

## CALIFORNIA COASTAL COMMISSION

SAN DIEGO COAST AREA  
 3111 CAMINO DEL RIO NORTH, SUITE 200  
 SAN DIEGO, CA 92108-1725  
 (619) 521-8036

Filed: March 29, 1996  
 49th Day: May 17, 1996  
 180th Day: September 25, 1996  
 Staff: GDC-SD  
 Staff Report: April 18, 1996  
 Hearing Date: May 7-10, 1996



REGULAR CALENDAR  
STAFF REPORT AND PRELIMINARY RECOMMENDATION

*Tu 17h*

Application No.: 6-96-51

Applicant: City of Coronado Agent: Tom O'Toole

Description: Enlarge existing outfall headwall, add rip-rap dissipator, and install 24-, 42- and 54-inch storm drains, on North Beach from Ocean Blvd to outfall headwall.

Site: North Beach, west of Ocean Blvd. parallel to the south side of the Naval Air Station North Island fence, Coronado, San Diego County.

Substantive File Documents: City of Coronado Certified Local Coastal Plan; Categorical Exemption dated April 11, 1996 - Storm Drain Improvements

STAFF NOTES:

Summary of Staff's Preliminary Recommendation:

Staff recommends approval of the proposed development subject to a special condition requiring submittal of a water quality/urban runoff control plan for storm drain outlet discharge. Such a condition will ensure that long-term water quality impacts are monitored and controlled.

PRELIMINARY STAFF RECOMMENDATION:

The staff recommends the Commission adopt the following resolution:

I. Approval with Conditions.

The Commission hereby grants a permit for the proposed development, subject to the conditions below, on the grounds that the development will be in conformity with the provisions of Chapter 3 of the California Coastal Act of 1976, will not prejudice the ability of the local government having jurisdiction over the area to prepare a Local Coastal Program conforming to the provisions of Chapter 3 of the Coastal Act, and will not have any significant adverse impacts on the environment within the meaning of the California Environmental Quality Act.

II. Standard Conditions.

See attached page.

III. Special Conditions.

The permit is subject to the following conditions:

1. Water Quality/Monitoring Report. Prior to the issuance of the coastal development permit, the applicant shall submit for the review and written approval of the Executive Director, a water quality/urban runoff control and monitoring plan for the storm drain outlet discharge. The plan shall indicate that all best management practices have been incorporated into the project design to ensure the discharge from the proposed outlet is consistent with local and regional standards. In addition, the applicant shall submit an annual report including the results of testing and monitoring activities performed on the storm drain outlet discharge. Monitoring activities shall include, at a minimum, the monitoring required under the City's NPDES permit for stormwater and urban runoff discharges, including the chemical and visual analysis performed yearly on all storm drains in the City under the Dry Weather Non-point Source Discharge Screening Program, and shall include progress reports as submitted to the Regional Water Quality Control Board. The applicant shall submit copies of all other required state or federal discretionary permits for the development herein approved, including but not limited to the State Water Resources Control Board, the Regional Water Quality Control Board (RWQCB), and the National Pollution Discharge Elimination System (NPDES), as required. Any mitigation measures or other changes to the project required through said permits shall be reported to the Executive Director and shall become part of the project. Such modifications, if any, may require an amendment to this permit or a separate coastal development permit.

IV. Findings and Declarations.

The Commission finds and declares as follows:

1. Detailed Project Description. The applicant is proposing to enlarge an existing storm drain outfall headwall, add a rip-rap dissipator, and install 24-, 42- and 54-inch storm drain pipes on North Beach from Ocean Boulevard to the outfall headwall which accomodates two existing drains. The new headwall will accommodate the 24-, 42- and 54-inch pipes and will be attached to the south side of the existing headwall. After attachment to the existing headwall, the total length of the enlarged wall will be approximately 44.5 ft. The existing headwall and two 15-inch pipes will be abandoned in-place and capped. The new storm drains will originate from areas not within the Coastal Commission's permit jurisdiction but will enter the Commission's jurisdiction at the inland extent of Ocean Boulevard and continues to the outfall on North Beach. The 24- and 54-inch pipes will be located at the north end of Ocean Boulevard and run west parallel to the south fence of the Naval Air Station North Island (NASNI). The 42-inch pipe will enter the Commission's jurisdiction on the east side of Ocean Boulevard, approximately 110 feet south of the street's end. The 42-inch pipe will then run in a northwesterly direction for approximately 240 feet until it connects

with the alignment of the 24- and 54-inch pipes thus continuing to the outfall. The project site includes a linear distance of approximately 550 feet and runs from the inland extent of Ocean Boulevard to North Beach.

