

**CALIFORNIA COASTAL COMMISSION**

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



Filed: 9/16/98  
 49th Day: 11/4/98  
 180th Day: 3/15/99  
 Staff: LRO-SD  
 Staff Report: 9/30/98  
 Hearing Date: 11/3-6/98

Th 8e

REGULAR CALENDAR  
STAFF REPORT AND PRELIMINARY RECOMMENDATION

Application No.: 6-98-113

Applicant: City of Coronado

Description: Repair and minor alteration of existing storm drain, construction of a new 18" to 24" outfall pipe to the beach and capping existing older outfall pipe.

Site: Intersection of Ocean Boulevard, Dana Place and public beach, Coronado, San Diego County.

Substantive File Documents: Certified City of Coronado Land Use Plan and LCP Implementing Ordinances; CDP #6-96-51

STAFF NOTES:

Staff recommends approval of the proposed development subject to a special condition requiring a written summary of the provisions implemented to comply with the City's National Pollutant Discharge Elimination system Program (NPDES) for stormwater and urban runoff discharges and that Best Management Program measures are incorporated into the project design to ensure the discharge from the proposed outfall is consistent with local and regional standards. The condition will provide assurance that long-term water quality impacts are monitored and controlled.

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. PRIOR TO THE ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the applicant shall submit for the review and written approval of the Executive Director, a written summary of the provisions implemented to comply with the City's National Pollutant Discharge Elimination System Program (NPDES) permit for storm water urban runoff discharge as well as identify the Best Management Practices (BPMs) addressing stormwater and urban runoff discharge that have been incorporated into the project design to ensure the discharge from the proposed outfall is consistent with local and regional standards.

IV. Findings and Declarations.

The Commission finds and declares as follows:

1. Project Description. The proposed work is part of a larger project being proposed by the City known as the "Adella Avenue Pedestrian Improvements Project" in the area just north of the Hotel del Coronado in the City of Coronado. The project involves several components including infrastructure improvements (storm drain, sanitary sewer, curb line adjustments, street paving) and landscape improvements. The majority of the proposed work is located within the City of Coronado's coastal development permit jurisdiction along Adella Avenue, Orange Avenue and Ynez Place. A coastal development permit has been approved by the City for those portions within its jurisdiction. The portion of the project within the Commission's jurisdiction which is the subject of this review, is within the public right-of-way of Ocean Boulevard and involves only infrastructure improvements.

The street and landscape improvements program by the City will affect the storm drainage in the area. As a result, the proposed project involves construction of a new 18" to 24" outfall pipe to the beach about 100 feet to the north of the existing outfall. The existing ocean outfall will then be capped and abandoned in place.

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 consists of repairs to an existing drainage system serving the City of Coronado. The drainage system collects storm water runoff from several city streets and discharges it directly onto the beach which then flows into the Pacific Ocean. Pollutants such as sediments or toxic substances such as grease, motor oil, and heavy metals that may be contained within the runoff discharged on the beach could have significant adverse impacts on the ocean's water quality and on the beach itself. The waters off Coronado Beach, including this segment, are heavily used by the public for recreation purposes including wading, swimming, surfing and other water sports. In this particular case, there will be no change to the present situation with regard to discharge of runoff to the beach. The discharge of runoff will remain the same as current conditions; runoff will simply be relocated 100 feet further to the north at the new outfall location. While there will be no change in runoff other than its discharge point, the Commission is still concerned with the "quality" of the runoff being discharged.

The City has indicated that it currently is required by the State Regional Water Quality Control Board to conduct testing and monitoring at storm drain outlet discharges with submittal of annual progress reports. 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.

While the City has indicated that under its existing NPDES permit BMPs have been incorporated to reduce the potential for pollutants and sediments being discharged onto the beach and into the Pacific Ocean, the BMPs have not been specifically identified. As such, Special Condition #1 requires that the City submit a summary of the provisions implemented to comply with the monitoring required under the City's NPDES permit for stormwater and urban runoff discharges. The condition also requires that the BMPs that have been incorporated into the project design be identified. With this information, the Commission can be assured that long-term water quality is monitored and controlled through the use of BMPs consistent with Section 30231 of the Act.

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 in the public right-of-way of Ocean Boulevard, the nearest public roadway to the shoreline in this area, and on Central Beach a State-owned beach operated and maintained by the City of Coronado under an existing State Lands Permit. The beach at this location is a broad sandy beach year-round except in high wave energy periods. The area offers a wide variety of coastal access and recreational activities. There is a lifeguard tower and restroom facility north of the subject site. 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. Public access to most of the beach and adjoining North Beach will be unaffected by the proposed development and public access along the shoreline will not be impacted at all.

