

CALIFORNIA COASTAL COMMISSION

OUTH CENTRAL COAST AREA SOUTH CALIFORNIA ST., SUITE 200 VENTURA, CA 93001 (805) 641-0142 Filed: 49th Day: 180th Day: Staff: Staff Report:

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Staff Report: 8/20/98/ Hearing Date: 9/8-11/98

STAFF REPORT: PERMIT AMENDMENT

APPLICATION NO.: 4-89-030-A3

APPLICANT: City of Santa Barbara, Waterfront Dept. AGENT: John Bridley

PROJECT LOCATION: Santa Barbara Harbor, City of Santa Barbara, Santa Barbara County

DESCRIPTION OF PROJECT PREVIOUSLY APPROVED: Five year maintenance dredging program for Santa Barbara Harbor consisting of: Breakwater, and Marinas 2, 3, and 4 (1,500 cubic yards), Sand Spit (100,000 cubic yards), Cabrillo Landing (1,000 cubic yards), Skiff Row (1,000 cubic yards), Mooring Area (50,000 cubic yards), Rock Groin (5,000 cubic yards), Marina 1 Fairway (30,000 cubic yards), Small Boat Sailing Area (250,000 cubic yards), and Stearns Wharf (200,000 cubic yards).

DESCRIPTION OF AMENDMENT: Add five year maintenance dredging program for the recently permitted Marinas 1 and 4 Expansion Areas (50,000 cubic yards), with disposal of dredged materials from the Marina 1 Expansion Area at the previously designated East Beach (primary site) and Breakwater and Sandspit (alternative sites).

LOCAL APPROVALS RECEIVED: Mitigated Negative Declaration ENV96-0209 for Marina One and Four Expansion Project

SUBSTANTIVE FILE DOCUMENTS: Final Biological Analysis: Santa Barbara Harbor Marina One & Marina Four Expansion (Science Applications International Corporation, August 1997); Final Water Quality Evaluation: Santa Barbara Harbor Marina One and Marina Four Expansion (Science Application International Corporation, August 1997); Preliminary Geotechnical Engineering Report: Marina One Expansion and Dredged Mooring Facilities, Santa Barbara Harbor (Fugro West, Inc., July 1996); Wave Penetration and Harbor Agitation in Santa Barbara Harbor: Summary Report (Moffat & Nichol Engineers, May 1996); Report of Off-Shore Sediment Sampling and Testing Services: Maintenance Dredging Santa Barbara Harbor, Santa Barbara Co (Pacific Materials Laboratory September 27, 1996); U.S. Army Corps of Engineers 404 Permit No. 89-50151-TS.

PROCEDURAL NOTE: The Commission's regulations provide for referral of permit amendment requests to the Commission if:

- 1) The Executive Director determines that the proposed amendment is a material change,
- 2) Objection is made to the Executive Director's determination of immateriality, or
- 3) The proposed amendment affects conditions required for the purpose of protecting a coastal resource or coastal access.

If the applicant or objector so requests, the Commission shall make an independent determination as to whether the proposed amendment is material. 14 Cal. Admin. Code 13166. The amendment has been referred to the Commission because it constitutes a material change (i.e., a substantial expansion of the areas to be dredged) to the previously issued Coastal Development Permit.

SUMMARY OF STAFF RECOMMENDATION:

The staff recommends that the Commission determine that the proposed development with the proposed amendment, subject to the conditions below, is consistent with the requirements of the Coastal Act. All Special Conditions of the Commission's original approval of the project would remain in force and effect, and are attached as Exhibit 7 to this report. The applicant is in agreement with the staff recommendation.

STAFF RECOMMENDATION:

The staff recommends that the Commission adopt the following resolution:

I. Approval with Conditions

The Commission hereby approves the amendment to the Coastal Development Permit, subject to the conditions below, on the grounds that as modified, the development will be in conformity with the provisions of Chapter 3 of the California Coastal Act of 1976, is located between the sea and the first public road nearest the shoreline and the sea and is in conformance with the public access and recreation policies of Chapter 3 of the Coastal Act, will be in conformity with the adopted Local Coastal Program, and will not have any significant adverse effects on the environment within the meaning of the California Environmental Quality Act.

II. 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 this permit is reported to the Commission. 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. <u>Compliance</u>. All development must occur in strict compliance with the proposal as set forth in the application for the permit, subject to any special conditions set forth below. Any deviation form the approved plans must be reviewed and approved by the staff and may require Commission approval.
- 4. <u>Interpretation</u>. Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.
- 5. <u>Inspections</u>. The Commission staff shall be allowed to inspect the site and the project during its development, subject to 24-hour advance notice.
- 6. <u>Assignment.</u> 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. <u>Terms and Conditions Run with the Land.</u> 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.

Ill. Special Conditions

All Special Conditions attached to the Commission's original approval of the project approved pursuant to Coastal Development Permit. #4-89-030 remain in force and effect.

See Exhibit 7.

