the existing revetment. An access road to the Generating Station exists, however public access to the shoreline is currently limited to the area around the fenced SCE facility. Industrial development occupies most of the coastline for approximately 2000 feet north of SCE's facility; the remaining 3000 feet to the City of Avalon is off-limits due to falling rock hazards along the shoreline. A rocky bluff adjacent to the Generating Station limits public access from the south. Although public access to the area is relatively limited, the proposed project will not interfere with existing public access of the beach area at Pebbly Beach.

Users of Pebbly Beach are infrequent due to a lack of open sand and the rocky nature of the beach (see Exhibit C), as well as the industrial nature of the area. Recreation at Pebbly Beach

mainly consists of offshore water activities, such as sailing and kayaking; other water-oriented activities such as snorkeling, diving and surfing are not common at Pebbly Beach. The use of two barge vessels adjacent to the shoreline is not likely to adversely affect sailors or kayakers who are usually farther out from shore. Likewise, placement of rip-rap and the slight seaward expansion of the existing revetment out to the -5 foot below MHTL contour would not adversely affect current offshore recreation activities.

Because the proposed project will not affect public access to or use of the beach area or offshore activities, the Commission concludes that the proposed project is consistent with Coastal Act Sections 30210, 30211 and 30220.

### 4.3.7 Air Quality

Coastal Act section 30253(3) states in part:

*New development shall:*

*...(3) Be consistent with requirements imposed by an air pollution control district or the State Air Resources Control Board as to each particular development.*

SCE's Pebbly Beach Generating Station is located within the South Coastal Air Basin in the western portion of Los Angeles County and falls under the authority of the South Coast Air Quality Management District (SCAQMD). The repair project will cause short-term emissions from the use of construction equipment for the loading, transport, and unloading of rip-rap material by barge and tugboat. While the SCAQMD does not regulate mobile sources such as construction equipment and transportation vehicles (except where these sources are operated as stationary), the air district does regulate cranes and tugboats used during loading and unloading of barges while they are stationary. SCAQMD would need to issue permits for these sources only if the project contractor did not have an active permit in place for the proposed equipment; since the contractor has not yet been selected for this project, SCE cannot know if it will need any air permits from SCAQMD for the proposed project. Special Condition 15 requires SCE to submit a copy of any air permits to be used for this project once the contractor is chosen.

Based on the worst-case scenario air quality analysis provided by the applicant, the project is estimated to generate the following short-term emissions:

Pollutant	SCAQMD Daily Threshold (lbs/day)	Max. Expected Emissions (lbs/day)
CO	550	30
VOC	75	8
NO <sub>x</sub>	100	95
SO <sub>x</sub>	150	<3
PM <sub>10</sub>	150	3.2

Given the significance thresholds set by SCAQMD for construction activities and the expected worst-case emissions, the project is not likely to exceed daily thresholds of carbon monoxide (CO), volatile organic compounds (VOCs), nitrous oxides (NO<sub>x</sub>), sulfur oxides (SO<sub>x</sub>), or

particulate matter <10 microns (PM<sub>10</sub>). Therefore, the proposed rip-rap repair and enhancement work will not result in a violation of any ambient air quality standard or contribute to an existing or projected air quality violation. Any adverse air quality effects will be temporary.

