CALIFORNIA COASTAL COMMISSION
SAN DIEGO COAST AREA
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Filed:	April 10, 1997
49th Day:	May 29, 1997
180th Day:	October 7, 1997
Staff:	LRO-SD
Staff Report:	May 14, 1997
Hearing Date:	June 10-13, 1997

STAFF REPORT: CONSENT CALENDAR

Application No.: 6-97-42

Applicant: City of San Diego, Metropolitan Wastewater Department

Agent: Stuart Seymour
Kim Lutz

Description: Rehabilitation of 50 linear feet of deteriorated portion of an approx. 25,000-long ocean effluent outfall pipe by encasing in concrete to lengthen its lifespan. The deteriorated portion of the outfall pipe lies approx. -5 to -20 ft. below mean sea level. Also proposed is the excavation and temporary stockpile of approx. 8,000 cy. of earthen material which will be replaced/ returned to the project site.

Site: Point Loma Ocean Outfall, inland of shoreline, at Point Loma Wastewater Treatment Plant, Gatchell Road, Peninsula, San Diego, San Diego County.

Substantive File Documents: Certified Peninsula Land Use Plan and City of San Diego LCP Implementation Ordinances; Mitigated Negative Declaration - DEP No. 91-0889; CDP #s 6-92-84; 6-92-32-G; and 6-91-217.

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. Final Plans. Prior to the issuance of the coastal development permit, the applicant shall submit final grading plans which identify the location of the proposed stockpile of excavated material on the treatment plant site. Said on-site location shall include areas that are presently disturbed, do not involve removal or disturbance of any native vegetation, or areas which are currently undergoing construction. If any of the excavated material is transported off site, such export shall require an amendment to this coastal development permit. Said plans shall be reviewed and approved in writing, by the Executive Director.

IV. Findings and Declarations.

The Commission finds and declares as follows:

1. Project Description/Project History. The proposed project involves the rehabilitation of approx. 50 linear feet of a deteriorated portion of an approx. 25,000-foot long effluent outfall pipe by encasing the deteriorated portion in concrete to lengthen the lifespan of the existing outfall at the Point Loma Wastewater Treatment Plant (PLWTP). Geographically, the proposed work begins inland of the water's edge and an existing rip rap revetment, however the portion of the deteriorated ocean outfall pipe proposed to be repaired lies below sea level and excavation of an existing roadbed and earthen materials is required to reach the pipe. The portion of the deteriorated pipe proposed to be repaired lies under the terminus of the roadbed of First Street just west of the existing vortex structure at the plant site and is located at an elevation of approx. 5 feet below sea level and slopes down in elevation towards the ocean to approx. 20 feet below sea level. Also proposed is approximately 8,000 cy. of excavated earthen material which will be temporarily stockpiled and returned to the site at completion of construction. No modifications to the existing rip rap seaward of the project site are proposed or required.

The existing outfall was originally placed into service in August, 1963. The outfall conveys primary effluent from the Metropolitan Sewer District (comprised of the City of San Diego and approx. a dozen or more other local jurisdictions) to the ocean for dispersion at a water depth of 210 feet, approximately 11,400 ft. from shore. In 1992, the outfall pipeline was extended an additional approx. 13,300 lineal feet offshore under CDP #6-91-217. In 1992 an emergency permit (6-92-32-G) was issued for repairs to the original outfall which suffered a breakage. The required follow-up permit was approved by the Commission, for removal of 18 sections of damaged pipe, clearing remaining ballast, installing new bed rock and new segments of reinforced concrete pipe, placing new ballast rock and rebedding of one segment of pipe disconnected from the major outfall pipe.

Upon routine inspection recently, it was identified that the onshore portion of the steel outfall pipe showed a considerable amount of corrosion. The

existing pipe has been inspected internally with divers and externally where possible during another recent project at the site involving construction of the south effluent outfall connection/channel pursuant to CDP #6-92-84. The corrosion has reduced the thickness of the steel to below tolerable limits. The subject development has been proposed to address this problem.

2. Geologic Hazards/Shoreline Erosion. Coastal Act Section 30253 states, in part:

> 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, 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. ...