III. Findings and Declarations

A. Project Description

The applicant is requesting an amendment of the previously issued five (5) year maintenance dredging permit for the Santa Barbara Harbor to include the Marinas 1 and 4 Expansion Area as a dredging site. The applicant is proposing dredge up to 50,000 cubic yards of material from the site per year to maintain the 60+ new boat slips which have recently been permitted pursuant to Coastal Development Permit #4-98-066 issued by the Coastal Commission.

The materials dredged from the Marinas 1 and 4 Expansion Area would be deposited in the previously approved East Beach disposal site (primary site) or the Breakwater disposal site or the Emergency Site east of the Sandspit (alternative sites). These latter two disposal sites are

currently being used to dispose sediments from the adjacent Mooring Area (See Exhibits 1 through 6.)

B. Project Background

The submerged state tidelands of the Santa Barbara Harbor have been legislatively granted to the City of Santa Barbara through the State Lands Commission. However, because the proposed project is located seaward of the mean high tide line, the project is subject to the retained original coastal permitting jurisdiction of the Coastal Commission.

The Santa Barbara Harbor is the only sheltered harbor along a 127 mile stretch of coast between Port San Luis to the North and the Ventura Marina to the South. The California Coastal Commission recently granted the City of Santa Barbara a Coastal Development Permit (#4-98-066) to add an additional 67-69 new boat slips to Marina 1 and 7 new slips to Marina 4 within the Santa Barbara Harbor. Construction of the slips will entail installation of concrete piles, utility boxes and related utility lines, and floating docking. The Coastal Development Permit, however, did not include the requisite maintenance dredging in this part of the Harbor to accommodate the new boat slips.

The City of Santa Barbara maintains a comprehensive maintenance dredging program in the Santa Barbara Harbor, removing an average of 300,000 cubic yards of sandy material from the mooring and navigational channels annually, and placing the material on the beach or back into the littoral current downcoast of the harbor. This application is intended to accommodate the previously permitted expansion of Marinas 1 and 4 in the Santa Barbara Harbor in the context of the previously issued Coastal Development Permit (#4-89-030) for the maintenance dredging of the Santa Barbara Harbor. The dredging permit contains a number of special conditions which limit the timing of dredging operations, ensure public access through the dredge disposal areas, require evidence of having received all necessary permits from state and federal agencies, and limit the permit to five (5) years. All of the prior to issuance conditions were met and the permit was issued. The dredging permit has been amended several times to extend the time of its expiration. The last amendment was granted by the Commission on May 9, 1995; thus the current dredging permit expires on May 9, 2000.

C. Coastal Issues

1. Diking, Filling, or Dredging Open Coastal Waters

PRC Section 30233 provides, in part, that:

(a) The diking, filling, or dredging of open coastal waters, wetlands, estuaries, and lakes shall be permitted in accordance with other applicable provisions of this division, where there is no feasible less environmentally damaging alternative, and where feasible mitigation measures have been provided to minimize adverse environmental effects, and shall be limited to the following:

- (1) New or expanded port, energy, and coastal-dependent industrial facilities, including commercial fishing facilities.
- (2) Maintaining existing, or restoring previously dredged depths in existing navigational channels, turning basins, vessel berthing and mooring areas, and boat launching ramps.
- (4) In open coastal waters . . . new or expanded boating facilities and the placement of structural pilings for public recreational piers that provide public access and recreational opportunities.
- (b) Dredging and spoils disposal shall be planned and carried out to avoid significant disruption to marine and wildlife habitats and water circulation. Dredge spoils suitable for beach replenishment should be transported for such purposes to appropriate beaches or into suitable long shore current systems.

The purpose of the proposed expanded dredging program is to accommodate increased recreational and commercial fishing and boating opportunities provided by the expansion of Marinas 1 and 4 in the Santa Barbara Harbor. The allocation of new slips created by the expansion would be in accordance with the certified Harbor Master Plan and existing adopted City policy which provides that approximately 19% of the slips in the Harbor be allocated to commercial fishing, with persons currently leasing mooring off of Marina 1 having the first right of refusal to lease one of the new slips. The proposed dredging project to accommodate the increased number of boat slips previously permitted under Coastal Development Permit #4-98-066 is therefore one of the types of development specifically provided for in PRC Section 30233(a)(4).

The proposed expanded dredging program would utilize the existing dredge spoils disposal sites previously permitted (i.e., East Beach or the Breakwater disposal site or the Emergency Site east of the Sandspit), and is therefore designed to deposit suitable beach materials onto the beach or into the littoral current along the south coast of Santa Barbara County. The dredged materials in the Santa Barbara Harbor are derived principally from the littoral current (with some input from Mission Creek) and have been determined to be suitable in size and quality for beach or long-shore littoral current replenishment. The applicant has previously received a Waste Discharge Permit from the Regional Water Quality Control Board to allow for discharge, as well as a permit from the U.S. Army Crops of Engineers, but must have these permits amended to include the additional dredged spoils from the expanded dredging operation under this application.

