

## CALIFORNIA COASTAL COMMISSION

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Staff Report and Recommendation on Consistency Determination

## Consistency Determination

No. CD-101-95

Staff: TNP-SF

File Date: 10/17/95

45th Day: Extended

60th Day: 12/17/95

Commission Meeting: 12/12-12/15, 1995

Federal Agency: U.S. NavyDevelopment Location: Naval Submarine Base at Ballast Point, east side of Point Loma, City of San Diego (Exhibits 1-2).Development Description: Bluff stabilization, enhancement of existing shoreline protection structure, and repavement of existing road (Exhibits 3-4).Executive Summary

On October 17, 1995, the Commission received a consistency determination from the Navy for a shoreline protection and bluff stabilization project at the Naval Submarine Base in San Diego. The project also includes repavement of an existing road. The project is necessary to protect existing development at the Naval Submarine Base. Approximately 4,480 cubic yards of riprap will be placed along a 325 foot stretch of bluff to stabilize the site from ongoing erosion. In addition, approximately 1,260 cubic yards of new riprap will be added to existing riprap structures along the shoreline; currently waves overtop the existing structures, causing hazardous conditions.

While the project entails the placement of riprap along the shoreline, the project will not significantly alter the visual characteristics of the site. Riprap already exists along much of the site. Further, the project will not lead to erosion adjacent to the site. No sensitive resources will be affected by this project. Currently, public access to the site is restricted due to military security needs; therefore, this project will not negatively affect public access opportunities. The road repavement will have no impact on coastal resources. Therefore, the

project is consistent with shoreline structures, habitat, public access, and view protection policies (Sections 30235, 30253, 30230, 30210-30212, and 30251) of the Coastal Act.

### Staff Summary and Recommendation:

#### I. Staff Summary

A. Project Description: The proposed project at the Naval Submarine Base at Point Loma encompasses three elements: 1) construction of a riprap buttress for bluff stabilization, 2) enhancement of existing riprap along the shoreline, and 3) repavement of an existing road (Exhibits 1-3).

The bluff stabilization portion of the project involves placement of approximately 4,480 cubic yards of riprap along a 325 foot stretch of bluff; this riprap will extend the existing shoreline structure to the top of the bluff. Existing weeds, brush, and shrubs will be cleared from the bluff, and a geotextile fabric will be placed beneath the layer of riprap (Exhibit 4). The shoreline protection component of the project will add approximately 1,260 cubic yards of new riprap to existing shoreline structures, but will not increase the length of the structures (Exhibit 4). Exposed reinforcing steel will be cut and removed from existing structures. Currently, the existing revetment is overtopped by waves, and the bluff is eroding due to runoff of water and unstable fill material. The project is necessary to protect existing structures at the Submarine Base.

B. Status of Local Coastal Program: The standard of review for federal consistency determinations is the policies of Chapter 3 of the Coastal Act, and not the Local Coastal program (LCP) or Port Maser Plan (PMP) of the affected area. If the LCP or the PMP has been certified by the Commission and incorporated into the California Coastal Management Program (CCMP), it can provide guidance in applying Chapter 3 policies in light of local circumstances. If the LCP or PMP has not been incorporated into the CCMP, it cannot be used to guide the Commission's decision, but it can be used as background information. The City of San Diego LCP and the Port of San Diego PMP have been incorporated into the CCMP.

C. Federal Agency's Consistency Determination: The U.S. Navy has determined the project to be consistent to the maximum extent practicable with the California Coastal Management Program.

#### II. Staff Recommendation:

Staff recommends that the Commission adopt the following resolution:

The Commission hereby *concurs* with the consistency determination made by the U.S. Navy for the proposed project, finding that the Navy's project is consistent to the maximum extent practicable with the California Coastal Management Program.

### III. Findings:

The Commission finds and declares as follows:

A. **Shoreline Structures**: Section 32035 of the Coastal Act permits shoreline protective devices when:

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... .

Section 30253 (2) provides that new development shall:

Assure stability and structural integrity, and neither create nor contribute significantly to erosion, geologic instability, or destruction of the site or surrounding areas or in any way require the construction of protective devices that would substantially alter natural landforms along bluffs and cliffs.