The applicant is proposing to improve the City's existing storm drain system to resolve on-going flooding problems which occur during the rainy season in the Coronado Estates and the Country Club Annex areas of Coronado. The size of the existing storm drains are inadequate in conveying storm water run-off quickly enough to avoid flooding. Because the City of Coronado has a certified Local Coastal Program, the majority of the proposed project is not located within the Coastal Commission's permit jurisdiction. The Commission's original jurisdiction commences for this project at the inland extent of Ocean Boulevard and extends westward to North Beach. In addition, a section of the proposed 42-inch pipe will pass through Sunset Park, an area within the Commission's appealable area (where permits/exemptions issued by the City may be appealed to, or by, the Commission) which is located east and adjacent to Ocean Boulevard.

For the Coronado Estates portion of the City's project, new 24-inch and 54-inch pipes will be installed and a new pump station will be constructed. The Country Club Annex areas will also involve the construction of a new pump station and the installation of a new 42-inch drain pipe. None of these new pump stations will be installed within the Commission's jurisdiction. The applicant has documented that the drainage area and volume of water discharged from this new system will not change. The only change will be the rate (velocity) at which the water can be pumped.

2. Water Quality. Section 30231 of the Coastal Act states, in part:

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 . . .

The proposed development would be part of the existing drainage system serving the City of Coronado. The drainage system discharges directly onto North Beach and then flows into the Pacific Ocean. Pollutants such as sediments or toxic substances such as grease, motor oil, and heavy metals contained within the runoff discharged on the beach would have significant adverse impacts on the ocean's water quality and on the beach itself. The waters off Coronado Beach, including this North Beach segment, are heavily used by the public for recreation purposes including wading, swimming, surfing and other water sports. The Commission addresses water quality issues with respect to maintaining/enhancing the marine environment and to maximize the public's recreational enjoyment of the beaches and ocean. To ensure that pollutants which may occur in the proposed drainage system will be minimized, a special condition is attached requiring the applicant, prior to the issuance of the coastal permit, to submit a management plan consistent with the requirements of the National Pollutant Discharge Elimination System (NPDES) and requirements set forth by either the State Water Resources Control Board

(SWRCB) or the Regional Water Quality Control Board (RWQCB). NPDES permits generally require that plans be adopted which include components such as public education, wet and dry weather water quality monitoring, and the use of structural and non-structural Best Management Practices (BMPs) as methods to improve water quality. BMPs often include items such as filtration systems, sediment traps, street sweeping and hazardous waste pickup. The Commission's goal, and that of the other identified agencies, is to reduce pollutants entering the drain systems and eventually coastal waters.

In addition, the applicant is required to submit an annual report of the water quality testing and monitoring activities performed on the storm outlet discharge. The testing should include, at a minimum, the results of chemical and visual analysis consistent with the yearly monitoring required under the City's NPDES permit for stormwater and urban runoff discharges. Any progress reports submitted to the Regional Water Quality Control Board (RWQCB) must also be included. Compliance with the annual reporting requirements of this condition, can probably be fulfilled by the submission of copies of the annual reports submitted by the City for NPDES monitoring and any copies of the progress reports submitted to RWQCB.

3. Public Access/Recreation. Section 30210 of the Coastal Act 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 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, . . .

The proposed project will be located on Ocean Boulevard, the nearest public roadway to the shoreline in this area, and on North Beach, a state-owned beach operated and maintained by the City of Coronado under an existing State Lands Permit (PRC 3691). North Beach is a broad, sandy beach year-round except in high wave energy years. The area offers a wide variety of coastal access and recreational activities. There is a life guard tower and restroom facility south of the subject site (approximately 1/2 mile distant), and North Beach has 8 fire rings and a dog run. In addition to the beach itself, the area offers Sunset Park, a grassy park immediately inland of North Beach on the east side of Ocean Boulevard. Because the site is located on State tidelands, the site is under the Commission's original jurisdiction and has been designated as such on the City of Coronado's Post-Certification and Appeals Map.