As noted earlier, the proposed improvements involve the repair of 50 feet of a deteriorated portion of an existing 25,000-foot long ocean effluent outfall pipe which is located at an elevation of between -5 to -20 ft. mean sea level (MSL). As noted in a report submitted by the applicant, the construction techniques and sequencing are important in this project because the outfall must be kept in full service at all times. In order to maintain the structural integrity of the pipe, the contractor will expose only eight-foot sections of the pipe at a time which will involve hand excavation. A concrete collar will be poured around the steel pipe and the trench will be backfilled to the original grade. All existing improvements (i.e., roadbed, etc.) will be restored to their original condition. Dewatering of the excavated area will be required and the dewatered material will be placed in the treatment plant influent stream. No discharge to the ocean is anticipated. Coffer dams and pressure grouting will also be used. No impacts to any biological resources will result from the proposed project.

According to the findings of an engineering study submitted with the permit application, the City considered several alternatives to repair the corroded portion of the onshore outfall pipe. The first alternative included reinforcing all steep piping in concrete. The second option included removing an 84-inch pipe upstream of an existing wye structure which would include installation of an 84-inch bulkhead. The third alternative included encasing a 108-inch steel pipe only in concrete; however this installation would be difficult. Also the second and third options would require flow from the north to pass through more bends in the pipe which would create more head loss. The fourth option included installing a larger diameter (88-inch) pipe around an existing 84-inch pipe. The space between the two pipes would be filled with grout. The 84-inch pipe connects to the existing 108-inch pipe proposed to be repaired (ref. Exhibit No. 3). However, since this method would not correct or strengthen the existing 108-inch pipe, it was not an acceptable option. In summary, the first alternative was selected as the best

method to repair the pipe since it provides the most flexibility for effluent discharge and eliminates the need for other improvements such as construction of a bulkhead. Also, the refinforced concrete encasement would end at Station 2+08 at a location which would maintain flexibility in the joints of the pipe. This alternative also allowed the possibility of future outfall tunnel construction, if determined to be necessary, with a minimum of demolition of existing outfall pipe.

With regard to potential construction impacts, the laydown/staging areas will be located immediately north and south of the project site on an existing paved roadbed. The applicant has indicated that some of the construction materials will be stored inside of a construction trailer. As such, no impacts to any coastal resources will result from the location of the proposed staging areas. Export of the approx. 8,000 cy. of excavated material will be stored temporarily at a location which is yet to be determined, until project completion, when it will be returned to the project site to re-bury the effluent outfall pipe. The exact location of the temporary stockpile of the proposed export was not known at the time of application submittal. The applicant has indicated that the temporary stockpile of excavated material will be determined by the contractor and that it is expected that the contractor will first attempt to find a location on-site.

However, there is a possibility that the excavated material will need to be exported off site. If the material is exported off-site, it is estimated that approx. 15 trips per day will be generated to export the material. This figure doubles to include the return trip to the plant site. Given that it is not possible to review at this time any construction-related impacts to traffic circulation and access if off-site export ultimately occurs, Special Condition No. 1 has been attached that requires submittal of final plans indicating the exact location on site where the excavated material will be stockpiled. On-site stockpiling can be approved if the excavated material is stored in a location on-site that is already disturbed and does not involve any removal of sensitive or native vegetation, or in a location that is presently undergoing construction. If for any reason, the excavated material must be transported off site, an amendment to the subject permit application will be required. Any traffic circulation impacts related to construction traffic would then be reviewed under that amendment. In so doing, the Commission is only approving the stockpile of the excavated material on-site through the subject permit application. It should also be noted that the proposed development did not require any local discretionary approvals or any permits from the U.S. Army Corp of Engineers.

The entire Point Loma Wastewater Treatment Plant is sited on a broad shelf, midway down the bluff-face from the top of the Point Loma peninsula. Some of the existing facilities are in close proximity to the bluff edge, and the outfall itself extends seaward down the bluff then underwater approximately two miles out to sea.

Just past the security gate entrance to the plant site, there are three primary roads on which the majority of the treatment plant improvements are situated. First Street is the road furthest to the west and closest to the

coastal bluffs. Second Street is more inland to the east, and Third Street is the easternmost street. The proposed facilities will be located below the terminus of First Street.

It has been documented in earlier permits for this site that the entire facility is located in an area which is extremely environmentally and geologically sensitive. Any improvements to the facility must be reviewed carefully in order to assure that impacts do not occur to fragile coastal resources. Under CDP #6-89-217, shoreline protection improvements were permitted to stabilize the bluffs west of the facility and to protect existing development. Existing shoreline protection and erosion control improvements currently exist seaward of the project location. However, inasmuch as the proposed improvements constitute improvements to an existing structure, the proposed improvements herein should not warrant the construction of any future shoreline protection devices, pursuant to Coastal Act Section 30253.