Since the development of the Santa Barbara Harbor, dredging and disposal of sandy materials has been an important means of providing supplemental sand supplies to downcoast beaches which have been adversely impacted as a result of the original construction of the Santa Barbara Harbor breakwater in the mid-1920's. An analysis of historical shoreline changes at Carpenteria Beach (approximately 10 miles downcoast) indicates that the average beach width has decreased approximately 100 feet sine 1930. Data from this study indicates that the average width of

Carpinteria Beach receded 38 feet for every million cubic yards of sand accumulated within the Santa Barbara Harbor. The shoreline data also suggests that there is a five (5) year lag between dredging activities at the Santa Barbara Harbor and the shoreline response at Carpinteria Beach.

As previously reported, it has been estimated that the average yearly inflow of sand into the Santa Barbara Harbor over the past 50 years is 270,000 cubic yards from the west and 100,000 cubic years from the east. The rate of sand dredging from the Santa Barbara Harbor has averaged between 270,000 and 350,000 cubic yards of material annually. The net accumulation of sand within the Santa Barbara Harbor is approximately 4 million cubic yards over the period from 1930 to the present.

The placement of dredged materials onto the East Beach within the littoral current will replenish beaches downcoast which have been deprived of sand as a result of the construction of the Santa Barbara Harbor breakwater. The deposition of additional material form the expanded Marinas 1 and 4 will further enhance the replenishment of downcoast beaches.

The Commission therefore finds that the proposed project, as conditioned, is consistent with and adequate to carry out the requirements of PRC Section 30233.

2. Environmentally Sensitive Marine Resources

PRC Section 30230 provides that:

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. Uses of the marine environment shall be carried out in a manner that will maintain healthy populations of all species of marine organisms adequate for long-term commercial, recreational, scientific, and educational purposes.

PRC Section 30231 provides, in part, that:

The biological productivity and the quality of coastal waters . . 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 . . .

PRC Section 30233 provides, in part, that:

- (a) The diking, filling, or dredging of open coastal waters . . . shall be permitted in accordance with other applicable provisions of this division, where there is no feasible less environmentally damaging alternative, and where feasible mitigation measures have been provided to minimize adverse environmental effects, and shall be limited to the following:
 - (4) In open coastal waters, ... new or expanded boating facilities ...

(b) Dredging and spoils disposal shall be planned and carried out to avoid significant disruption to marine and wildlife habitats and water circulation. Dredge spoils suitable for beach replenishment should be transported for such purposes to appropriate beaches or into suitable long shore current systems.

A Biological Resources analysis for the proposed Marinas 1 and 4 expansion project characterized three marine habitats within the Santa Barbara Harbor: hard substrate (including pilings, floating docks, and concrete or rock structures); soft bottom (sand and silt); and the water surface and water column.

As noted in the findings in support of the previously issued Coastal Development Permit #4-98-066 for the new boat slips, the amount of soft bottom permanently lost due to the installation of piles will be 95 to 131 square feet, depending on the size of the piling installed. Additionally, the docks and associated vessels would reduce the amount of incident sun-light on the bottom area directly under the boat slips and berthing areas. The installation of piles, docks, and associated boats would be negligible effects on soft bottom habitat. Further, the Marinas 1 and 4 Expansion Areas would provide an additional 24,000 square feet of hard substrate for benthic marine organisms.

The sand beach adjacent to the Santa Barbara Harbor provide important spawning habitat for the California grunion (Leuesthes tenuis). In order to protect spawning Grunion, both the previously issued U.S. Army Corps of Engineers and California Regional Water Quality Control permits for the dredging project prohibited discharge of dredge spoils directly into the littoral current during the Grunion spawning season (generally April 1 through August 31). Furthermore, the previous Regional Water Quality Control Board permit prohibited the discharge of dredge spoils into any portion of East Beach, Leadbetter Beach and the Sand Spit off the harbor breakwater from April 1 through August 31; during this period all discharge of dredge spoils is limited to areas above the Mean High Water level. The limitations, which were also included in the original dredging permit (#4-89-030) issued by the Commission, and carried over to this permit amendment, will ensure that the deposition of dredge spoils will not adversely affect the habitat of the California grunion.

The previous Coastal Development Permit for dredging in the Santa Barbara Harbor contained these time and location limitations on dredging operations; these conditions are carried over in this permit through incorporation of the previously approved special conditions. (See Exhibit 7.).

The Commission therefore finds that the proposed project, as conditioned, is consistent with the and adequate to carry out the requirements of PRC Sections 30230, 30231, and 30233.

3. Environmentally Sensitive Upland Habitats

PRC Section 30240 provides that:

- (a) Environmentally sensitive habitat areas shall be protected against any significant disruption of habitat values and only uses dependent on such resources shall be allowed within such areas.
- (b) Development in areas adjacent to environmentally sensitive habitat areas shall be sited and designed to prevent impacts which would significantly degrade such areas and shall be compatible with the continuance of such habitat areas.