The section of Ocean Boulevard which will be affected by the construction is limited generally to the cul-de-sac area north of the intersection of Ocean Drive. The area is chiefly utilized for beach parking by dogowners accessing a dog run which is located on the shoreline north of North Beach, and adjacent to NASNI to the east. Parking at the cul-de-sac area will be limited during the periods of construction, but will return to available use after 2:00 p.m. daily and all day on weekends. Although all beach parking in this area is on-street parking, the majority of Ocean Boulevard will be unaffected by the proposed development. Public access to most of North Beach and adjoining Central Beach will be unaffected and public access through the wet sand parallel to the shoreline will not be impacted at all. Therefore, alternative parking facilities and access opportunities are present in this case.

The applicant is proposing to commence development of the overall storm drain improvements at North Beach and estimates that the work will be completed in 4 to 6 weeks. The applicants and the Commission are concerned about the impacts such development will have on the public's ability to use the beach. As such, they have designed the construction to minimize impacts to public access. The construction contract limits construction to the hours between 8:00 a.m. and 2:00 p.m., Monday through Friday, and prohibits the material from being stored or staged in Coronado. The contractor will be limited to having only enough construction material for a single day's work on hand. In addition, all trenching will be covered at the end of each work day. Public parking along the north end of Ocean Boulevard will be affected during the hours of construction, however, the City is not proposing the closure of Ocean Boulevard. The construction contracts, in fact, require that street remain open at all times.

The City of Coronado Local Coastal Program, which designates the project site as "beach" in the certified LUP, contains an adopted policy for shoreline access which states the intent to "preserve existing shoreline access over public lands." The only portions of the beach which will be unavailable to the public will be those portions involved with the actual construction and installation of the proposed storm drain system. Shoreline access will remain available at all hours for the majority of the beach. In no case will the public be prevented from walking along the wet sand of the surf line. Therefore, the Commission finds the proposed project is consistent with the intent of the LCP's access policies.

In summary, the subject proposal does not represent a significant decrease in the public's ability to use and gain access to the shoreline. The Coastal Act requires that existing public access opportunities be protected and enhanced when possible. The majority of the beach will remain accessible to the public at all hours, and the wet sand area parallel to the water will not be impacted during construction at all. On-street parking will be impacted for the limited periods of construction but will be returned to full public use after 2:00 p.m. weekdays and all day on weekends. Therefore, the Commission finds that the subject proposal is consistent with Sections 30210 and 30212 of the Coastal Act and with all other public access and recreation policies of the Coastal Act as required in Section 30604(c) which addresses development between the sea and the first coastal roadway.

4. Visual Resources. Section 30251 of the Coastal Act 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 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...

The proposed development is an improvement to an existing storm drain system with the majority of the structure lying underground. The visual impacts of the development will be generally limited to the construction periods, after which the site will be covered with sand or, in the case of the street, resurfaced with asphalt. The addition to the existing headwall and the installation of additional rip-rap will not be visible from the adjacent street, but will be from areas of the beach and shoreline. The additions, however, will be similar and compatible in character to the existing structures. As such, the proposed development has been sited and designed to protect public views. Therefore, the Commission finds the proposal consistent with Section 30251 of the Act.

5. Local Coastal Planning. Section 30604 (a) also requires that a coastal development permit shall be issued only if the Commission finds that the permitted development will not prejudice the ability of the local government to prepare a Local Coastal Program (LCP) in conformity with the provisions of Chapter 3 of the Coastal Act. Such a finding can be made for the proposed project, as conditioned.

The City of Coronado has a certified LCP and has assumed permit issuing authority for the majority of the City's coastal zone. The site of the subject proposal, however, is located in an area that is subject to the Commission's original permit jurisdiction because it is located on public trust lands; thus, Chapter 3 of the Coastal Act is the standard of review. The City has issued an exemption, dated April 11, 1996, for those portions of the overall project within its permit jurisdiction. Although the City uses an "exemption" in many such cases, it provides the same noticing and appeal opportunities as would a regular coastal development permit, for those areas within the Commission's appeals jurisdiction. If no appeals are filed, then the City's and Commission's appeal periods will have expired before the subject permit is reviewed by the Commission.

