

## CALIFORNIA COASTAL COMMISSION

SAN DIEGO COAST AREA  
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Filed: June 26, 1997  
49th Day: August 14, 1997  
180th Day: December 23, 1997  
Staff: EL-SD  
Staff Report: July 14, 1997  
Hearing Date: August 12-15, 1997



REGULAR CALENDAR  
STAFF REPORT AND PRELIMINARY RECOMMENDATION

Wed 10c

Application No.: 6-97-56

Applicant: California Department  
of Parks and Recreation

Agent: Barbara Procissi  
Paul Webb

Description: Construction and operation of a boating instruction and safety center as a modification of and addition to an existing 5,900 sq.ft. park building; project includes the removal of storage bins from the beach, demolition of an existing 3,850 sq.ft. ramada and portions of the existing building, and construction of new facilities totalling 8,750 sq.ft. of enclosed building providing a two-story lifeguard tower/first-aid center, restrooms, showers, concession area, multi-purpose room, administrative facilities, classrooms and equipment storage areas; outdoor facilities will include a paved boat cleaning and instruction area, landscaping and a bermed area for educational presentations.

Lot Area	39,100 sq. ft.
Building Coverage	8,750 sq. ft. (22%)
Pavement Coverage	14,350 sq. ft. (37%)
Landscape Coverage	16,000 sq. ft. (41%)
Parking Spaces	1,510 (existing off-site)
Zoning	State Beach
Plan Designation	State Beach
Ht abv fin grade	27 feet

Site: Crown Cove area of Silver Strand State Beach, east side of Highway 75, Coronado, San Diego County. APN 615-030-03

STAFF NOTES:

Summary of Staff's Preliminary Recommendation:

Staff recommends approval of the proposed facilities with special conditions requiring the submittal of final plans, operational agreements with current and future user groups, monitoring of existing parking lots and a construction schedule/staging plan. Issues raised by the proposal include potential impacts on public access, conflicts between user groups, formalized use of state parks property by outside entities and potential impacts on visual resources. These are addressed/resolved through the special conditions, which staff believes are acceptable to the applicant.

- b. Classes and activities shall be available to the general public, except for those classes or activities designed for a specific user group (such as the Camp Able activities).

Prior to the issuance of the coastal development permit, the applicant shall submit to the Executive Director for review and written approval, draft Operating Agreements between the applicant and any known institutional or organizational user groups (such as Southwestern College and San Diego State University). An Operating Agreement shall be executed prior to any allocation of the classroom or storage facilities, or whenever authorized users change, and a copy of said agreement shall be submitted to the Executive Director within ten days of the document's execution. Said agreements may include additional terms and provisions as desired by the applicant or other parties to the agreement(s). However, any modification of the specific terms and provisions identified herein, or termination of any Operating Agreement, shall be immediately reported to the Executive Director, and may require an amendment to the permit.

3. Monitoring of Parking Lots. Prior to the issuance of the coastal development permit, the applicant shall submit to the Executive Director for review and written approval, a monitoring program to address the continued availability of parking for the approved uses during summer weekends. The program shall include the following features:

- a. Monitoring shall include parking counts in the four ocean side parking lots on a minimum of one Saturday afternoon and one Sunday afternoon each (afternoon meaning between the hours of 12:00 and 5:00 p.m.) during the months of June, July and August of each year.
- b. Monitoring shall coincide with days on which classes or activities are scheduled.
- c. Monitoring shall begin the first summer after occupancy of the approved facilities, and shall continue as long as the facility is operated by any institutional or organizational user groups. The availability of parking for the general public shall be determined by the number of parked cars compared to the total number of parking spaces or the percentage of each parking lot in use at the time of the survey.
- d. A monitoring report summarizing the counts of the previous summer shall be submitted to the Executive Director by September 30th of each year. Identification of conflicts with general beach use of the parking lots (i.e., lots filled to capacity) may require modification of the class/activity schedule approved herein.

The applicant shall conduct monitoring in accordance with the approved monitoring program. Any proposed modifications to the program shall be immediately reported to the Executive Director, and may require an amendment to the permit.

restrooms and showers (1,232 sq.ft. and 364 sq.ft. respectively), a classroom/office (1,122 sq.ft.), multi-purpose room (1,152 sq.ft.), concession area (712 sq.ft.), lobby (336 sq.ft.) and maintenance office (360 sq.ft.). The project also includes an area for outdoor boat storage and cleaning, with a partial perimeter block wall/fence, a bermed area designed to accommodate educational presentations, a fire pit and landscaping improvements.