The applicant plans to commence with construction in January of 1999. During construction, some parking spaces will be usurped on Ocean Boulevard. However, only 100 linear feet of curb area (approximately 5 parking spaces) will be temporarily removed during construction and the City will make every effort to keep the impacts to a minimum. Also, during the winter months the loss of some parking spaces in this nearshore area is not a problem since it is during the off-peak season for beach visitors and there is ample parking in surrounding areas. The specifications for the project require that two-way traffic be maintained on Ocean Boulevard throughout the construction period.

With regard to impacts to beach users, the proposed ocean outfall will terminate at the vicinity of the existing rip rap that lines the western portion of Ocean Boulevard to protect it from storm events and heavy surf. Some of the existing rip rap will be temporarily removed and stored at the project site location and then replaced after construction of the new ocean outfall. This portion of the work is expected to last only two work days and the temporary placement of the rip rap at this location will not interfere with public access opportunities in the area. In addition, the re-installation of rip

rap at the location of the new ocean outfall will remain within the existing footprint of the existing rip rap. The street will also be resurfaced with asphalt after project completion. The City has also indicated that the installation of additional riprap to serve as an energy dissipation device will not be necessary and would also hinder the trenching process during rainy weather. According to the City, the advantage of having the pipe terminate in its proposed location instead of extending it below the sandy beach to the water's edge, is that during the dry weather season any flow in the storm drain ponds at the outfall of the pipe. This ponded water then percolates into the sand and any debris that is carried in the dry weather flow can be easily removed and does not reach the ocean. This is one Best Management Practice (BPM) contained in the City's NPDES Municipal Stormwater System permit.

Beach erosion from the existing outfall has not been documented to be a problem nor will it be a problem at the new outfall location. The watershed or drainage area served and volume of water discharged by the new system will not change when compared to the current system; the only change will be the rate at which the storm water is collected due to the additional collection points and larger pipe diameter and consequent larger cross-sectional area (volume) per time. The increased rate of collection is expected to decrease the chance of property damage in the area. Currently, the City digs a trench across the beach to the water's edge to allow the water to reach the ocean from the ocean outfall during rainy periods. This situation will continue with the new location of the ocean outfall. The trenching is minor in nature and thus, will not interfere with the public's use and enjoyment of the beach. In addition, this trench only occurs during rain events and thus, when beach use is at a minimum.

The City of Coronado Local Coastal Program, which designates the project site as "beach", contains a policy addressing shoreline access and states the intent is to "preserve existing shoreline access over public lands." Shoreline access will be 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.

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 any potential impacts will be minor and/or temporary. On-street parking will be impacted temporarily during construction but will be returned to full public use after project completion and 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.

4. Visual Resources. Section 30251 of the Act states in part that the scenic and visual qualities of coastal areas shall be protected and permitted development shall potent views to and along the ocean and scenic coastal areas. The proposed development is an improvement to an existing storm drain system with the majority of the structure lying

underground with the exception of the ocean outfall which will terminate at the rip rap revetment which lines along the western side of Ocean Boulevard and abuts the public beach. The visual impacts of the development will be generally limited to the construction periods, after which the site will be covered and restored to its former condition. As such, the proposed development will not result in any adverse visual impacts and has been sited and designed to protect public views. Therefore, the Commission finds the proposal consistent with Section 30251.

5. Local Coastal Planning. Section 30604(a) also requires that a coastal development permit, or permit amendment, 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 proposed development.

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; thus, Chapter 3 of the Coastal act is the standard of review, with the City's LCP used as guidance.