The shoreline protection and bluff stabilization project is necessary to protect existing structures at the Naval Submarine Base; these structures are threatened due to shoreline and bluff erosion. Much of the shoreline in the project area currently supports riprap. The shoreline protection aspect of the project will increase the height of existing shoreline structures, but will not expand the length of structure nor will it significantly encroach seaward of existing footprints. The bluff stabilization portion of the project entails rock riprap to be placed along an eroding bluff above an existing riprap structure. The placement of additional riprap will not increase erosion at or adjacent to the site or affect sand supply. Therefore, the Commission finds the project consistent with Sections 30235 and 30253 of the Coastal Act.

B. **Marine Resources**: Section 30230 of the Coastal Act 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. Use 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.

The Navy anticipates that most of the shoreline protection enhancement will be above the high water line; any placement of rock riprap below the high water line will be minor. Should placement of riprap in the water occur, the impacts would be insignificant. The project is outside the foraging habitat for least tern and will not affect eel grass beds. The Department of Fish and Game has reviewed the project and agrees that the project will not

adversely affect marine resources. Therefore, the Commission finds that the project is consistent with Section 30230 of the Coastal Act.

**C. Public Access:** Several policies of the Coastal Act serve to protect public access to and along the shore. 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.

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.

Section 30212 states, in part:

(a) Public access from the nearest public roadway to the shoreline and along the coast shall be provided in new development projects except where:

- (1) it is inconsistent with public safety, military security needs, or the protection of fragile coastal resources,
- (2) adequate access exists nearby, or,
- (3) agriculture would be adversely affected.

The project is located within a Navy restricted zone where public access is not currently permitted. In reviewing past consistency determinations for Navy activities at the Naval Submarine Base at Point Loma, the Commission has traditionally determined that military security needs, and a lack of public access burdens generated by such projects, means that no additional public access need be provided in these projects in order to find them consistent with Coastal Act public access policies. The project will not generate any burdens on public access opportunities. Further, as discussed in Section A, the project will not significantly affect sand supply for downcoast beaches, and will therefore not affect access opportunities downcoast. Therefore, the Commission finds the project consistent with the public access policies of the Coastal Act.

**D. Visual Resources:** Section 30251 of the Coastal Act requires protection of visual resources. This section states, in part:

The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be

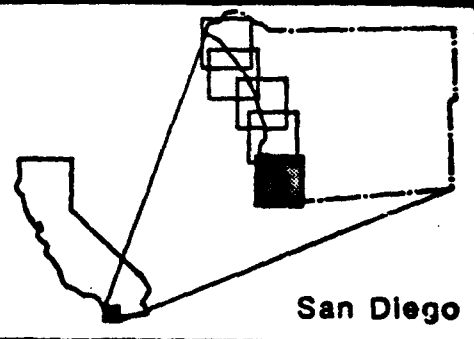
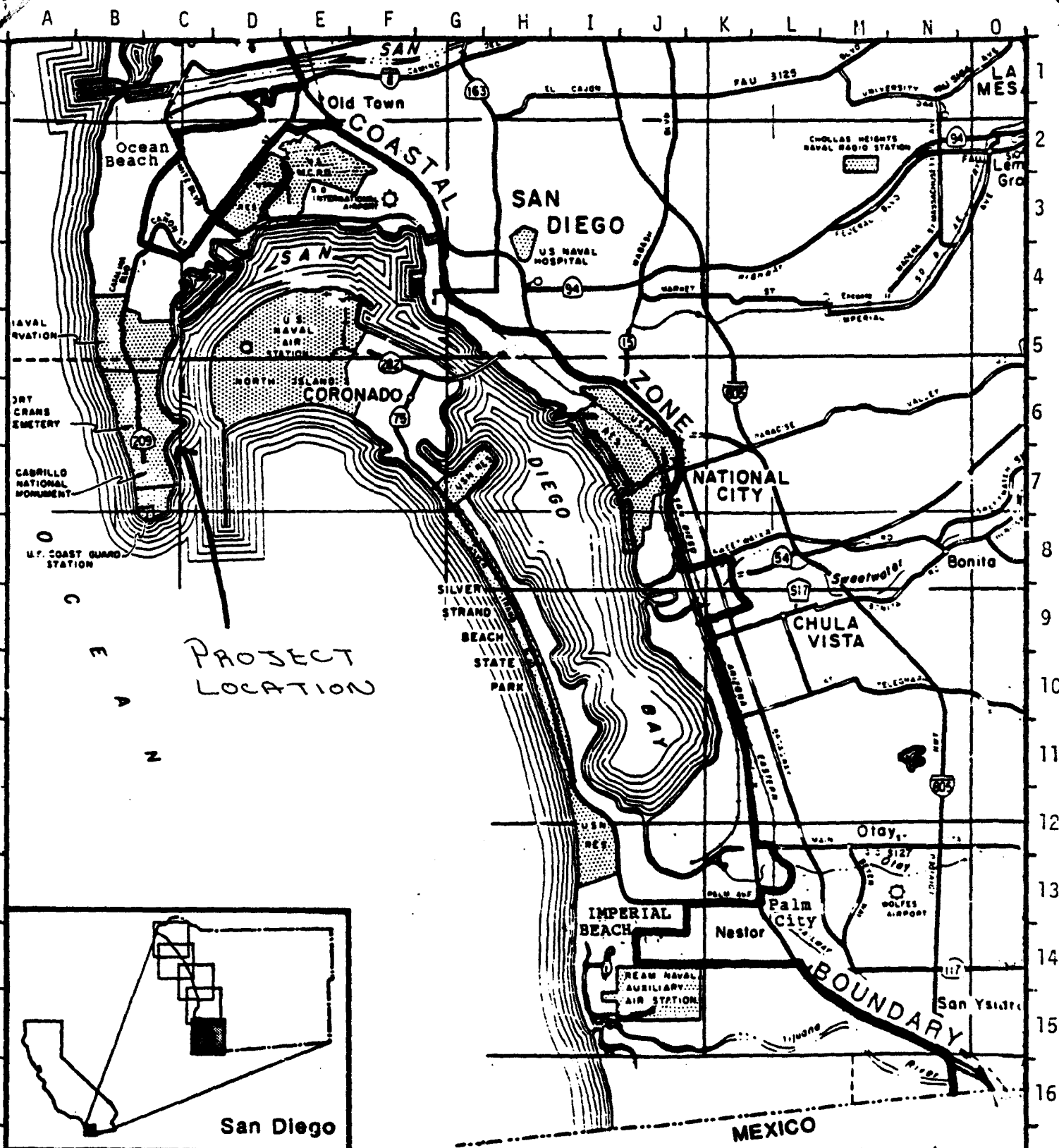
sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas. ...

In its consistency determination, the Navy asserts that the proposed project would not have any visual impacts in the area. Much of the shoreline in the project area has existing riprap structures. The addition of riprap to enhance existing shoreline structures will not alter the visual character of the area. The addition of riprap for the bluff stabilization portion of the project will have minimal effects on visual resources. The bluff stabilization area is approximately 1/4 mile from most boat traffic in the navigation channel. Since much of this area has existing riprap, the impacts of this project are minimal. The project area is approximately 2/3 mile from a scenic public viewpoint at Cabrillo National Monument, and will not stand out from the development above and below the site. Alternative structural designs would not lessen visual impacts. Therefore, the Commission finds that the project is consistent with Section 30251 of the Coastal Act.

**E. Archeology:** Section 30244 of the Coastal Act states:

Where development would adversely impact archaeological or paleontological resources as identified by the State Historic Preservation Officer, reasonable mitigation measures shall be required.

Archeological resources are apparent on the site. The Navy has coordinated with the State Historic Preservation Officer on this project. To avoid disturbing archaeological resources, no excavation will occur for the shoreline protection phase of the project. Prior to bluff stabilization work, the site will be surveyed for artifacts. If archeological resources are found, the Navy agrees to stop work and coordinate with the State Historic Preservation Officer. Therefore, the Commission finds that the project is consistent with Section 30244 of the Coastal Act.