3. Shoreline Access. Coastal Act Sections 30211 and 30212 provide, in part:

Section 30211

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

(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, ...

Currently, there is no public access to the shoreline at the project site. The shoreline presently consists of rocky headlands interspersed with the previously constructed revetments. Due to the revetments and the rocky headlands, lateral access opportunities have been relatively non-existent at the subject site since the time of plant construction. Also, due to the nature of the sewage treatment facility, public use of the area is restricted. Construction of the proposed project and related improvements, will not further diminish shoreline access in this area.

Additionally, to the north of the project site are Navy owned lands which prohibit public access along the shoreline. To the south is the Cabrillo National Monument which encourages public access to the tip and westerly side of Point Loma. Parking lots and shoreline viewing areas are available at the Monument and along the access road south of the treatment plant facility, but only limited access to the shoreline is allowed because of the sensitive

marine resources found at the base of the bluffs. The Monument offers guided tours of the tide pools, which does allow the public the opportunity to view inter- and sub-tidal marine life.

For this project site only, it is inappropriate to require public access along the shoreline due to the presence of revetments (CCC# 6-89-217) which encompass the entire beach zone (rocky, cobble beach) into the inter-tidal zone, sensitive marine resources (i.e, surfgrass) located within the inter- and sub-tidal areas, and public safety concerns due to the nature of the existing sewer treatment operations. Furthermore, adequate public access and recreational opportunities are available at the adjacent Cabrillo National Monument. Therefore, the Coastal Commission finds the proposed project, as conditioned, consistent with the cited sections of the Coastal Act, and with all other public access and recreation policies of the Coastal Act, as required in Section 30604(c) of the Act for any site that is located between the first coastal road and the sea.

5. Visual and Scenic Resources. Coastal Act Section 30251 provides, in part, that the scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance and that new development shall be visually compatible with the character of surrounding areas. Portions of the PLWTP are within the viewshed of Cabrillo National Monument, and the facility is highly visible from offshore. The specific project site will not be visible from the Point Loma Cabrillo National Monument to the south of the project site because it is located underwater. Construction activities above ground will not be visible from the south either due to intervening topography. Although construction activities may be visible offshore from the west, they should not pose any significant adverse visual impacts since construction activities will be temporary. Due to the nature of this particular project in that the bulk of the proposed work will be below sea level, no adverse visual impacts are anticipated to result from project approval. The Commission, therefore, finds the project, as conditioned, consistent with Section 30251 of the Coastal Act.

4. 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. As conditioned, such a finding can be made for the subject development.

The Peninsula LCP Land Use Plan acknowledges ongoing maintenance, and assumes some potential future improvements, at the Point Loma Wastewater Treatment Plant, but does not address the outfall directly. However, the proposed development would be in keeping with the LUP policy of maintaining and enhancing public services. The proposed rehabilitation of the outfall pipe is consistent with all applicable Chapter 3 policies of the Coastal Act. Therefore, the Commission finds that approval of the proposed project will not prejudice the ability of the City of San Diego to continue implementation of its fully certified LCP.

5. 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, 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.

The proposed project has been conditioned in order to be found consistent with the public access policies of the Coastal Act. Mitigation measures, including submittal of final plans that identify the location of the proposed temporary stockpile of excavated material on the treatment plant site will minimize all adverse environmental impacts. As conditioned, 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.