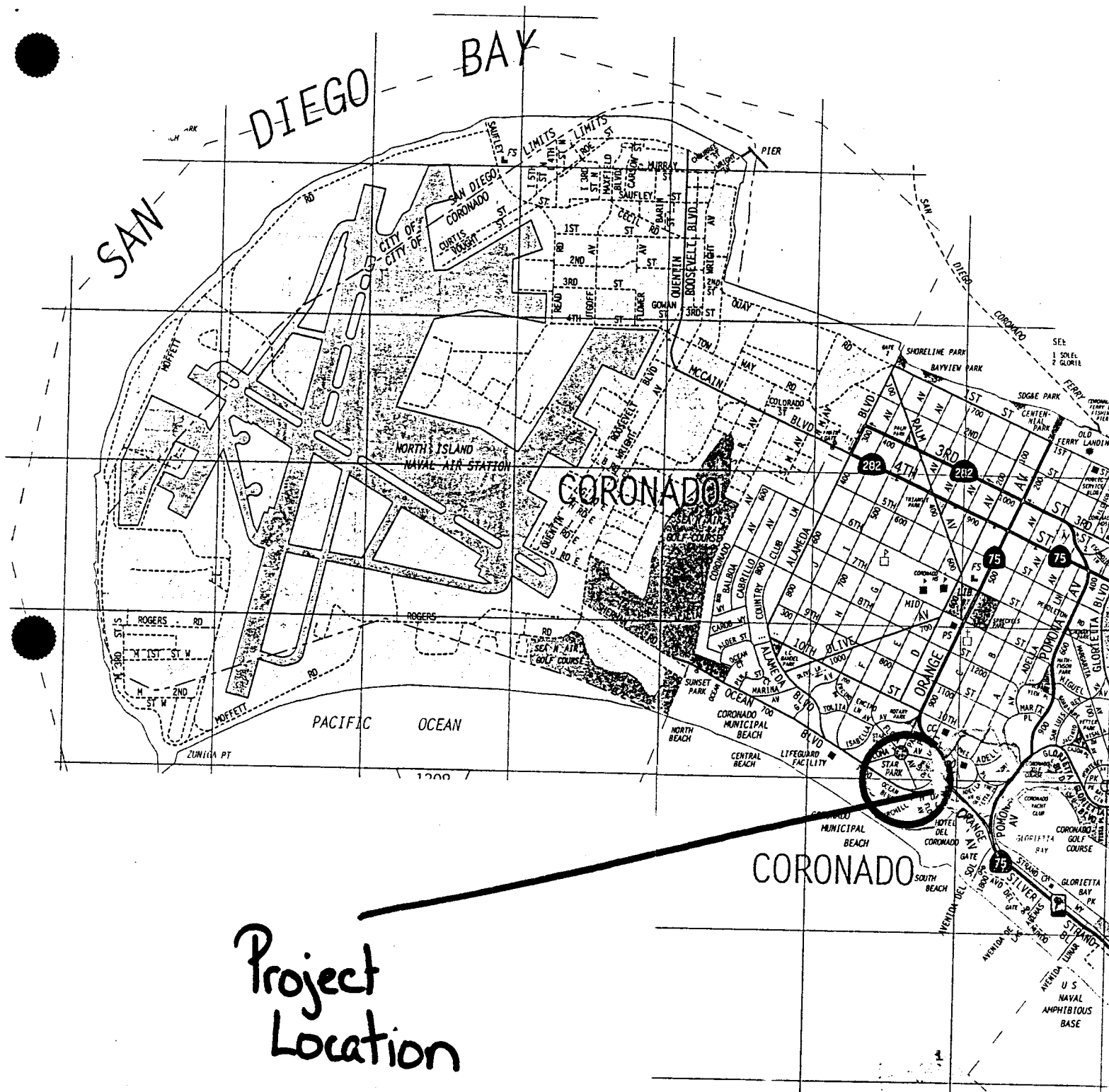
The subject site is designated for beach and street uses in the certified City of Coronado LCP. The use of the area is not changed by the proposed development, although minimal impacts on the public's use of the immediate area may occur during construction. As conditioned, the project is consistent with all applicable polices of the Chapter 3 of the Coastal Act and will not prejudice the ability of the City of Coronado to continue implementation of its fully certified LCP.

6. Consistency with the California Environmental Quality Act (CEQA). Section 13096 of the Commission's Code or 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)(A) 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 effect which the activity may have on the environment.

The proposed project has been conditioned in order to be found consistent with the water quality policies of the Coastal Act. The project has been found consistent with the water quality, public access and recreation and visual resource policies of the Coastal Act. 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, as conditioned, 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:

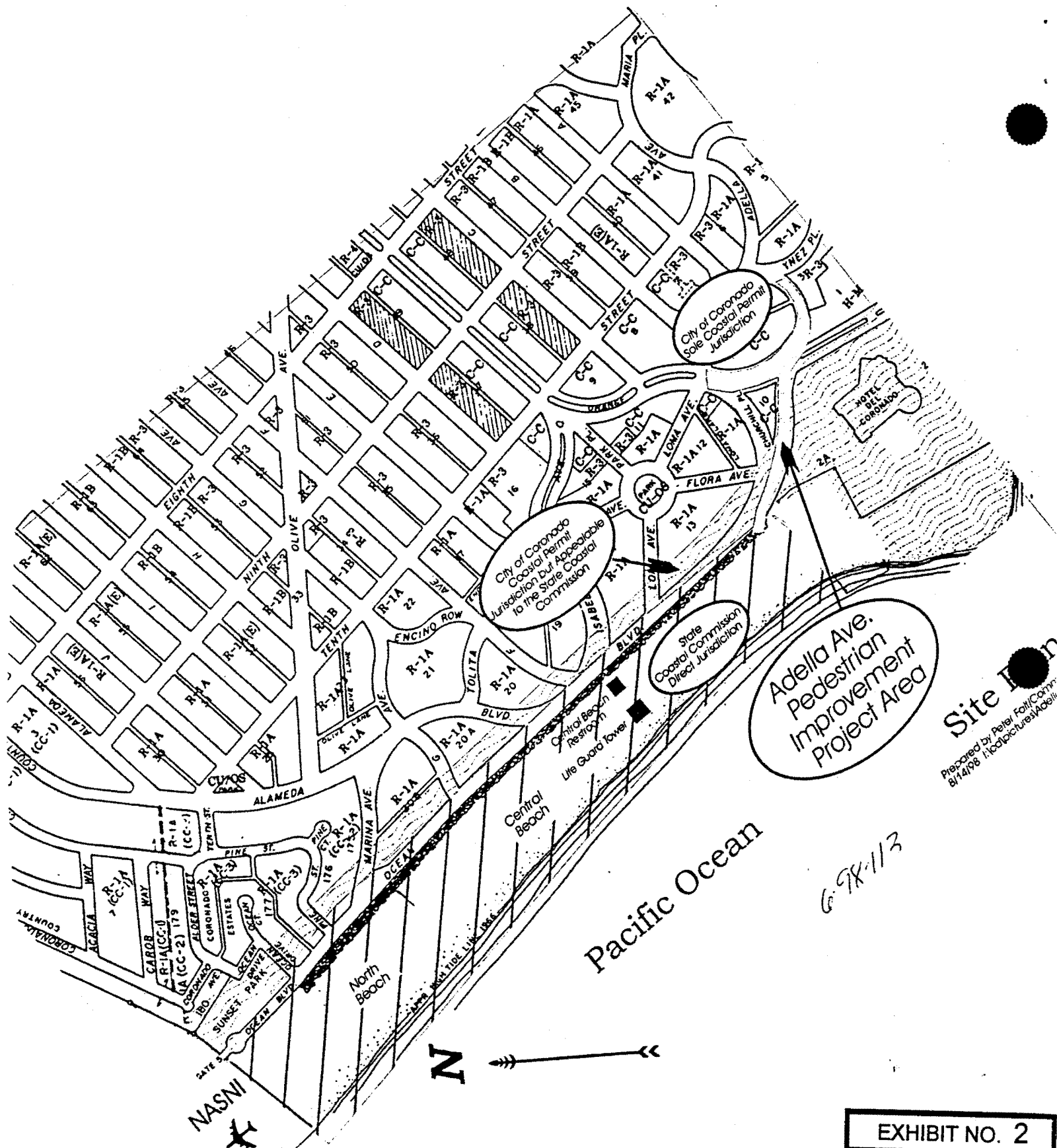
1. Notice of Receipt and Acknowledgment. The permit is not valid and development shall not commence until a copy of the permit, signed by the permittee or authorized agent, acknowledging receipt of the permit and acceptance of the terms and conditions, is returned to the Commission office.
2. Expiration. 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. 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

EXHIBIT NO. 1
APPLICATION NO.
6-98-113
Location Map
California Coastal Commission





Site Plan  
 Prepared by Peter Folly/Compt  
 8/14/78 Hecpichurst/Adell

6-98-113

EXHIBIT NO. 2
APPLICATION NO. 6-98-21
Storm Drain Location
California Coastal Commission