The sandy beaches to the immediate east the Santa Barbara Harbor and Stearns Wharf provide habitat for the Western Snowy Plover (Charadrius alexandrinus), a bird species listed as Threatened under the Federal Endangered Species Act.

The Pacific coast population of the Western Snowy Plover breed in loose colonies primarily on sandy coastal beaches from southern Washington to southern Baja California. A total of 20 plover breeding areas currently occur in coastal California, centered around San Francisco Bay, Monterey Bay, Morro Bay, the Calendar-Mussel Rock Dunes, Point Sal to Point Conception, the Oxnard Plain, Santa Rosa Island, and San Nicholas Island. Western Snowy Plovers winter south of Bodega Bay and occur in widely scattered locations on both coasts of Baja California. Breeding plovers have not been reported from the project's deposition sites, but wintering individuals have been observed in small numbers in the project area, principally between the mouths of Mission Creek and Salsipuedes Creek (west of the Primary East Beach dredge disposal area).

The proposed East Beach dredged spoils area is east of this area and is not known to be utilized by the local population of over-wintering plovers; the dredge spoils deposition therefore is not expected to interfere with the over-wintering activities of the Western Snowy Plover. However, a biological assessment will be conducted by the applicant as part of the of the application for a U.S. Army Corps of Engineers permit, as well as a Biological Opinion by the U.S. Fish and Wildlife Service. Any special measures needed to protect the activities of the Western Snowy Plover will be incorporated into the U.S. Army Corps of Engineers Permit.

The Coastal Development Permit for dredging the Marinas 1 and 4 Expansion Areas in the Santa Barbara Harbor would rely on the same dredged spoils disposal areas previously permitted in the original dredging permit, and thus would not impact any new sandy beach areas which may be seasonally utilized by the Western Snowy Plover.

The Commission therefore finds that the proposed project, as conditioned, is consistent with and adequate to carry out the requirements of PRC Sections 30240.

4. Commercial Fishing and Recreational Boating

PRC Section 30234 provides that:

Facilities serving the commercial fishing and recreational boating industries shall be protected and where feasible upgraded. Existing commercial fishing and recreational boating harbor space shall not be reduced unless the demand for those facilities no longer

exists or adequate substitute space has been provided. Proposed recreational boating facilities shall, where feasible, be designed and located in such a fashion as not to interfere with the needs of the commercial fishing industry.

The Santa Barbara Harbor is an important small boat harbor serving the south coast of Santa Barbara County, as well as areas further to the south. The Santa Barbara Harbor is the home base of a commercial fishing fleet, as well as the U.S. Coast Guard which is responsible for responding to emergencies within the Santa Barbara Channel.

As noted above, the purpose of the proposed expanded dredging program is to accommodate increased recreational and commercial fishing and boating opportunities provided by the expansion of Marinas 1 and 4 in the Santa Barbara Harbor. The allocation of new slips would be in accordance with the certified Harbor Master Plan and existing adopted City policy which provides that approximately 19% of the slips in the Harbor be allocated to commercial fishing, with persons currently leasing mooring off of Marina 1 having the first right of refusal to lease one of the new slips.

The Commission therefore finds that the proposed project, as conditioned, is consistent with and adequate to carry out the requirements of PRC Section 30234.

5. Public Access

PRC Sections 30210 through 30214 provide for the protection and provision of maximum public access to and the along the shoreline, consistent with natural resource constraints, public safety, military security, existing agriculture, and privacy.

The proposed staging area for the maintenance dredging operation, including the expanded dredging for the new Marinas 1 and 4 Expansion Areas permitted by the previous permit amendment, will be sited on a 20,000 square foot portion of East Beach adjacent to the boat launch ramp. The proposed maintenance dredging operations will also entail the deposition of dredge spoils on a portion of East Beach and Leadbetter Beach. (See Exhibit 4.) The staging area is part of a larger sandy beach area which stretches approximately one half miles up coast to Santa Barbara Point. Both the East Beach and the Leadbetter beach areas are popular recreational areas, and provide important ocean access points for swimmers, wind-surfers, and other users of coastal waters. The location of the proposed staging area is necessarily dictated by the location of the proposed dredge sites, and is situated to minimize interference with public access and use of the City's waterfront beaches.

To ensure the safety of recreational users of both East and Leadbetter Beaches during dredging and deposition operations, and to reduce the potential conflicts between the conduct of the maintenance dredging program and recreational use of the areas, the applicant had developed and has implemented a program of monitoring and safety measures (including signs fencing, posting of security guards, etc.) by which safe public access to or around the beach depositions sites is maintained. The program has been reviewed and approved as part of the Commissions previously issued Coastal Development Permit for the maintenance dredging operation and is

carried over to cover the proposed expansion of the dredging operation to accommodate the expansion of Marinas 1 and 4.

The Commission therefore finds that the proposed project, as conditioned, is consistent with and adequate to carry out the requirements of PRC Sections 30210 through 30214.