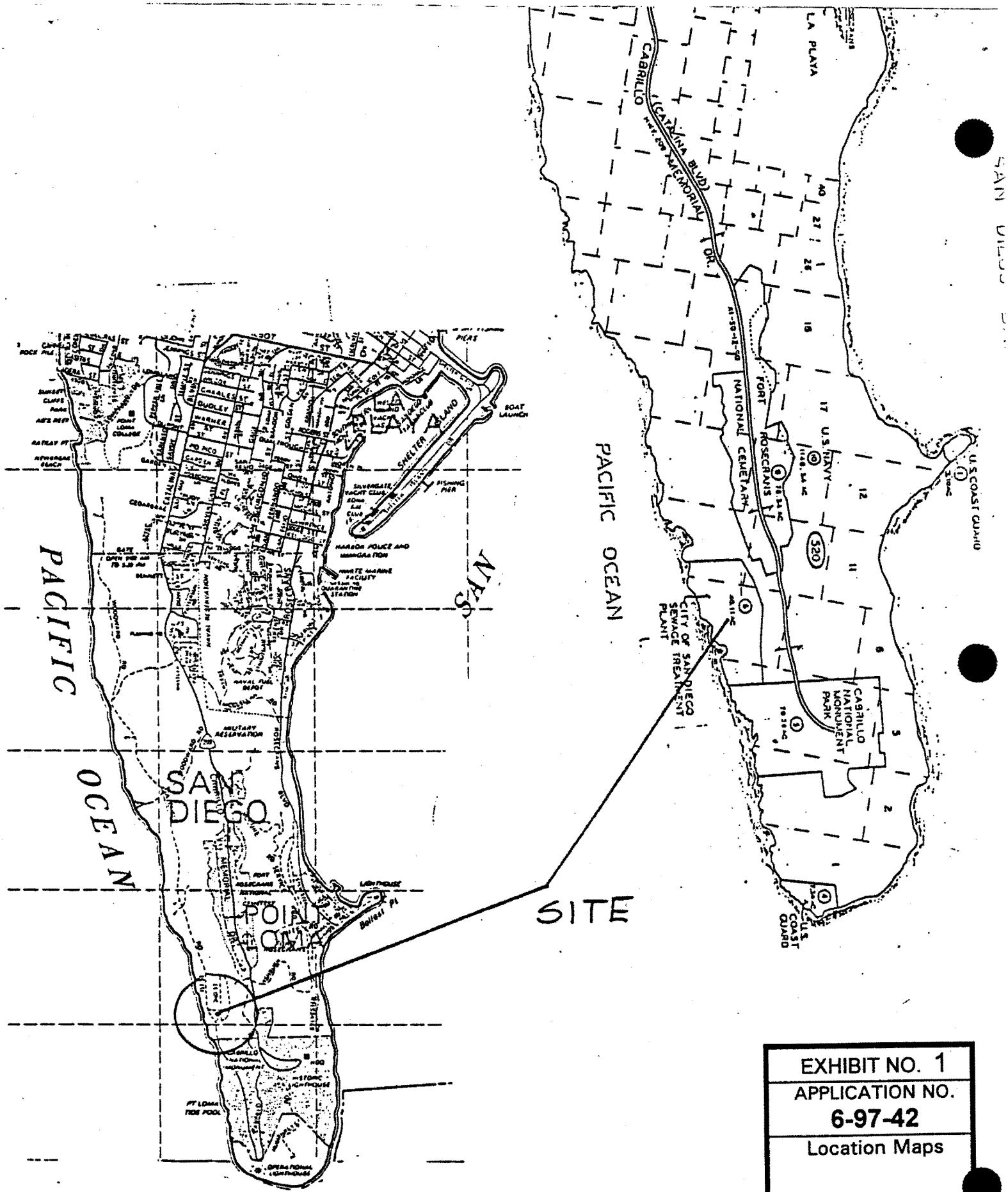


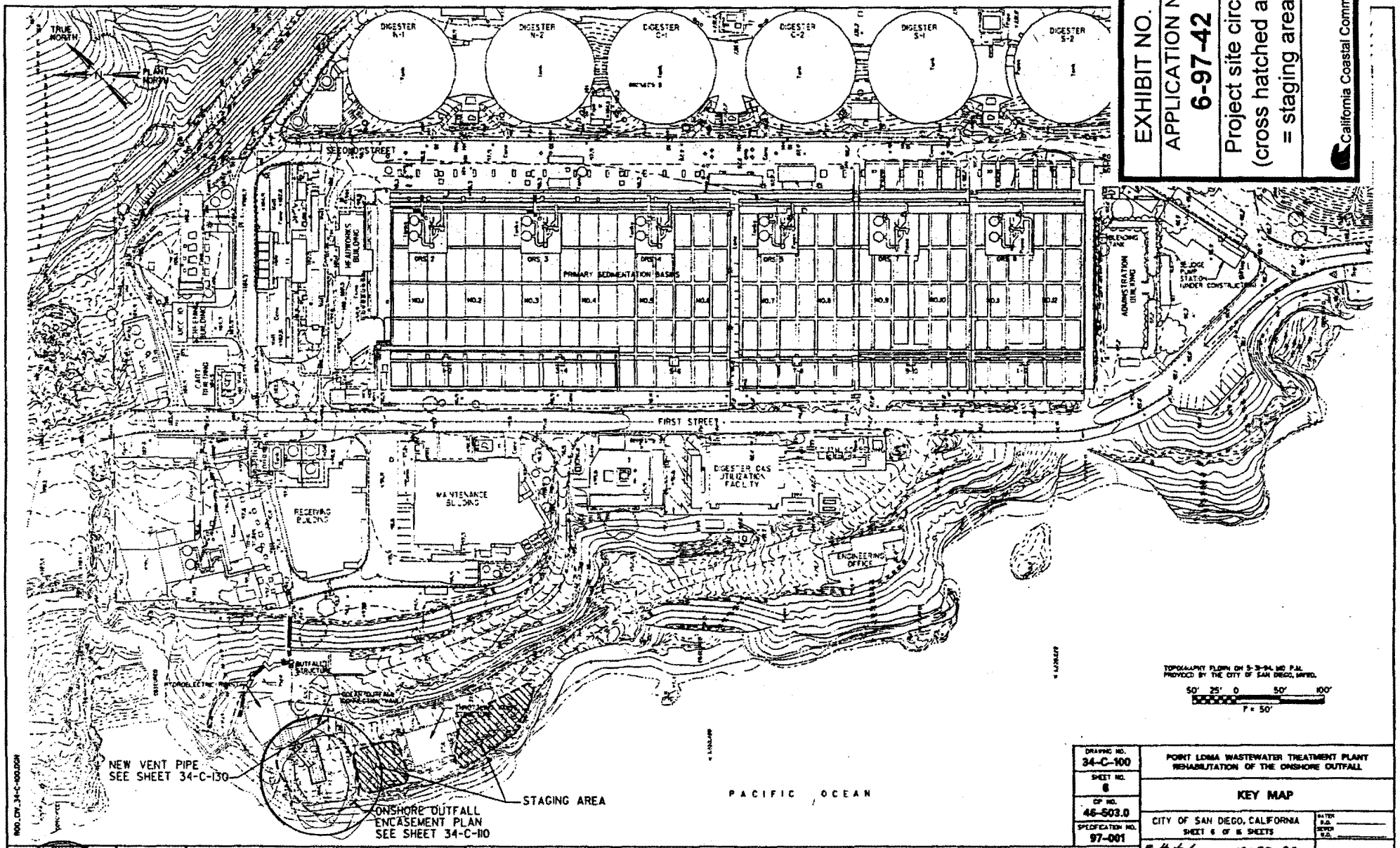
EXHIBIT NO. 1

APPLICATION NO.

6-97-42

Location Maps

California Coastal Commission



DRAWING NO.	34-C-100
SHEET NO.	6
CP NO.	46-503.0
SPECIFICATION NO.	97-001

POINT LOMA WASTEWATER TREATMENT PLANT
REHABILITATION OF THE ONSHORE OUTFALL

KEY MAP

CITY OF SAN DIEGO, CALIFORNIA
SHEET 6 OF 15 SHEETS

WARNING
0 ½ 1
IF THIS BAR DOES NOT MEASURE 1" THEN DRAWING IS NOT TO SCALE.

SCALE
HORIZONTAL 1" = 50'
VERTICAL 1" = 50'