**EXHIBIT NO. 3**

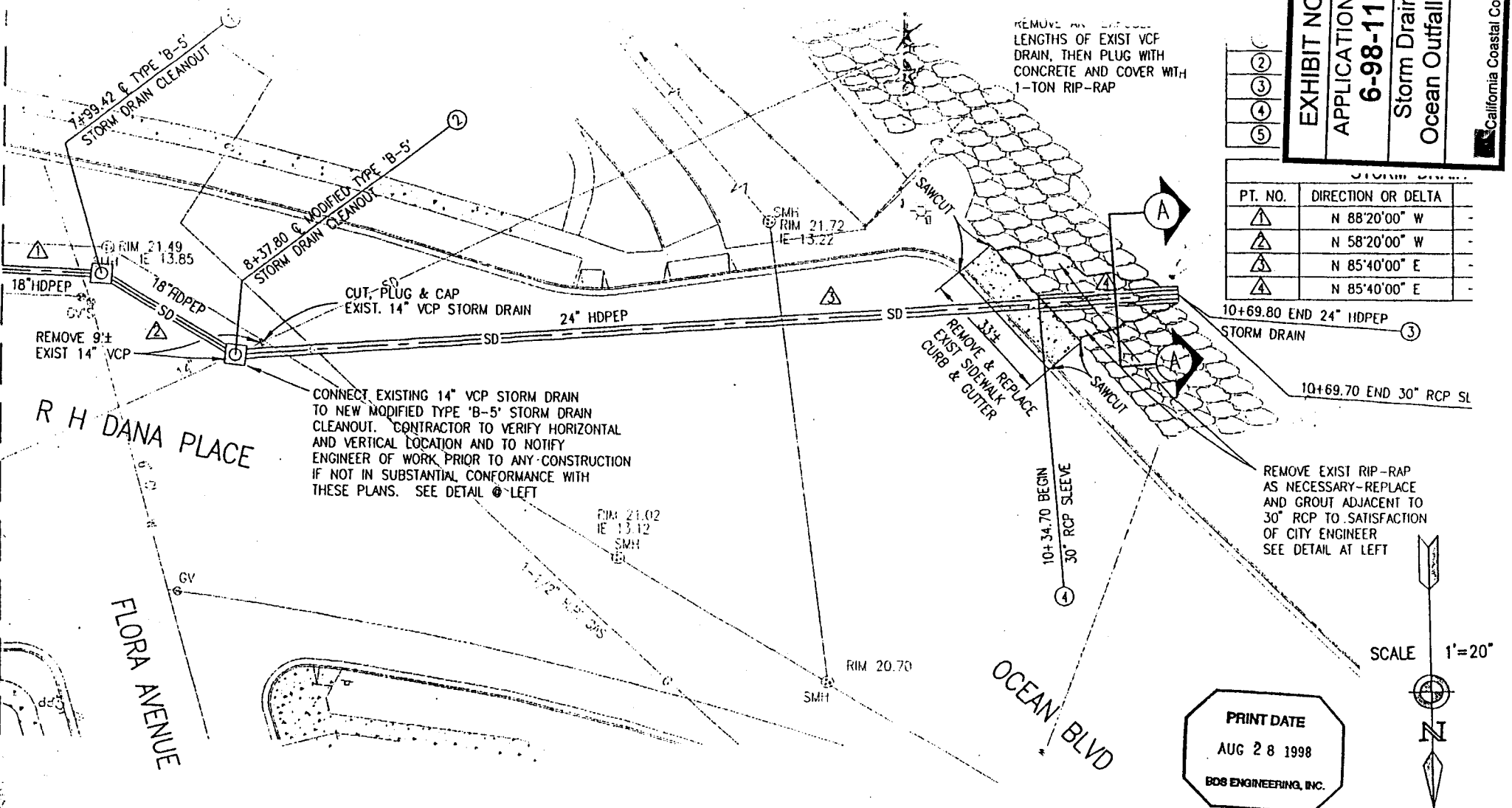
**APPLICATION NO.  
6-98-113**

**Storm Drain &  
Ocean Outfall Plan**

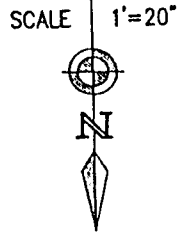
California Coastal Commission

- ②
- ③
- ④
- ⑤

PT. NO.	DIRECTION OR DELTA
△	N 88°20'00" W
△	N 58°20'00" W
△	N 85°40'00" E
△	N 85°40'00" E



**PRINT DATE**  
AUG 28 1998  
BDB ENGINEERING, INC.



ENGINEER OF WORK:  
BDB ENGINEERING, INC.  
CIVIL ENGINEERING  
LAND SURVEYING  
Federal Boulevard  
Coronado, California 92026