D. LCP/California Environmental Quality Act

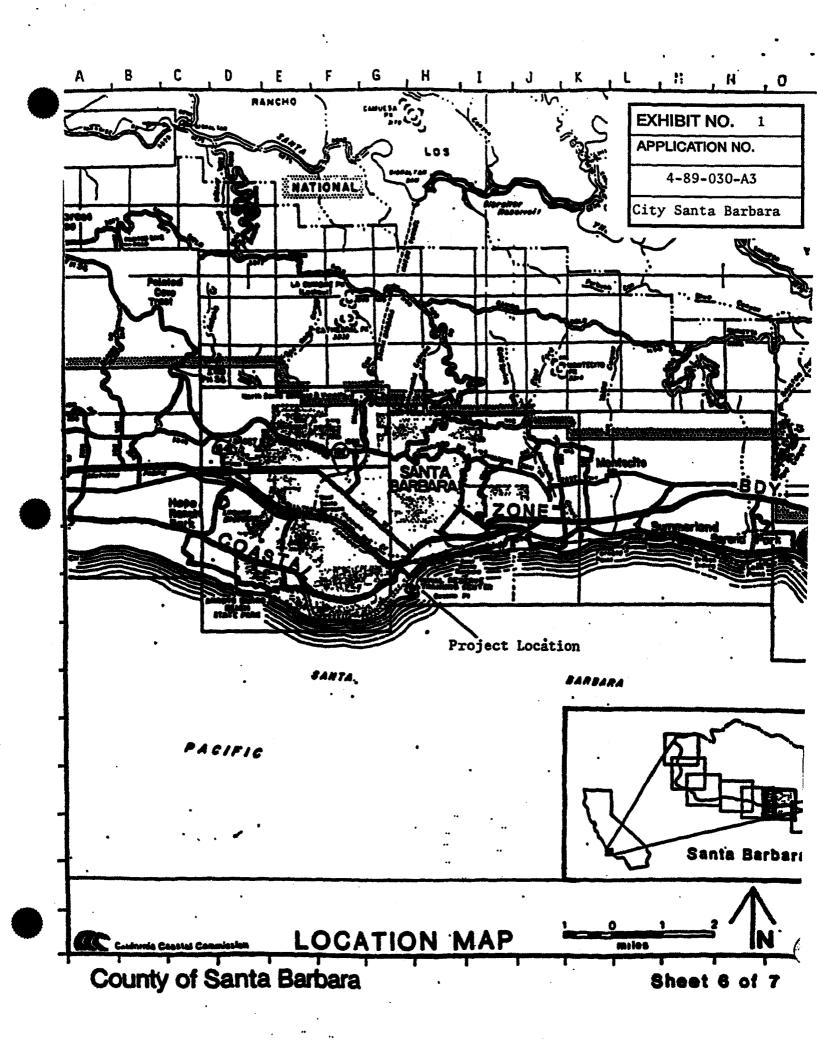
The proposed project lies within the City of Santa Barbara, but falls within the Commission's area of retained original permit jurisdiction because it is located on potential state tide lands or is below the mean high tide line. The Commission has certified the Local Coastal Program for the City of Santa Barbara (Land Use Plan and Implementation Ordinances) which contains policies for the Waterfront Planning Area, including those regarding the protection of marine and other environmentally sensitive habitats and public access.

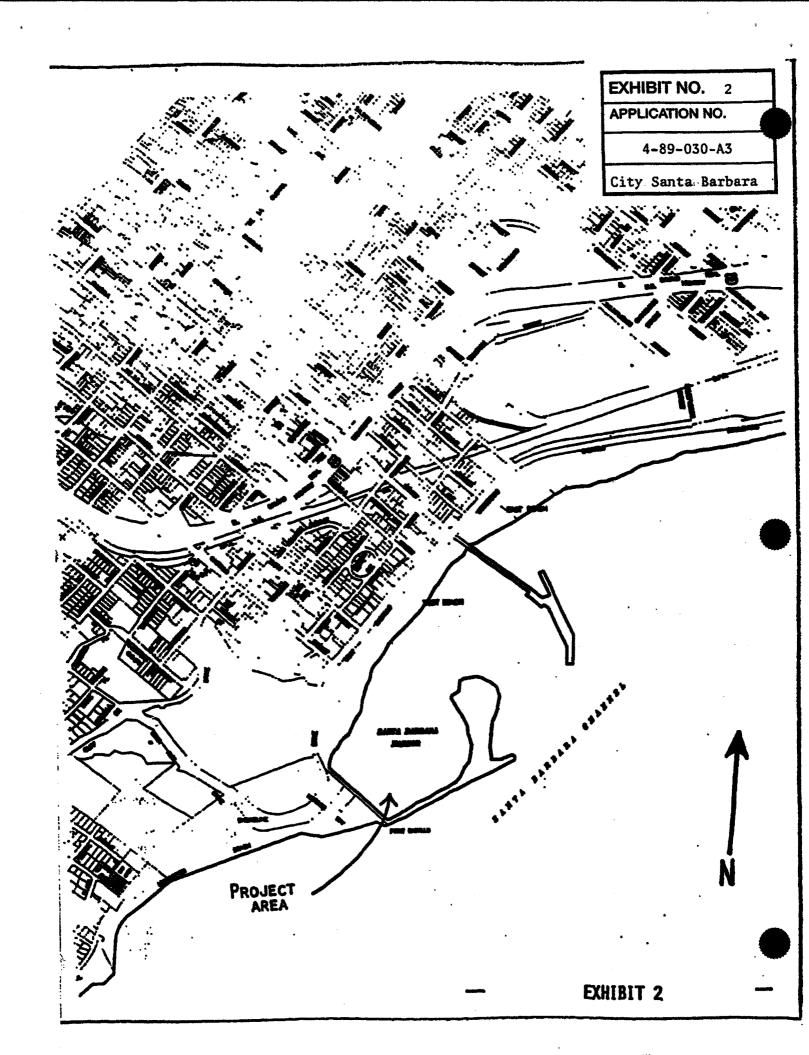
Section 13096(a) of the Commission's administrative regulations requires Commission approval of a Coastal Development Permit application to be supported by a finding showing the application, as conditioned, to be consistent with any applicable requirements of the California Environmental Quality Act (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 effects which the activity would have on the environment.