Black & Veatch
San Diego, California

METROPOLITAN WASTEWATER DEPARTMENT
City of San Diego

DRAWING STATUS

NO.	DATE	REQ.	REVISION DESCRIPTION	DRAWN	CKD	APD	PE	EM	DATA/QC

DESCRIPTION	BY	APPROVED	DATE	FILMED

PROJECT MANAGER _____ DATE 12-22-96

DESIGN ENGINEER

CONTROL CERTIFICATION
187-1693

LAMBERT COORDINATES
28333-006-D

CONTRACTOR _____ DATE STARTED _____
INSPECTOR _____ DATE COMPLETED _____

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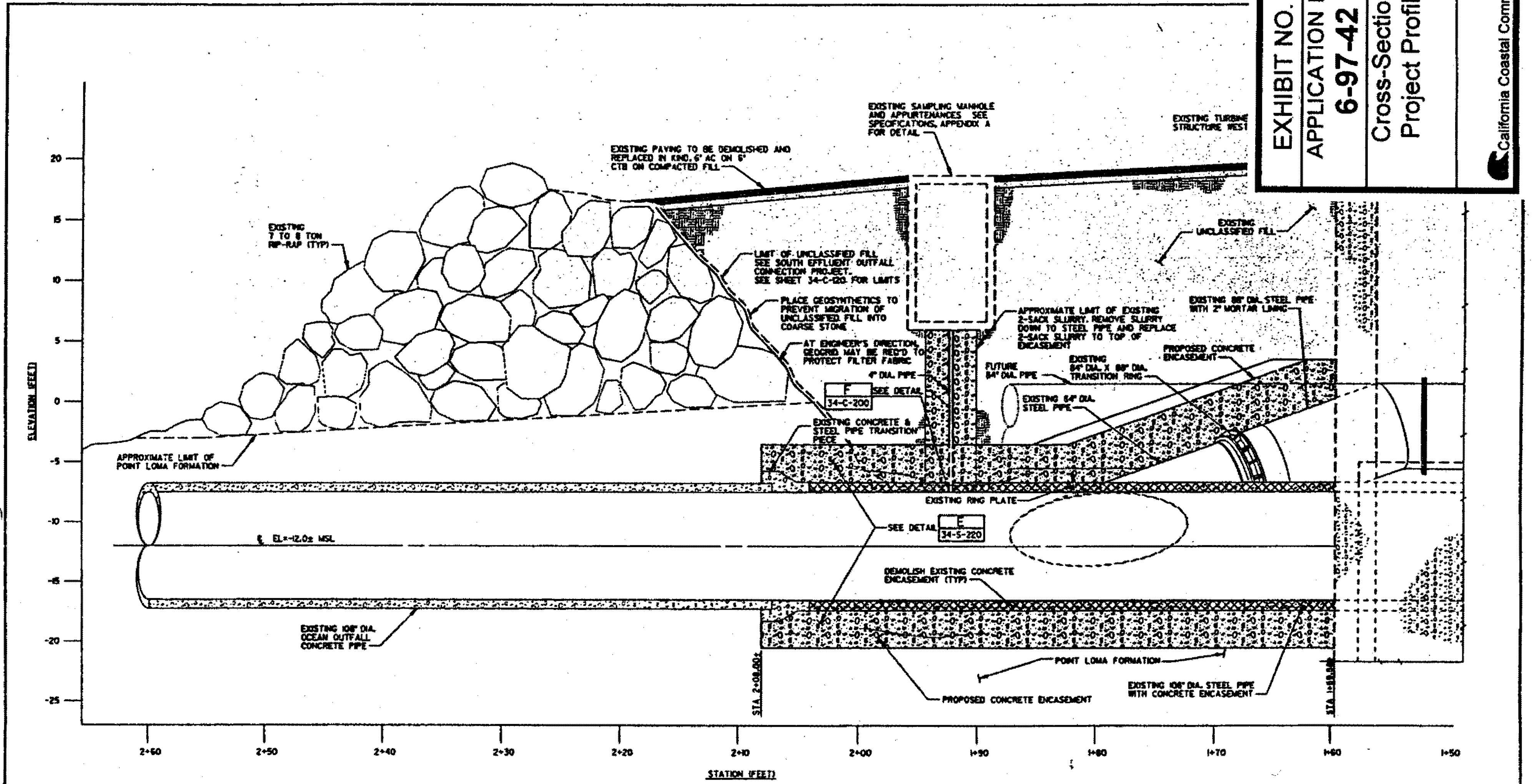
EXHIBIT NO. 3
APPLICATION NO.
6-97-42
Cross-Section/ Project Profile
California Coastal Commission



PROFILE
SCALE: 1/4" = 1'-0"

DRAWING NO. 34-C-200
SHEET NO. 10
CIP NO. 46-503.0
SPECIFICATION NO. 97-001

POINT LOMA WASTEWATER TREATMENT PLANT REHABILITATION OF THE ONSHORE OUTFALL

PROFILE

CITY OF SAN DIEGO, CALIFORNIA
SHEET 10 OF 16 SHEETS

12/28/96
PROJECT MANAGER

METROPOLITAN WASTEWATER DEPARTMENT
City of San Diego

Black & Veatch
San Diego, California

SCALE
HORIZONTAL 1/4" = 1'-0"
VERTICAL 1/4" = 1'-0"

WARNING
0 1/2 1
IF THIS BAR DOES NOT MEASURE 1" THEN DRAWING IS NOT TO SCALE.

REGISTERED PROFESSIONAL ENGINEER
JAMES B. RASMUS
No. 36127
Exp. 12-31-98
CIVIL
STATE OF CALIFORNIA

DRAWING STATUS
NO. DATE REQ. REVISION DESCRIPTION DRAWN CKD APD PE EN DA/DC

DESCRIPTION BY APPROVED DATE FILMED
CONTRACTOR DATE STARTED
INSPECTOR DATE COMPLETED

#87-1693
28333-010 -D