The activities to be accommodated by these facilities are ongoing, although none have been formally reviewed or endorsed by the Coastal Commission. It is anticipated that the proposed facilities will, in addition to formalizing the current activities, allow new or expanded programs as well. Camp Able is a 10-week daycamp sponsored by San Diego State University, and has been held in the subject location since 1982. It provides aquatic and beach-oriented activities for disabled and/or disadvantaged children and adults, and operates from 8:00a.m. to 5:00 p.m. Monday through Friday. The programs are generally conducted outdoors, but the new facilities will allow storage of the programs canoes and sailboats on-site.

Southwestern College is the only other formal user of the site at this time. The school offers a variety of aquatic instructional programs to the public, including both recreational and training/certification courses in various types of boating, diving, lifeguarding and rescue operations. It also offers youth programs to various youth service organizations. Courses are offered year-round, including Mondays through Saturdays during the summer, with occasional Sunday afternoon offerings as well.

2. Public Access and Recreation. There are many Coastal Act policies addressing public access and recreation. The following policies are most applicable to the proposed development:

Section 30210

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

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:

same, or similar, activities. Coupled with ongoing regional growth and increasing public demand for recreational facilities, the potential for future conflict exists. Moreover, there is concern that the approved facilities remain available to the general public to the greatest degree possible while allowing the ongoing programs to continue. The Commission also recognizes that other institutions or organizations may want to conduct classes or programs here in the future, which could be held in a manner less available to the public than those in operation at this time.

There is currently no formal, long-term arrangement with current users, nor a plan for future users. Camp Able has operated under a concessions permit with the applicant, and Southwestern College under a special events permit; both are short-term, relatively-informal authorizations to use park facilities. Special Condition #2 requires the execution of a formal contract between the applicant and any potential users of the classroom and storage portions of the facilities, and must include the following two key provisions to assure the project's consistency with the Coastal Act. First, the required Operating Agreement must provide that the public amenities (restrooms, showers,, concession area, etc.) remain open to the public, at least to the extent the existing facilities are open now, including times when the building is also in use for instructional purposes. Second, the Operating Agreement must assure that all classes and activities be available to the general public, with the exception of those designed for a particular user group (youth, disabled, etc.).

The condition will allow the applicant to include any other terms and provisions it desires in the Operating Agreement, including provisions addressing fees, liability concerns, site maintenance and security, etc. Since these items are not Coastal Act concerns, the applicant may revise such portions of the Operating Agreement at will. However, modification of the specific provisions identified in the subject condition, or termination of an Operating Agreement, must be reported to the Executive Director and may require an amendment to the permit.

Section 30604(c) of the Coastal Act requires a specific access finding for any proposed development between the first public road and the sea (or Bay in this case). Since the project is within a public beach complex (Silver Strand State Beach), public access to and along the shoreline is readily available. As proposed, and as further refined in the special conditions, public access to the new facilities is also assured. Thus, the Commission finds the project, as conditioned, consistent with Section 30604(c) of the Act.

Although the completed project is anticipated to provide public access enhancements, construction activities could interfere with recreational use of the surrounding park and shoreline, particularly if it occurred during the summer months. Special Condition #4 prohibits construction between the start of Memorial Day weekend and Labor Day of any year and also prohibits storage of building materials or equipment on sandy beach. The seasonal prohibition is not intended to prevent interior finish work which does not require the use of heavy equipment or result in continuous construction traffic on Highway 75 or within the State Beach facility itself..

the Executive Director annually, and, if they demonstrate conflicts between instructional uses and beach uses (i.e., if the lots are at full capacity), the applicant may be required to modify the class/activity schedule required in Paragraph a. of this condition. With the inclusion of these provisions, the Commission finds the proposal consistent with Section 30252 of the Act.

4. Visual Resources. Section 30251 of the Coastal Act provides for the protection of scenic coastal resources and for the compatibility of new and existing development. The project site is within a State Parks facility which is located on both sides of a designated scenic highway (Highway 75, the Silver Strand Highway). The site is located on the San Diego Bay side of the highway, and there are existing Bay views from many places along the transportation corridor, which includes a bike path as well as the highway itself. In fact, blue water views exist both north and south of the specific project site.

However, the existing building and landscaping on the site already preclude blue water views to those travelling the highway or bike path. The proposed facility will be located in the same general north-to-south alignment as the existing building, although it will be both taller (existing building is 12 to 14 feet high) and extend further west towards the highway. As currently designed, the proposed structural improvements will be 27 feet high at the two-story lifeguard tower, 25 feet high at the lobby and some storage areas and 21 feet high for the remainder of the facility. There is no established height limit for the State Parks facility, but neighboring communities (Coronado, Imperial Beach and the City of San Diego) have coastal height limits ranging from 30 to 40 feet. Thus, the proposed structure is well within the generally-accepted height limitations imposed in the area and does not block any existing public ocean views. In addition, the proposed development includes a detailed landscaping plan which will screen and soften the proposed structural improvements without impeding any existing public views.