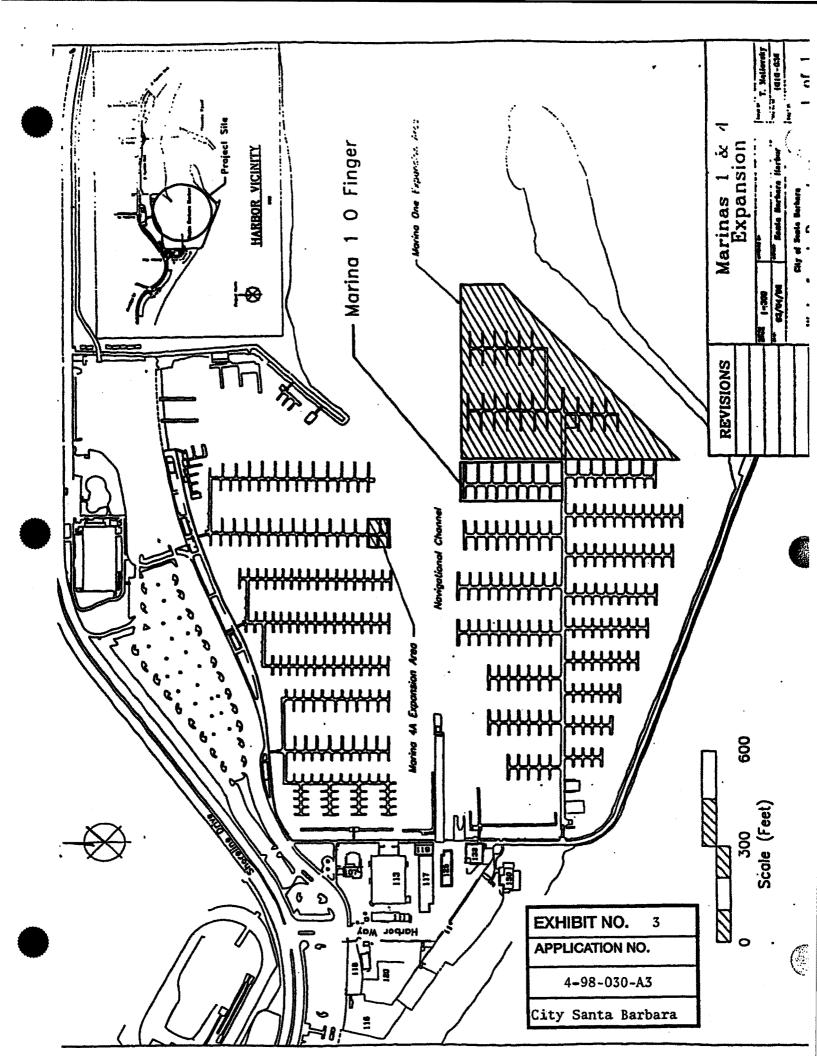
The proposed project has been conditioned in order to be found consistent with the resource protection polices of the Coastal Act. The required mitigation measures will minimize all adverse effects. As conditioned, there are no feasible alternative measures available which would substantially lessen any significant adverse impact which the activity may have on the environment.