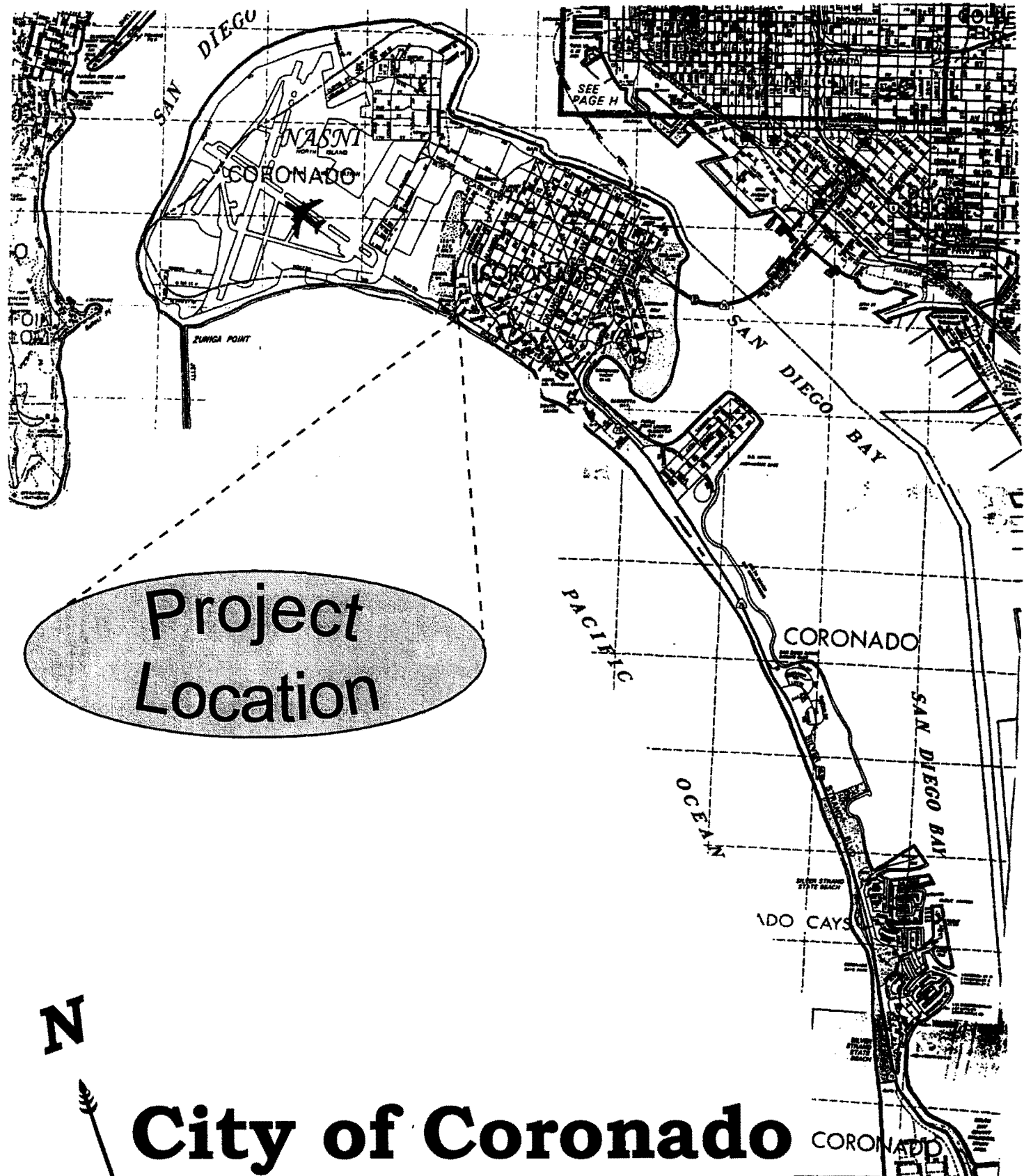
The subject site is designated "beach" in Coronado's certified LCP. The use of the area is not changed by the proposed development, although minimal impacts on the public's use of the immediate area may occur during construction. The subject development is located within the Commission's area of original jurisdiction and, thus, Chapter 3 of the Coastal Act is the standard of review. As conditioned, the project is consistent with all applicable policies of Chapter 3 of the Coastal Act and will not prejudice the ability of the City of Coronado to implement its certified Local Coastal Program.

6. Consistency with the California Environmental Quality Act (CEQA). Section 13096 of the Commission's Code of Regulations requires Commission approval of Coastal Development Permits to be supported by a finding showing the permit, as conditioned, to be consistent with any applicable requirements of the California Environmental Quality Act (CEQA). Section 21080.5(d)(2)(i) of CEQA prohibits a proposed development from being approved if there are feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse impact which the activity may have on the environment.