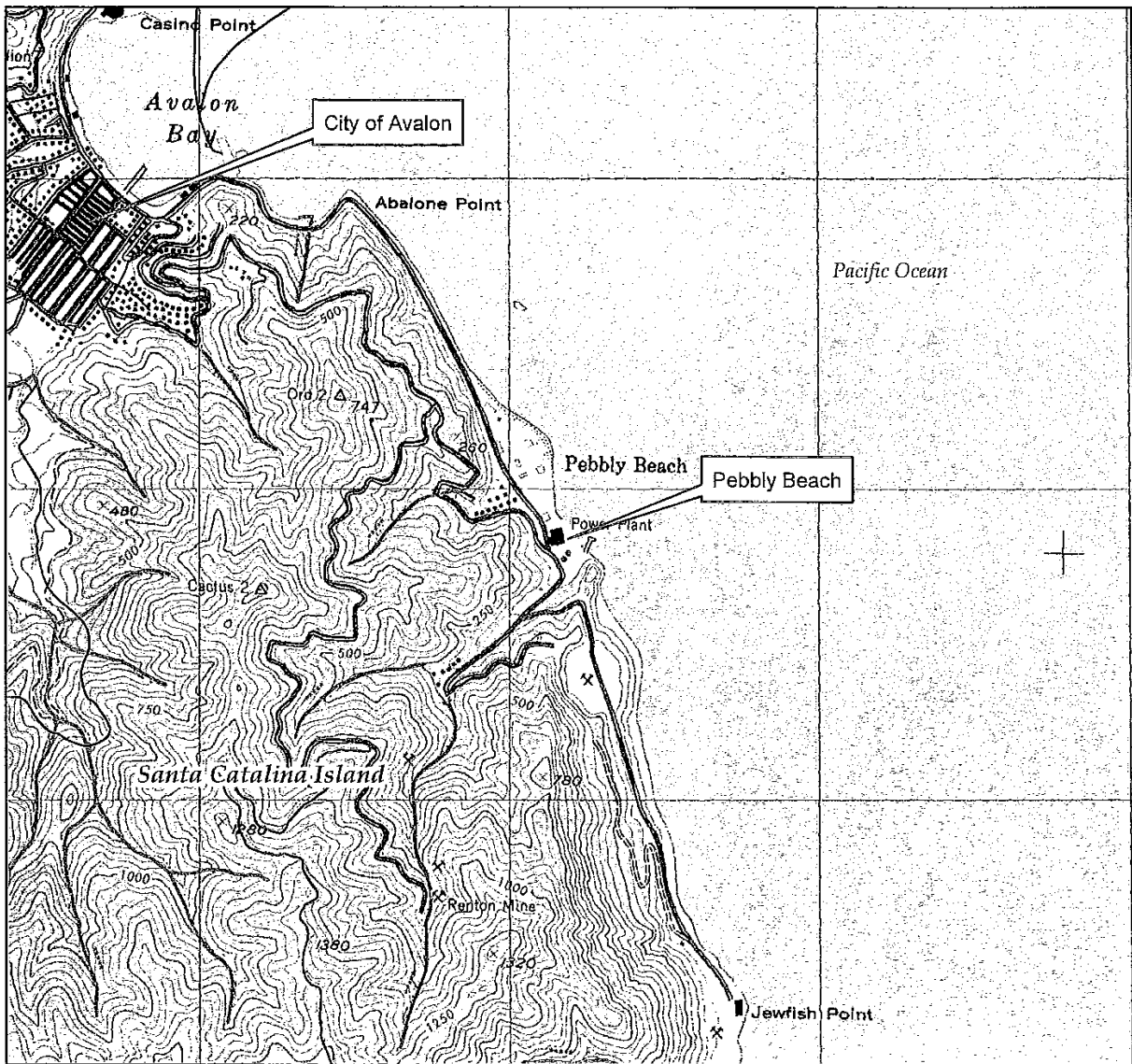
The Commission thus finds the project will be consistent with the rules and requirements of the SCAQMD, and is therefore consistent with Coastal Act section 30253(3).


## **5.0 CALIFORNIA ENVIRONMENTAL QUALITY ACT**

Section 13096 of the Commission's administrative regulations requires Commission approval of coastal development permit applications to be supported by a finding showing the application, as modified by any conditions of approval, to be consistent with any applicable requirements of the California Environmental Quality Act ("CEQA"). Section 21080.5(d)(2)(A) of the CEQA prohibits approval of a proposed development if there are feasible alternatives or feasible mitigation measures available that would substantially lessen any significant impacts that the activity may have on the environment. As described herein, the Commission finds that the project, in combination with conditions of approval, includes measures necessary to avoid any significant environmental effects under the Coastal Act. It also finds that there were no less environmentally damaging feasible alternatives to the proposed project. Therefore, the Commission finds that the proposed project is consistent with the CEQA.

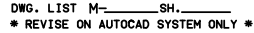
**EXHIBIT A**





<p><b>Pebbly Beach Area</b></p> <p><b>Target Property:</b> Pebbly Beach <b>Address:</b> 1 Pebbly Beach Road</p> <p><b>City/State/Zip:</b> Santa Catalina Island <b>Source:</b> Thomas Bros. Street Data</p> <p><i>Thomas Bros. Maps</i></p>	<p>Map Number: ygs05010111</p>	<p>Southern California Edison (SCE) has no indication or reason to believe that there are any inaccuracies or defects with information incorporated in this work and make no representations of any kind, including, but not limited to, the warranties of merchantability or fitness for a particular use, nor are any such warranties to be implied, with respect to the information or data, furnished herein. No part of this map may be reproduced or transmitted in any form or by any means, electronic or mechanical, including photocopying and recording system, except as expressly permitted in writing by SCE.</p>
	<p>Issued For: Pat Tennant</p>	
	<p>Projection: UTM NAD83 Zone 11N</p>	
	<p>Approved by: R. Ung</p>	
	<p>GIS Phone: (626) 302-9885/2-4857</p>	
	<p>Supervisor: R. Ung</p>	
	<p>Created by: J. Schaeffle/J. Finley</p>	 <p><b>SOUTHERN CALIFORNIA EDISON</b> An EDISON INTERNATIONAL® Company</p>
	<p>Date: 07/20/2007 08:46:05 AM</p>	

**EXHIBIT B**



LOCATION: <b>FERRIS BEACH GENERATING STATION</b>	SHEET NO. <b>C-1</b>
<b>RIP-RAP REPAIR LAYOUT PLAN</b>	SCALE: 1"=20'-0" _____ OF _____ SHTS.