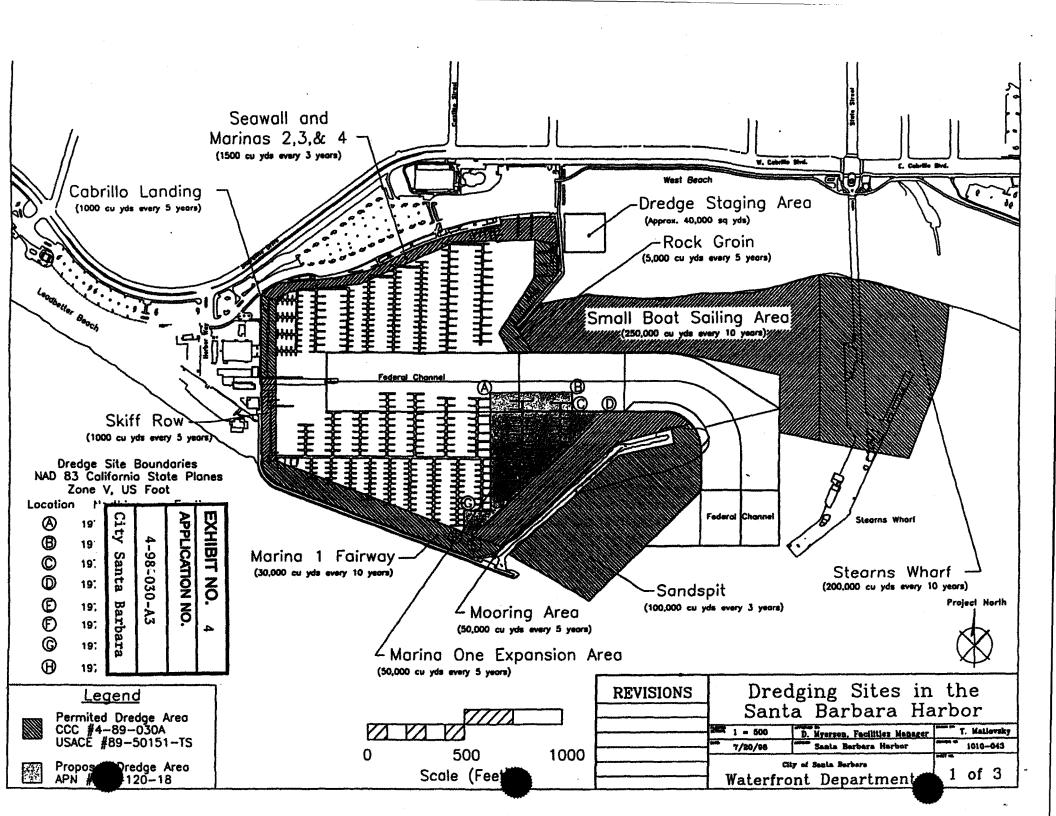
Therefore, the Commission finds that the proposed project, as conditioned to mitigate identified impacts, is the least environmentally damaging feasible alternative and can be found consistent with the requirements of CEQA and with the policies of the Coastal Act.