As discussed herein, the proposed project will not cause significant adverse impacts to the environment. Specifically, the project has been found consistent with the water quality, public safety and public access and recreation policies of the Coastal Act. There are no feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse impact which the activity may have on the environment. Therefore, the Commission finds that the proposed project is the least environmentally-damaging feasible alternative and can be found consistent with the requirements of the Coastal Act to conform to CEQA.

STANDARD CONDITIONS:

1. Notice of Receipt and Acknowledgement. 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. Compliance. All development must occur in strict compliance with the proposal as set forth below. Any deviation from the approved plans must be reviewed and approved by the staff and may require Commission approval.
4. Interpretation. Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.
5. Inspections. The Commission staff shall be allowed to inspect the site and the development during construction, subject to 24-hour advance notice.
6. 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.
7. 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.




**Project  
Location**

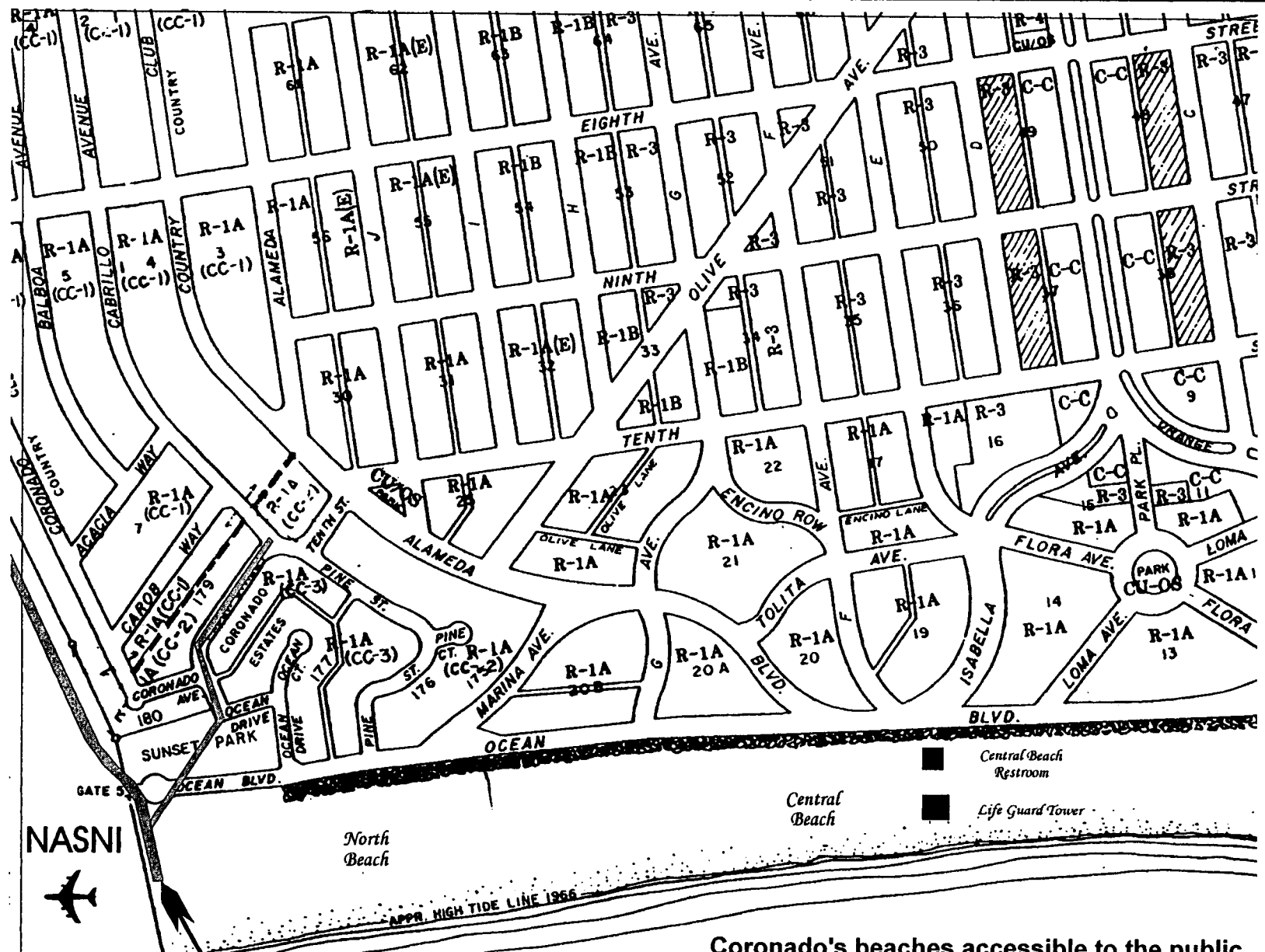
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# City of Coronado Vicinity Map