**EXHIBIT C**



**Figure 1 - Southern California Edison's Pebbly Beach Generating Station  
and existing shoreline rip-rap.**





**Figure 2 - Looking north from Pebbly Beach toward the City of Avalon.**



**Figure 3 - Looking south from Pebbly Beach along SCE facility fenceline.**



**Figure 4 - Substrate below rip-rap**



**Figure 5 - Edison Point birds**



**Figure 6 - Intertidal Invertebrates**



**Figure 7 - Muscles and Barnacles**



**EXHIBIT D**

STATE OF CALIFORNIA

ARNOLD SCHWARZENEGGER, Governor

**CALIFORNIA STATE LANDS COMMISSION**  
100 Howe Avenue, Suite 100-South  
Sacramento, CA 95825-8202



**PAUL D. THAYER**, Executive Officer  
(916) 574-1800 FAX (916) 574-1810  
Relay Service From TDD Phone **1-800-735-2929**  
from Voice Phone **1-800-735-2922**

**Contact Phone: (916) 574-2555**  
**Contact FAX: (916) 574-1925**

May 27, 2008

File Ref: PRC 6908.1

Wendy Miller  
Environmental, Health & Safety Department  
Southern California Edison Co.  
P.O. Box 800  
Rosemead, CA 91770

**RECEIVED**  
**MAY 30 2008**  
CALIFORNIA  
COASTAL COMMISSION

Dear Ms. Miller:

**SUBJECT:** Status of Application for Amendment to General Lease – Protective Structure Use Lease No. PRC 6908.1 for Repairs to the Rock Riprap Shoreline Protective Structure Adjacent to the Southern California Edison Company Facility at Pebbly Beach, Santa Catalina Island, Los Angeles County

Thank you for submitting the lease amendment application and supporting information for the project proposed by the Southern California Edison Company (SCE) to conduct, within the lease area authorized under Lease No. PRC 6908.1, for repairs and maintenance to the existing rock riprap shoreline protective structure adjacent to the SCE facility at Pebbly Beach on Santa Catalina Island.

The Lease was issued by the California State Lands Commission (CSLC) to SCE for the operation, use and maintenance of a fuel transfer pier, fuel barge mooring system, and the rock riprap, and was subsequently amended when the pier and moorings were decommissioned and removed. A review by CSLC staff of the lease terms and the description of the work proposed indicates that the rock riprap repair falls within the purview of Section 4, Land Use, Repairs and Maintenance, and Additions, Alterations, and Removal provisions. Based upon this review and the description of the work proposed, no amendment is required at this time. In order to confirm that the proposed activities will be carried out in compliance with the terms of the Lease and the requirements of all other applicable Federal, State and local agency codes and regulations and standard industry practices, please provide or have available the following information:

1. Prior to the start of construction, please provide a construction schedule time line chart and a construction contractor's work execution plan for the work proposed. The work execution plan should include details regarding manpower, equipment, work vessels, construction methods, and procedures to be employed for each significant work activity, safety procedures, etc.

W. Miller  
Project: Catalina Island Riprap  
Page 2

PRC 6908.1

2. Maintain a log book at the work site to keep track of all debris and objects of any kind that fall into waters, and to verify that all such debris and objects were retrieved immediately or prior to completion of the project.
3. Within 60 days after completion of the project, please provide:
  - a. A set of "as-built" construction drawings, certified by a California registered Civil/Structural engineer, showing all design changes or other amendments to the repair and maintenance work as originally presented.
  - b. A post-construction written narrative report confirming completion of the project with discussion of any significant field changes or other modifications to the approved repair work or execution plan, and providing details of any extraordinary occurrences such as spill incidents and accidents involving serious injury or loss of life.
  - c. A post-construction seafloor survey of the project area to provide a graphic record of the work accomplished and to confirm seafloor cleanup and site restoration.

On a separate but related matter, staff's review of the lease file revealed that several documents requested in the lease under Section 2, Special Provisions, have not been received as required. These post-demolition documents include a copy of the 200% side scan sonar survey as discussed in Provision 6; a copy of the Final Project Report and the Mitigation Monitoring Report as discussed in Provision 7; and an executed quitclaim deed as discussed in Provision 8. Copies of the quitclaim deed to be executed will be sent to you under separate cover. Please submit copies of the remaining documents as soon as possible.

As part of your submitted application, you deposited with the CSLC a Minimum Expense Deposit in the amount of \$2,500. Staff time required to review the amendment application and lease file has been charged against this amount. The remaining balance will be refunded to you by our Accounting Department, also under separate cover.

If you have any questions regarding this information, please contact me via telephone at (916) 574-2555, or via email at [fosterk@slc.ca.gov](mailto:fosterk@slc.ca.gov).

Sincerely,



Kenneth Foster  
Public Land Management Specialist

Cc: CSLC Accounting

Christina Cairns  
Energy and Ocean Resources  
California Coastal Commission  
45 Fremont Street, Suite 2000  
San Francisco, CA 94105