San Diego

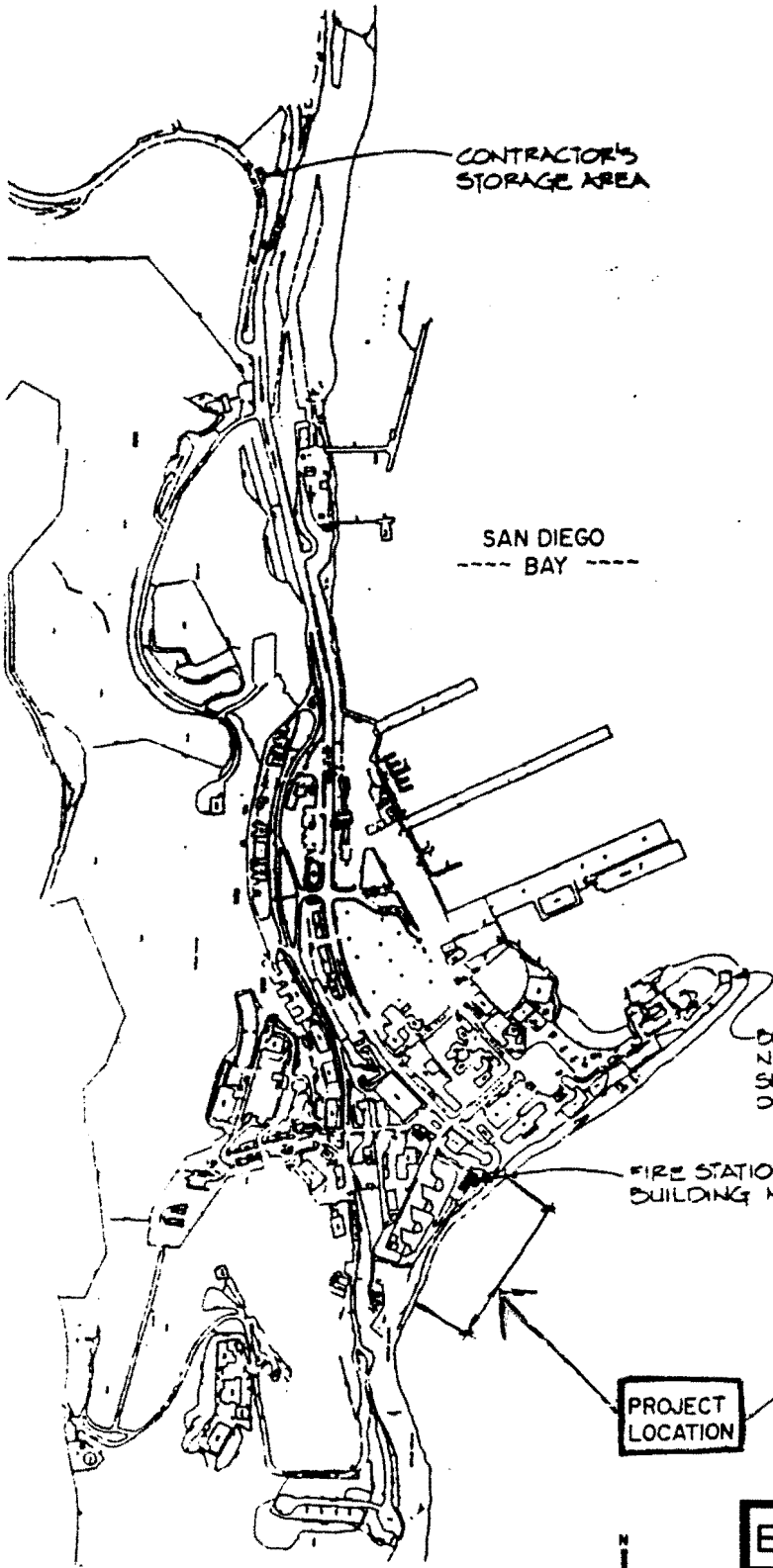


County of San Diego

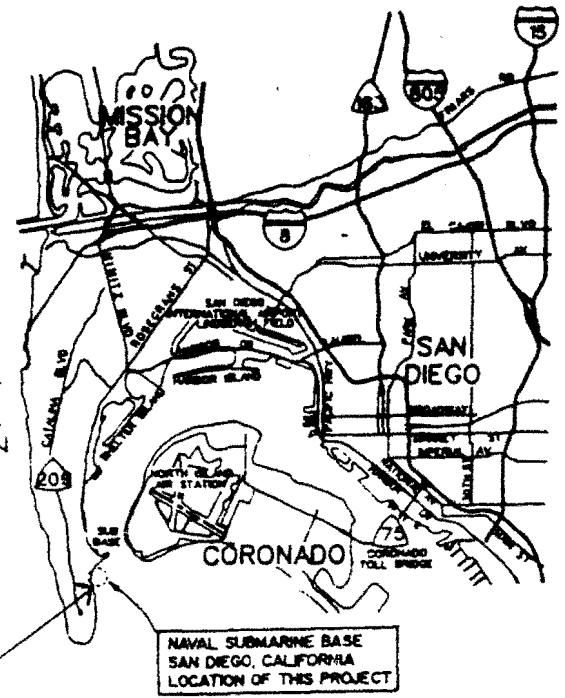
EXHIBIT NO. 1
APPLICATION NO.
CD-101-95
Project Location