EXHIBIT NO. 1
APPLICATION NO.
<b>6-96-51</b>
Location Map
 California Coastal Commission





NASNI

North Beach

Central Beach

- Central Beach Restroom
- Life Guard Tower

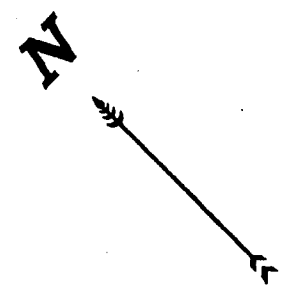
Coronado's beaches accessible to the public continue south along the ocean for approximately 8.3 miles and along the bay for 9.8 miles

Pacific Ocean

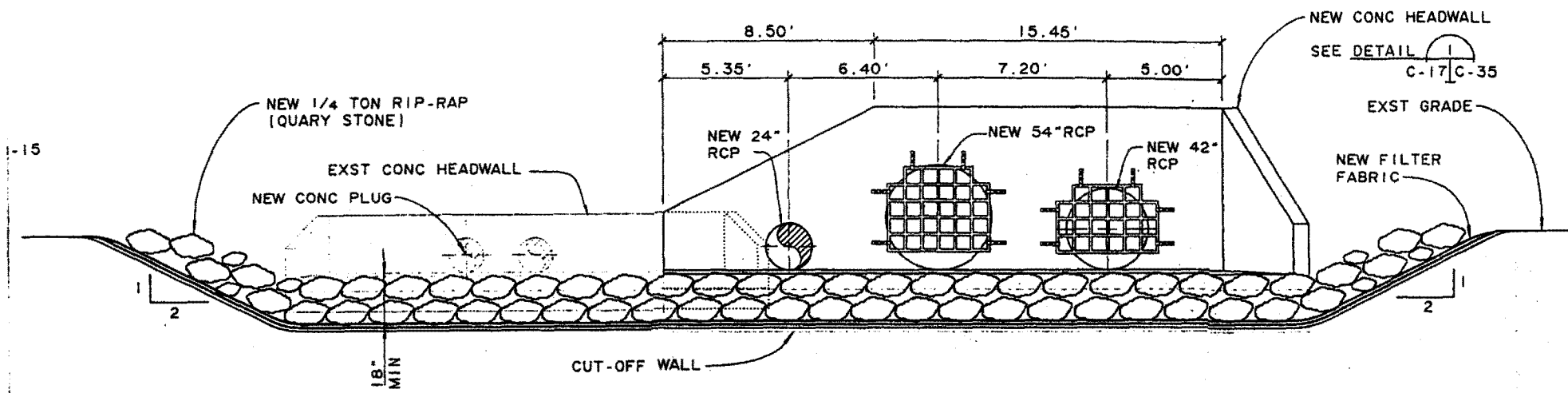
Site Plan

Prep 3/28

Storm Drain Improvement Project Area

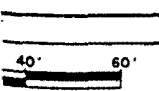


 California Coastal Commission	EXHIBIT NO. 2
	APPLICATION NO.
	6-96-51
	Storm Drain Locations



SECTION

ENERGY DISAPATOR DETAIL 2  
 NO SCALE C-1, C-6, C-26 | C-17



ALMGREN & KOPTIONAK, INC.  
 Consulting Engineers  
 Scripps Corporate Plaza

MARK	REVISION	APPR.	DATE

CITY OF CORONADO, CALIFORNIA  
 ENGINEERING SERVICES DEPARTMENT

SOUTHWEST QUADRANT  
 STORM DRAIN IMPROVEMENTS

**C-17**

ACCOUNT NO.  
 DRAWING NUMBER  
**S-237**  
 SHEET 24 OF 72

 California Coastal Commission	EXHIBIT NO. 3
	APPLICATION NO.
	<b>6-96-51</b>
	Dissapator/Headwall Details