MARK	REVISION	APPR	DATE

CITY OF CORONADO, CALIFORNIA  
ENGINEERING SERVICES DEPARTMENT

IMPROVEMENTS SHEET  
ADELLA AVENUE  
PEDESTRIAN IMPROVEMENT  
PROJECTS  
PLANCE ONE

BY \_\_\_\_\_ DATE \_\_\_\_\_ APPROVED BY: \_\_\_\_\_

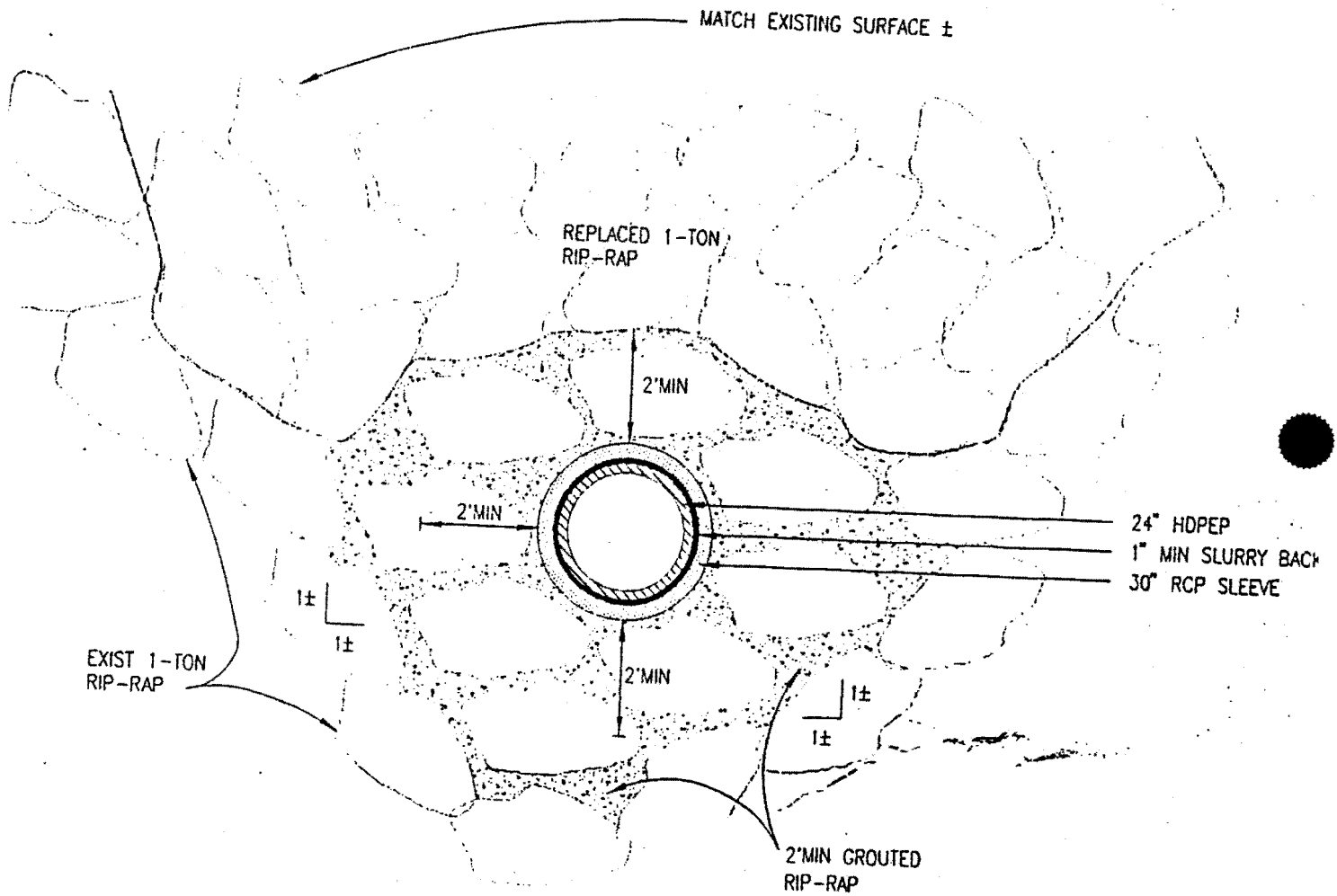



EXHIBIT NO. 4
APPLICATION NO. <b>6-98-113</b>
Cross-section of Ocean Outfall
 California Coastal Commission