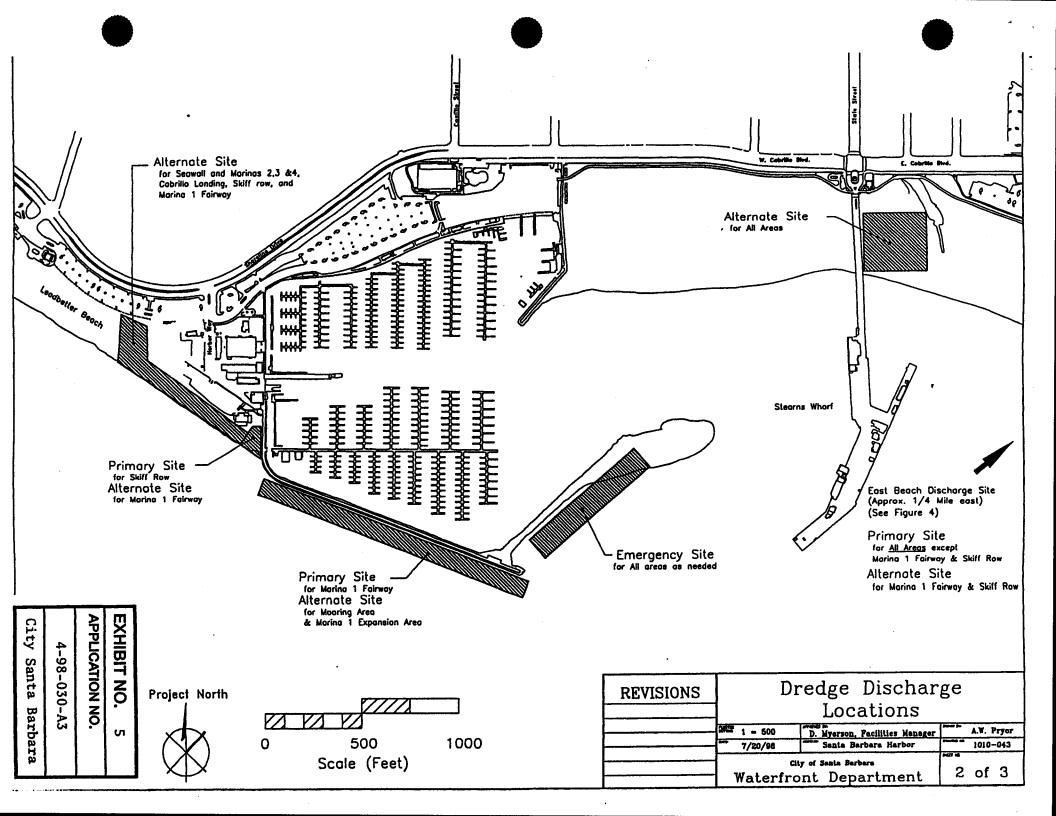
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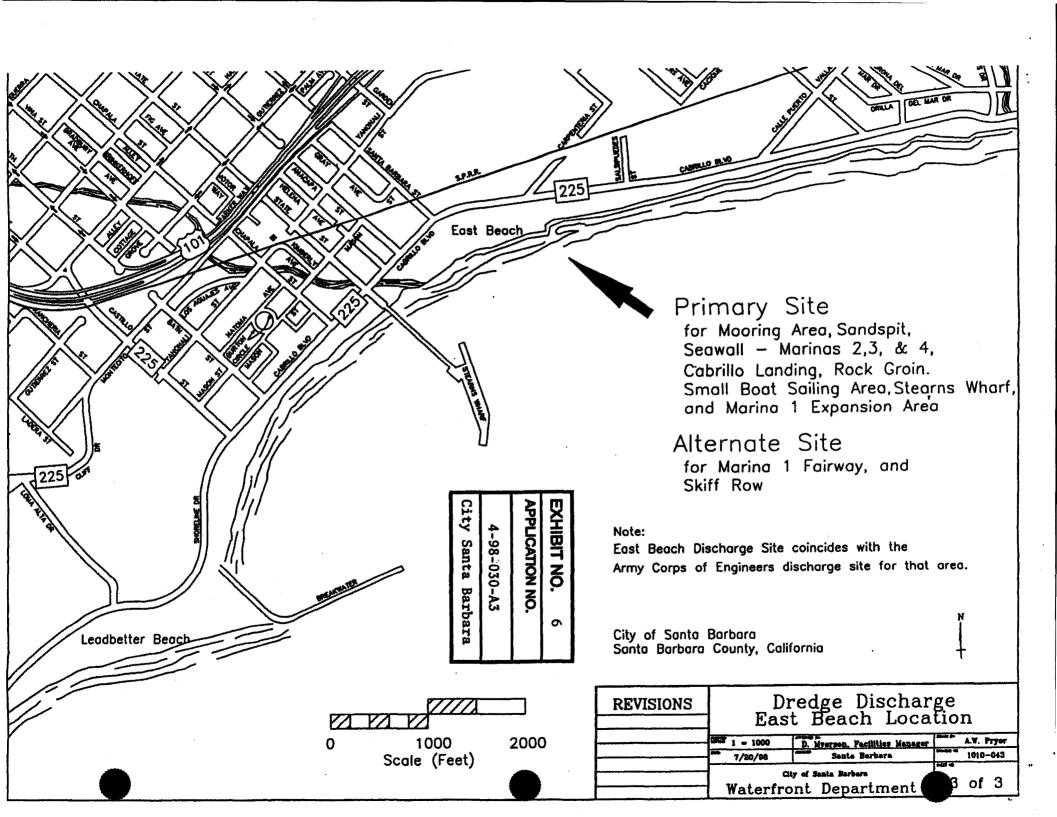












NOTICE OF INTENT TO ISSUE AMENDMENT TO COASTAL DEVELOPMENT PERMIT

Page 2 of 2 Permit Application No. 4-89-030A

Special Conditions

1. Term of Permit

This Coastal Development Permit shall expire five (5) years from the date of the Commission's approval of the permit.

2. Timing of Dredging/Discharge Operations

Dredge discharge at the primary and alternative discharge sites shall be prohibited from April 1 through August 31, unless specifically authorized by the Executive Director of the Commission. Such authorization shall be given only after the Executive Director has received and reviewed written evidence that the applicant has received approval for such dredging and discharge from the California Department of Fish and Game, the California Regional Water Quality Control Board, and the U.S. Army Corps of Engineers.

3. Other Federal and State Board Permits

Prior to commencement of any dredging or discharge under this Coastal Development Permit, the applicant shall provide evidence to the Executive Director of the Coastal Commission of receipt of all necessary permits from the U.S. Army Corps of Engineers, the California State Lands Commission, and the California Regional Water Quality Control Board, Central Coast Region.

4. Public Access Program

Prior to the commencement of any dredging or discharge under this Coastal Development Permit, the applicant shall provide for the review and approval of the Executive Director of the Coastal Commission a letter report which describes the methods (including signs, fencing, posting of security guards, etc.) by which safe public access to or around the beach deposition sites shall be maintained during dredging and deposition operations.

EXHIBIT NO.

APPLICATION NO.

4-98-030-A3

City Santa Barbara