California Coastal Commission



Sheet 5 of 5



**LOCATION MAP**



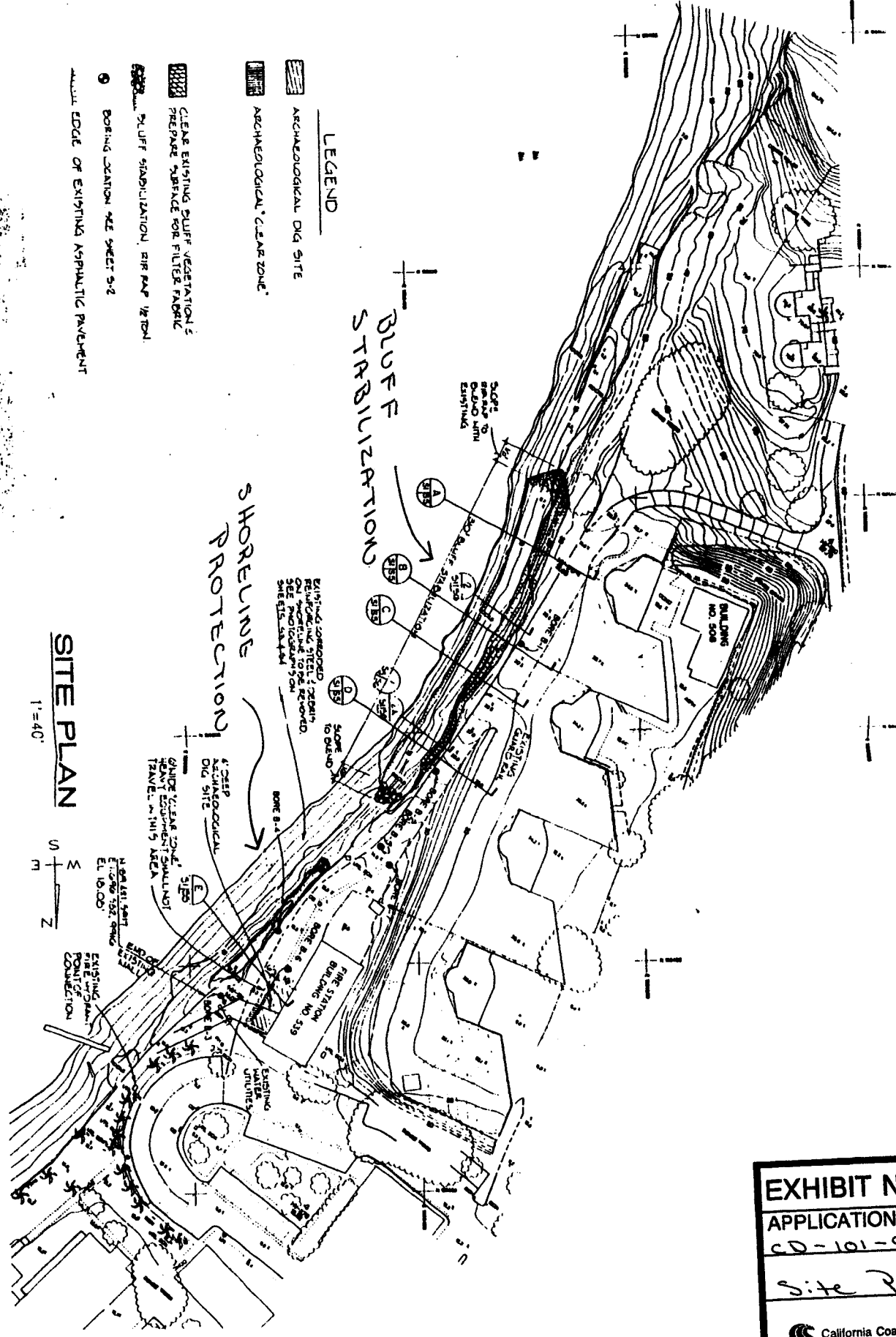
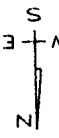
**VICINITY MAP**