However, the City of Coronado raised a number of concerns with the overall aesthetics and some specific architectural features of the proposed structure, and the applicant is currently working on a redesign to address those concerns. From a statewide perspective, the expected changes are not significant, but they may result in a slightly lower building and a more linear appearance, although the building footprint will not be modified. Special Condition #1 requires submittal of final plans, which are to be in substantial conformance with the preliminary plans approved herein except with respect to the particular design features being revised per correspondence between the applicant and the City of Coronado (Exhibit #3). The Commission finds the proposal, as conditioned, 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. As conditioned, such a finding can be made for the subject development.

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.

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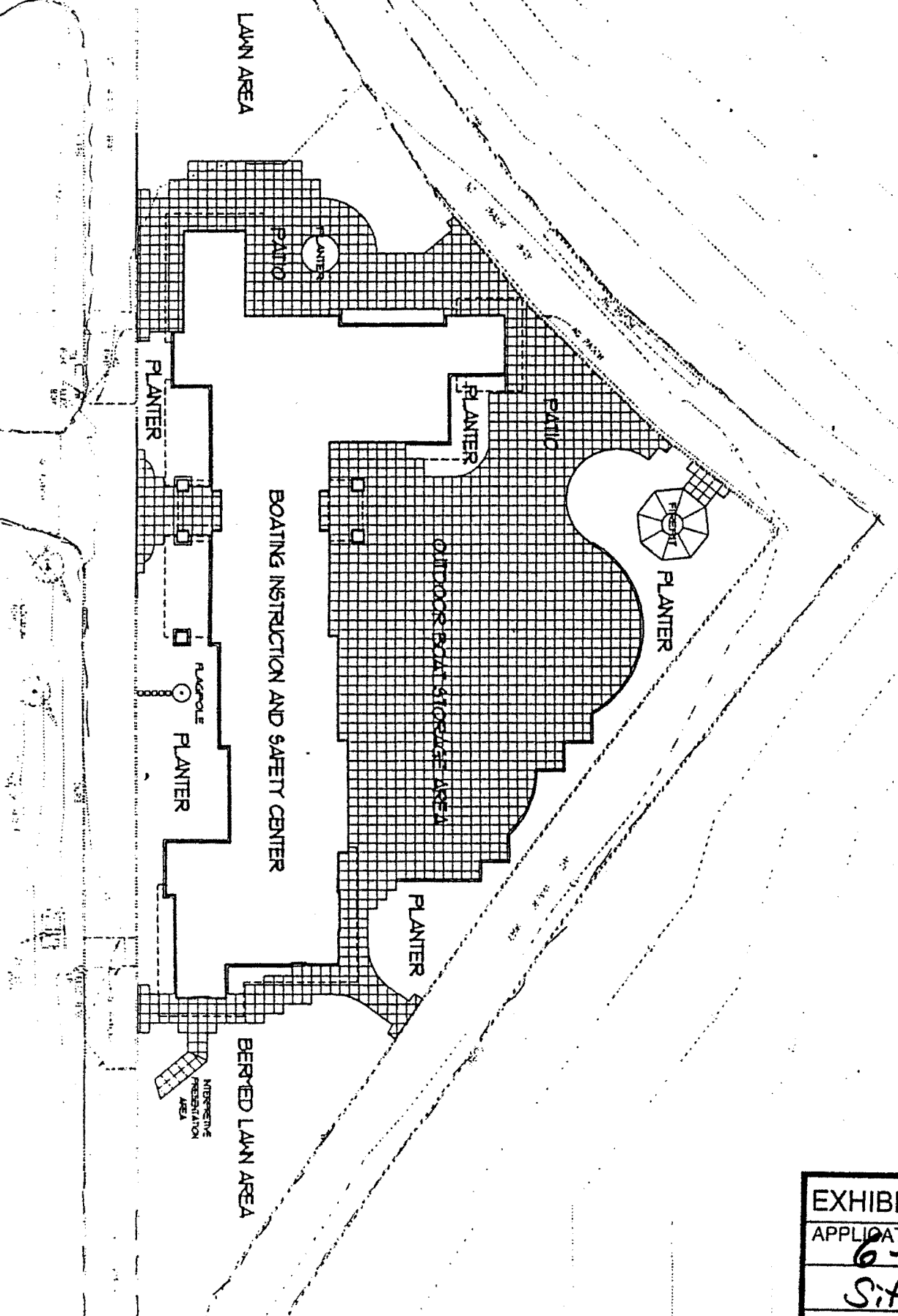


EXHIBIT NO.	2
APPLICATION NO.	6-97-56
Site Plan	
California Coastal Commission	