EXHIBIT NO. 2
APPLICATION NO.
CD-101-95
Project Location
California Coastal Commission

- LEGEND**
- ARCHAEOLOGICAL DIG SITE
  - ARCHAEOLOGICAL 'CLEAR ZONE'
  - CLEAR EXISTING SLOPE VEGETATION'S PREPARE SURFACE FOR FILTER FABRIC
  - SLOPE STABILIZATION RIP RAP 1/2 TON
  - BORING LOCATION SEE SHEET S-2
  - SMALL EDGE OF EXISTING ASPHALTIC PAVEMENT

**SITE PLAN**

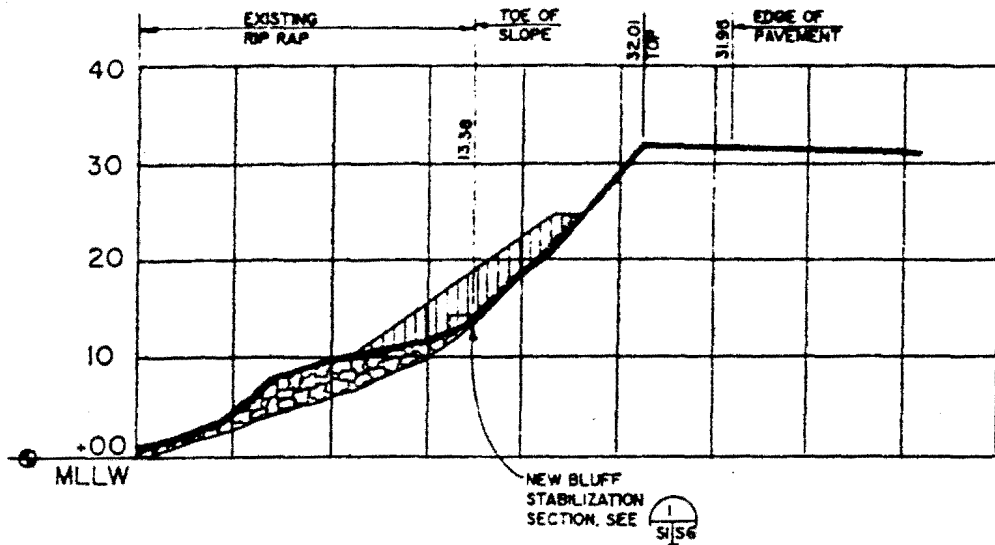
1"=40'



<b>EXHIBIT NO. 3</b>	
<b>APPLICATION NO.</b>	
CD-101-95	
Site Plan	
California Coastal Commission	

PUBLIC WORKS CENTER NAVAL SUBMARINE BASE SAN DIEGO, CALIFORNIA <b>REPAIR RIP-RAP CI-89</b> <b>SITE PLAN</b> CH C	A. E. CORNELL No. 103307 34 M 4260  A. E. CORNELL Professional Engineer	DESIGNED BY: MARK J. MILLER DRAWN BY: JOHN S. KILBANE CHECKED BY: JOHN S. KILBANE P.E.	DIVISION: CIVIL ENGINEERING PROJECT NO.: SHEET NO.: DATE:
		DATE:	PREPARED BY:

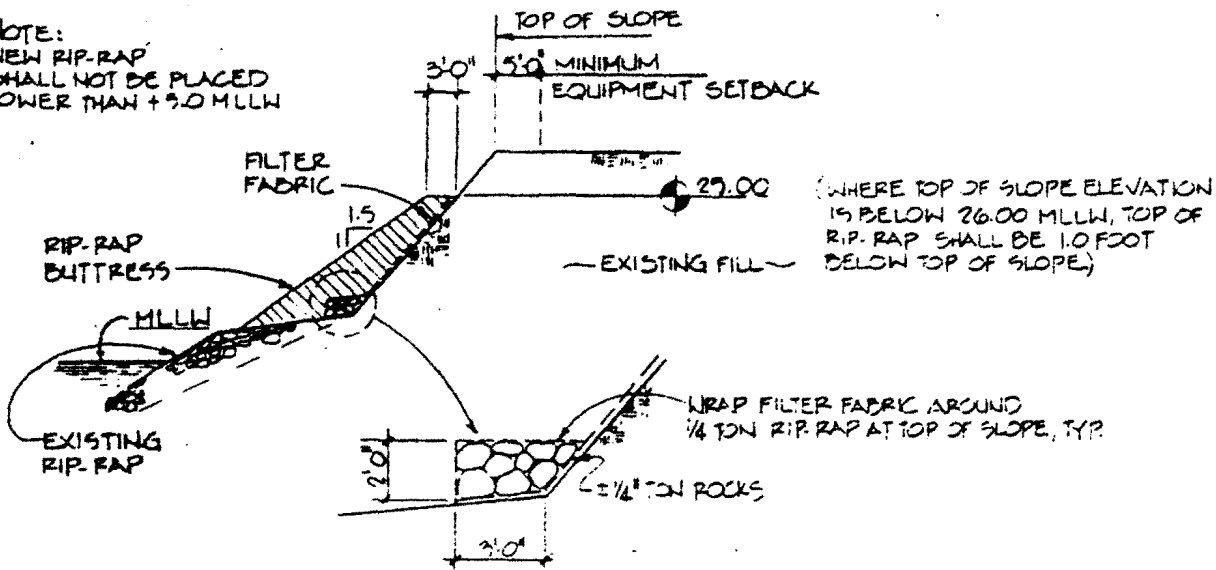




CROSS SECTION FOR BLUFF STABILIZATION

SITE SECTION  
1" = 0'-0" (TYP.)

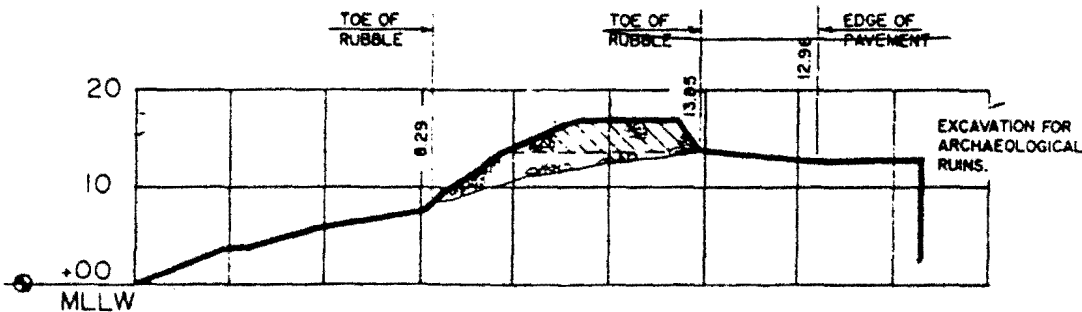
NOTE:  
NEW RIP-RAP SHALL NOT BE PLACED LOWER THAN +5.0 MLLW



BLUFF STABILIZATION SECTION  
NO SCALE

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CROSS SECTION FOR SLOPE PROTECTION



BUILDING NO. 539

<b>EXHIBIT NO. 4</b>
APPLICATION NO. CD-101-95
Cross Section
California Coastal Commission

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